

**MISSOULA COUNTY  
EMERGENCY OPERATIONS PLAN**

**EMERGENCY SUPPORT FUNCTION ANNEXES**

## **EMERGENCY SUPPORT FUNCTION #3**

### **PUBLIC WORKS AND ENGINEERING**

**LEAD ESF AGENCIES:**      MISSOULA COUNTY PUBLIC WORKS DEPARTMENT  
   CITY OF MISSOULA PUBLIC WORKS DEPARTMENT

**COOPERATING AGENCIES:**

Montana Department of Transportation	Allied Waste Services
National Weather Service	Montana Rail Link
US Army Corps of Engineers	Missoula International Airport
Montana Department of Natural Resources and Conservation	University of Montana
NorthWestern Energy, Missoula Electric Cooperative, Bonneville Power Administration, Mountain Water Company, Blackfoot Telecommunications Group, Inc., CenturyLink, Verizon, and other privately owned utility and telecommunications providers in the City of Missoula and Missoula County.	

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the operation of public works required to meet essential needs during major emergencies and disasters, and to provide for the orderly restoration of infrastructure and public works affected by a disaster.

### **B. SCOPE**

This ESF addresses public works policies, situational conditions, and a concept of operations to define activities and responsibilities during an emergency or disaster situation. The scope includes coordination among city and county departments, private utilities, telecommunication and transportation entities, and other agencies in Missoula County.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-3: Public Works and Engineering will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula County Public Works Department and City of Missoula Public Works Department will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. Public works command centers and field command posts may be established for the coordination of field operations. Co-location of field command posts will be the preferred method of field operations when multiple departments/agencies have established field command posts.
4. When the Emergency Operations Center (EOC) is operating at the Orange or Red level, public works command centers or field command posts will use established means to provide it with timely reports concerning damage assessments, resource commitments and needs, public information, and overall incident status.
5. Staff will be mobilized according to the respective Public Works Department policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula County Public Works Department and City of Missoula Public Works Department will play a lead or major role in any response to a large-scale incident or disaster in which transportation, utilities, and communications infrastructure are affected.
3. In Missoula County and the City of Missoula, the vast majority of utilities and communications infrastructure, and significant transportation elements, are either privately owned or under the jurisdiction of state or federal government. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these services, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the county's primary public safety answering point (PSAP).
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
  - a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Due to an already overwhelmed road network during a disaster or major emergency, supplies and mutual aid may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters. The public works departments will be needed to clear and repair roadways and bridges and facilitate travel.

- c. Law enforcement, fire, and rescue efforts may be impeded until such time as transportation routes are identified and cleared and structures are determined safe to enter.
6. Public works resources will also be needed to support response and recovery efforts, including damage assessments and building inspections, surveying, geographic information system (GIS) support, and wastewater removal and treatment.
7. The response to a disaster/emergency while continuing to handle the routine public works workload will tax personnel and other resources in the public works departments, leading to the failure of normal public health systems and processes.
8. Acts of terrorism could include damage to city and county infrastructure.

## **IV. Concept of Operations**

### **A. GENERAL**

1. The Missoula County Public Works Department and the City of Missoula Public Works Department are the lead agencies for the development and coordination of ESF-3.
2. On-scene management of multiagency emergencies will follow the ICS as published by the National Emergency Management Institute.
3. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
5. Coordination will be effected with adjacent jurisdictions as required.
6. The lead agencies shall prioritize their activities in a manner that recognizes the primary importance of immediate life/safety issues facing the public and responders.

### **B. ORGANIZATION**

1. The Missoula County Public Works Department and the City of Missoula Public Works Department are the lead agencies for the coordination of all public works activities within Missoula County, including engineering and surveying, road and bridge construction and maintenance, water and wastewater facilities construction and maintenance, mapping, and planning for future development within the county.

2. The director for each public works agency or his/her designee shall provide direction and control over lead agency resources, in coordination with the EOC. Department personnel shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
3. When public works command centers and/or field command posts are established for management of field operations, and the EOC is operating at the Orange or Red level, the on-scene Incident Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command centers and/or field command posts is the preferred method of field operations when multiple departments/agencies have established command posts.

#### **C. PROCEDURES**

1. The Missoula County Public Works Department and the City of Missoula Public Works Department shall provide damage assessment of the disaster area, including buildings, roads, bridges, dams, water and wastewater systems, and other facilities. Disaster management priorities are outlined in the Concept of Operations section of ESF 5: Emergency Management.
2. The Missoula County Public Works Director and/or City of Missoula Director of Public Works, or their alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
3. The respective public works agencies will maintain a roster of personnel available for EOC assignments and provide that roster to the Missoula County Office of Emergency Services.
4. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
5. The Reverse 9-1-1 or other automated system used to mobilize public works personnel shall be initiated by the Incident Commander. This alert system may include radio, text messaging, or direct telephone contact. Backup notification shall be provided through emergency public information procedures.
6. The Incident Commander or his/her designee will coordinate with state or federal officials when necessary.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, Missoula County and City of Missoula Public Works Departments will be responsible

to those portions of the assessment and strategy related to ESF-3. The threat assessment includes, but is not limited to:

- Life/safety issues for the public and responders;
- Likely threat to public safety;
- Likely duration of the event;
- Likely growth in scope of the event;
- Likely growth in the geographical coverage of the event;
- Likely threat to critical infrastructure;
- Likely need for mutual aid;
- Likely need for increased personnel and logistical support;
- Likely need to elevate the level of EOC operation; and
- Likely need to expand ICS.

2. Mitigation strategies may include, but are not limited to:

- Notification and staging of key resources;
- Assignment and dispersal of key resources;
- Activating command centers or field command posts;
- Activating Reverse 9-1-1;
- Closure or limitation of access to certain critical infrastructure;
- Closure of schools;
- Cancellation of public events;
- Activation of automatic mutual aid or developing mutual aid agreements;
- Training of personnel;
- Infrastructure inspection;
- Modification of terrain, facilities, or other infrastructure;
- Creating a funding plan for the mitigation effort;
- Requests for state or federal resources; and
- Development and execution of a public information program that meets both tactical and strategic needs.

3. When any of these strategies require law enforcement actions, the Incident Commander will make the request to the EOC to coordinate agency efforts.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-3, including training in the ICS.
3. Conduct and/or participate in drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.



5. Provide emergency policies and procedures to the Office of Emergency Services so they can be disseminated and incorporated into the Emergency Operations Plan (EOP) as necessary.
6. Maintain updated contact information for personnel and support agencies.
7. Maintain updated lists of resources that support ESF-3, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF Annex as necessary.

#### **F. RESPONSE ACTIVITIES**

1. The Missoula County Public Works Department and the City of Missoula Public Works Department shall provide the following services as necessary during an emergency or disaster:
  - a. Perform damage assessment of roads, streets, bridges, dams, wastewater treatment plants, sewers, storm drains, and public works facilities.
  - b. Designate emergency traffic routes, make arrangements to restrict access, and determine and post detours.
  - c. Work as necessary with private sector utilities providers to coordinate incident response and establish restoration priorities.
  - d. Perform or oversee the repair or demolition and inspection of damaged structures, roads, wastewater treatment plants, and other infrastructure owned by the city or county, and cooperate with private property owners in these activities.
2. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.
3. Participate in the implementation of state and/or federal plans when appropriate.
4. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-3.
5. Provide regular status reports and information regarding operational and resource needs to the EOC.

6. Develop a list of currently available resources, including apparatus, equipment, personnel, and supply sources.
7. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Prepare a prioritized list of damaged infrastructure and assets in Missoula County and the City of Missoula.
2. Continue gathering, documenting, and reporting damage assessment and financial information.
3. Provide documentation of damage assessment and financial information as needed for preliminary damage assessments and disaster recovery funding.
4. Coordinate/manage the restoration of infrastructure systems.
5. Develop and execute an expedited building permit and inspection process to advance recovery efforts by the affected citizens.
6. Coordinate with other agencies as needed.
7. Document all incident expenses and cooperate with officials in seeking all available reimbursement, fines, penalties, and civil judgments.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Provide public works and engineering services within Missoula County and the City of Missoula, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Debris Removal.
- Closure of Roads and Streets.
- Restricting Area Access.
- Army Corps of Engineers.

## **EMERGENCY SUPPORT FUNCTION #4**

### **FIREFIGHTING**

**LEAD ESF AGENCIES:**      MISSOULA CITY FIRE DEPARTMENT  
   MISSOULA RURAL FIRE DISTRICT  
   MISSOULA COUNTY FIRE PROTECTION ASSOCIATION

**COOPERATING AGENCIES:**

Seeley Lake Rural Fire Department	Frenchtown Rural Fire District
Swan Valley Rural Fire District	Greenough/Potomac Rural Fire District
Clinton Rural Fire District	East Missoula Rural Fire District
Florence Rural Fire District	Arlee Rural Fire District
Montana Mutual Aid	US Forest Service
Montana Department of Natural Resources and Conservation	Missoula Interagency Dispatch Center (Wildland Fires)
Bureau of Land Management	Confederated Salish and Kootenai Tribes
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 Company
Missoula County Office of Emergency Services	

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the organization and mobilization of county firefighting operations and resources during major emergencies and disasters.

### **B. SCOPE**

This ESF addresses the coordination and provisions of firefighting and public safety-related activities during disasters or major emergencies in Missoula County. Response activities related to specific types of disasters, emergencies, or fire incidents are contained in the functional annexes to the Emergency Operations Plan (EOP).

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-4: Firefighting will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula City Fire Department, Missoula Rural Fire District Departments, and other respective fire organizations in Missoula County will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. The agency of jurisdiction command centers and field command posts may be established for the coordination of field operations. Similarly, temporary field locations may be established for the delivery of vaccinations or other medical services, or health-related surveillance activities.
4. When the Emergency Operations Center (EOC) is operating at the Orange or Red level, the agency of jurisdiction command centers or field command posts will use established means to provide it with timely reports concerning situation assessments, resource commitments and needs, public information, and overall incident status.
5. Staff will be mobilized according to the respective department policies and procedures.

6. Firefighting agency policies impacting fire department activities under this annex are maintained by their respective jurisdictional agencies. These policies include the Missoula City Fire Department and Missoula Rural Fire Department *Standard Operating Guidelines*. Copies of the policies may be requested by contacting the respective agency.
7. Based on Montana Code Annotated, each municipal fire department or rural fire district has complete authority over fire and related events occurring in their jurisdiction. If the event occurs in more than one jurisdiction, a Unified Command should be established.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula City Fire Department and/or Missoula Rural Fire Department will play a lead or major role in any response to a large-scale emergency or disaster.
3. In Missoula County and the City of Missoula, all hospitals, nursing homes, and the vast majority of all medical services are not publicly owned or controlled. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these services, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the county's primary public safety answering point (PSAP).
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.

- a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shutdown of these services. These conditions could reduce the ability to respond and deliver public health and medical services.
  - c. Due to an already overwhelmed road network during a disaster or major emergency, medical care, supplies, and mutual aid assistance may have difficulty reaching the scene of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
- 6. Some fires and natural events evolve in a generally predictable pattern, whereas the effects of terrorist and other intentional acts are more difficult to predict and may hinder an emergency response.
- 7. The response to a disaster/emergency while continuing to handle the routine fire department workload could tax personnel and other resources in the fire department(s), leading to the failure of normal firefighting systems and processes.
- 8. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials and/or pathogens and toxins.
- 9. Missoula County and the City of Missoula are considered a regional hub for medical services.

## **IV. Concept of Operations**

### **A. GENERAL**

- 1. The Missoula City Fire Department, Missoula Rural Fire Department, and the Missoula County Fire Protection Association are the lead agencies for the development and coordination of ESF-4.
- 2. On-scene management of multiagency emergencies will follow the ICS as published by the National Emergency Management Institute.
- 3. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
- 4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.

5. The fire departments shall prioritize their activities in a manner that recognizes the primary importance of immediate life/safety issues facing the public and responders.
6. Any site designated by the Incident Commander may serve as a command post, staging area, triage or treatment area, transportation station, communications center, medical clinic, alternate care facility, or in any other functional capacity appropriate for the situation.

## **B. ORGANIZATION**

1. The Missoula City Fire Department, Missoula Rural Fire Department, and the Missoula County Fire Protection Association are the lead agencies for the coordination of all firefighting activities within Missoula County.
2. The respective fire departments shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
3. When fire department command centers and/or field command posts are established for management of field operations, and the EOC is operating at the Orange or Red level, the on-scene Incident Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command centers and/or field command posts is the preferred method of field operations when multiple departments/agencies have established command posts.

## **C. PROCEDURES**

1. The commander of the lead firefighting agency, or his/her alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
2. The respective firefighting agencies will maintain a roster of personnel available for EOC assignments and provide that roster to the Missoula County Office of Emergency Services
3. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
4. The Reverse 9-1-1 or other automated system used to mobilize firefighting personnel shall be initiated by the Incident Commander. This alert system may include radio, text messaging, or direct telephone contact. Backup notification shall be provided through emergency public information procedures.



5. The Incident Commander or his/her designee will coordinate with state or federal officials when necessary.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, the lead firefighting agency will be responsible for those portions of the assessment and strategy related to ESF-4. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging of key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 9-1-1;
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid or developing mutual aid agreements;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.
3. When any of these strategies require law enforcement actions, the Incident Commander will make the request to the EOC to coordinate agency efforts.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-4, including training in the ICS.
3. Conduct and/or participate in drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.

5. Provide emergency policies and procedures to the Office of Emergency Services so they can be disseminated and incorporated into the EOP as necessary.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain updated lists of resources that support ESF-4, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF Annex as necessary.

**F. RESPONSE ACTIVITIES**

1. The firefighting agencies shall provide the following services as necessary during an emergency or disaster:
  - a. Fire suppression and control, and immediate life safety services.
  - b. Coordination of firefighting activities with other agencies.
  - c. Coordination of search and rescue and technical rescue services with the Sheriff's Office, if needed.
2. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.
3. Participate in the implementation of state and/or federal plans when appropriate.
4. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-4.
5. Provide regular status reports and information regarding operational and resource needs to the EOC.
6. Develop a list of currently available resources, including apparatus, equipment, personnel, and supply sources.
7. Request additional resources as needed.

## **G. RECOVERY ACTIVITIES**

1. Prepare a prioritized list of damaged equipment and facilities.
2. Continue gathering, documenting and reporting damage assessment and financial information.
3. Document all incident expenses and cooperate with officials in seeking all available reimbursement, fines, penalties, and civil judgments.
4. Coordinate the repair of fire facilities and equipment.
5. Coordinate with other agencies as needed.

## **H. ADDITIONAL RESPONSIBILITIES**

1. Provide firefighting activities within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

## **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Interface Fires Standard Operating Guideline.
- Major Fire Standard Operating Guideline.
- Debris Removal.
- Restricting Area Access.
- Aerial Fire Depot.
- Dept. of Natural Resources and Conservation.
- Medical Triage Bus.
- Water Trailers.

## EMERGENCY SUPPORT FUNCTION #5

### EMERGENCY MANAGEMENT

**LEAD ESF AGENCY:** MISSOULA COUNTY OFFICE OF EMERGENCY SERVICES

#### COOPERATING AGENCIES:

Board of County Commissioners	Montana Office of the Governor
Missoula Office of the Mayor	University of Montana
Missoula County Sheriff	Missoula Emergency Services, Inc.
Missoula Police Department	Missoula International Airport
Missoula City Fire Department	NorthWestern Energy
All Rural Fire Districts and Departments in Missoula County	Missoula Electric Cooperative
Missoula County Public Works	Mountain Water Company
City of Missoula Public Works	CenturyLink
Missoula City-County Health Department	American Red Cross
City of Missoula Parks and Recreation	Blackfoot Telecommunications Group
Missoula County Rural Initiatives	Bresnan Communications
Missoula County Office of Planning and Grants	Verizon and Other Wireless Carriers
St. Patrick Hospital	Montana Rail Link
Community Medical Center	Salvation Army
Western Montana Clinic	US Forest Service
Bureau of Alcohol, Tobacco & Firearms	Montana Department of Natural Resources and Conservation
Secret Service	Montana Department of Fish, Wildlife and Parks
Department of Homeland Security	Montana Department of Public Health and Human Services
National Weather Service	Montana Department of Military Affairs
Environmental Protection Agency	Montana Department of Justice
US Coast Guard	Montana Department of Administration
US Department of Justice	Montana Department of Environmental Quality
Bureau of Land Management	

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## **I. Introduction**

### **A. PURPOSE**

To detail the functions, procedures, and responsibilities pertaining to emergency management in Missoula County and the City of Missoula.

### **B. SCOPE**

This ESF addresses policies, situational conditions, and a concept of operations associated with the delivery and/or coordination of 9-1-1 and other emergency communications systems and services, Emergency Operations Center (EOC) procedures, National Incident Management System (NIMS) compliance, and other emergency management functions in the City of Missoula and Missoula County.

### **C. LOCAL MODIFICATIONS OF THE ESF-5 ANNEX**

Some functions other than ESF-5 included in the FEMA model for the Emergency Operations Plan (EOP) structure under Emergency Support Functions have been incorporated here to conform to local organizational roles. Those modifications include selections from ESF-2 (Communications) and ESF-6 (Mass Care, Housing, and Human Services). The ESF-5 Annex includes the following appendices:

- Appendix A: Communications Infrastructure
- Appendix B: Evacuations and Mass Sheltering
- Appendix C: Special Needs Populations
- Appendix D: EOC – Organization and Procedures
- Appendix E: NIMS Compliance
- Appendix F: Managing Volunteers
- Appendix G: Continuity of Government

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-5: Emergency Management will be conducted in accordance with NIMS and the National Response Framework (NRF) and will utilize the Incident Command System (ICS). NIMS compliance is addressed in detail in Appendix E: NIMS Compliance.

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula County Office of Emergency Services will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.

3. Command centers and field command posts may be established by a variety of city and county departments for the conduct of field operations. As necessary, the activities of those command centers and field command posts will be coordinated through the Missoula County EOC.
4. Office of Emergency Services staff will be mobilized according to the Department's policies and procedures.
5. Activities within ESF-5 will be conducted in accordance with the Montana Emergency Response Framework (MERF).
6. Due to the integral part that ESF-5 activities and documents play in the expression of policy by the City of Missoula and Missoula County, and in the coordination of public and private organizations across the jurisdiction, all changes to the ESF-5 Annex and its appendices must be approved by the Disaster Planning Committee (DPC) and the Chief Administrative Officer of the City and County of Missoula.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula County Office of Emergency Services will play a lead or major role in any response to a large-scale emergency or disaster occurring in Missoula County or the City of Missoula.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not publicly owned or controlled. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.

5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Such events include, but are not limited to, the examples listed below.
  - a. Disaster response and recovery activities that rely on the use of radio, telephone or data communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
  - c. Due to an already overwhelmed road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster/emergency while continuing to handle the routine workload could tax personnel and other resources in the Office of Emergency Services, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials and/or pathogens and toxins.

## **IV. Concept of Operations**

### **A. GENERAL**

1. Pursuant to a mutual aid agreement between the county and city, disaster services are a cooperative venture between those two governmental entities, and the Missoula County Disaster and Emergency Services (DES) Coordinator shall provide disaster planning and coordination services for both the city and county. The DPC is constituted to participate in and oversee the planning process, and shall endorse the resulting EOP before it is submitted to the Mayor, Missoula City Council, and Missoula County Board of County Commissioners for adoption.

The duties of the DES Coordinator are performed by the Director of Emergency Services and designated deputies.

2. The Missoula County Office of Emergency Services is the lead agency for the development and coordination of ESF-5.
3. The Missoula County Office of Emergency Services is responsible for the overall production and maintenance of the complete EOP, including:



- a. Organization and conduct of the planning process.
  - b. Coordination and management of all mutual aid agreements that bind organizations outside of the Missoula County and City of Missoula governments to the EOP.
  - c. Presentation of the final document for ratification and adoption to the Missoula Board of County Commissioners, the Missoula City Council, and/or other appropriate parties.
  - d. Publication and distribution of the EOP.
  - e. Maintenance of the EOP by conducting the appropriate review, amendment and revision processes.
4. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
5. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
6. The Office of Emergency Services shall prioritize its activities in a manner that recognizes the primary importance of life/safety issues facing the public and responders.
7. The Office of Emergency Services provides 9-1-1 dispatching, emergency management, and other appropriate services within the scope of its legal authority and to the extent of its resources.
  - a. In addition to receiving calls from the public, dispatching responders, and tracking resources, the 9-1-1 Center is equipped to transmit outbound emergency notifications at the discretion of Incident Commanders, the Director of Emergency Services, the 9-1-1 Center Manager or Assistant Managers, and others who may be identified in the center's *Standard Operating Guidelines*.
8. Any site designated by an Incident Commander may serve as a command post, staging area, triage or treatment area, transportation station, communications center, medical clinic, alternate care facility, or in any other functional capacity appropriate for the situation. The Office of Emergency Services will recognize the validity of such sites and take all necessary and possible steps to deliver its services to them.
9. Although the Office of Emergency Services works in immediate contact with operations in the field, it is not intended or designed to perform independent operational or command functions. Its primary mission is to provide coordination and planning, dispatching services, and communications infrastructure to support the operations of others.

10. Missoula County and the City of Missoula are composed of a complex blend of public agencies responsible for providing government services in the two jurisdictions. While the scope of this EOP encompasses only the elements of the city and county government, and those rural fire organizations affiliated with it by mutual aid agreement, those bodies cannot meet their emergency responsibilities without the cooperation of others, including state, federal, and tribal government; non-governmental agencies; and private sector providers of utilities, transportation, communications, and health care services.
11. The EOC is used by the city and county to provide coordination among departments, disciplines, and Incident Commanders. An EOC encompasses not only a physical location and logistical components, but a set of procedures and staff to carry them out. Within this document, the terms "Emergency Operations Center" and "EOC" refer to the program maintained by the Office of Emergency Services in the Missoula County Courthouse at 200 W. Broadway. However, the EOC and/or its attendant functions may be temporarily located elsewhere as required by the needs of any given incident. Regardless of location, the goals of the EOC are to:
  - a. Promote situational awareness.
  - b. Provide a common operating picture.
  - c. Coordinate and track resource deployment during complex incidents.
  - d. Coordinate and release public information.
  - e. Establish common policies across the jurisdiction.
  - f. Relieve pressure on the 9-1-1 Center.
12. A number of operational concepts apply to the EOC, as follows:
  - a. The 9-1-1 Center, EOC, and emergency services radio network are inextricably linked to one another, and consequently the day-to-day operations. The future planning of each must take the others into account.
  - b. The EOC is not a source of command. Regardless of the level of EOC activation, command of a particular incident and responsibility for its outcome remain with the duly appointed Incident Commander. The EOC's influence is manifested through establishing policy, setting response priorities during complex incidents, acquiring and allocating resources, tracking expenditures, and coordinating the release of public information through the Joint Information Center (JIC).

- c. Those working in the EOC are not a source of labor to supplement an incident management team. Incident Commanders are responsible for building their teams to the level needed to accomplish their missions. Incident Commanders who find that their teams are too understaffed to accomplish their missions may request the EOC to assign additional staff to them, but they should not expect the EOC to assume duties that are correctly those of the incident management team.
- d. Complex incidents frequently require city and county agencies to coordinate closely with other government agencies at all levels, as well as with entities in the private sector and non-governmental organizations. Therefore, it is often advantageous to bring all responders together in the EOC. For those outside the scope of this EOP, that involvement will be accomplished through mutual aid agreements that clearly define the rights and responsibilities of all parties for the duration of the incident at hand. See Appendix D: EOC – Organization and Procedures.
- e. Although not all emergency incidents require EOC support, conditions can evolve quickly and unpredictably into complex events that do. In recognition of this fact, the EOC is considered open at all times, with different levels of operation intended to respond to developing conditions. Those levels of operation are specified in Appendix D: EOC Organization and Procedures.

## **B. ORGANIZATION**

- 1. The Missoula County Director of Emergency Services or his/her designee provides day-to-day direction and control of the Office of Emergency Services. The organizational structure of the Office is depicted in Figure 1.
- 2. All Office of Emergency Services personnel shall operate according to specific directives and department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
- 3. As part of the Office of Emergency Services, the 9-1-1 Center operates under the direct supervision of the 9-1-1 Center Manager and Assistant Managers.
  - a. *Standard Operating Guidelines* are developed within the center and in cooperation with the agencies dispatched, and are under review of the 9-1-1 Advisory Board.
  - b. The Missoula 9-1-1 Center is the only public safety answering point (PSAP) in the county, serving not only Missoula County and City of Missoula agencies, but rural fire organizations, private ambulance services, and a variety of other state and federal agencies working in the city and county.

4. The Missoula County Emergency Services Radio System is managed by the communication system manager. That system is augmented by radio services provided by the City of Missoula to its field units in the Missoula City Police Department and the Missoula City Fire Department. For a more detailed description of communications resources, see Appendix A: Communications Infrastructure.
5. For more detailed information about the EOC, see Appendix D: EOC – Organization and Procedures.

### **C. PROCEDURES**

1. Resources from outside Missoula County are available by request from the local DES Coordinator through Montana Disaster and Emergency Services, a division of the Montana Department of Military Affairs. Those resources include:
  - a. Air and ground support from the Montana Army and Air National Guard.
  - b. Hazardous materials (HazMat)/weapons of mass destruction assistance from the National Guard's 83<sup>rd</sup> Civil Support Team.
  - c. Resources available through the Emergency Management Assistance Compact (EMAC).
  - d. Response capabilities to incidents involving biological or chemical agents through the Centers for Disease Control and Prevention's (CDC) Strategic National Stockpile (SNS).
2. Additional resources from outside Missoula County may be available by means of agreements and requests made at the departmental level, such as with Montana Mutual Aid (fire service), or through situational arrangements between law enforcement agencies.

### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the DPC determines that there is a need for a particular threat assessment and mitigation strategy, the Missoula County Office of Emergency Services will be responsible to those portions of the assessment and strategy related to ESF-5. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;

- Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
    - Notification and staging of key resources;
    - Assignment and dispersal of key resources;
    - Activating command centers or field command posts;
    - Activating Reverse 9-1-1;
    - Closure or limitation of access to certain critical infrastructure;
    - Closure of schools;
    - Cancellation of public events;
    - Activation of automatic mutual aid, or developing mutual aid agreements;
    - Requests for state or federal resources; and
    - Development and execution of a public information program that meets both tactical and strategic needs.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the DPC.
2. Provide appropriate training for personnel regarding their responsibilities under ESF-5, including NIMS training.
3. Conduct and/or participate in drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Maintain a repository of plans, policies, procedures, and agreements applicable to emergency and disaster planning, response, and recovery in Missoula County and the City of Missoula.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain a master inventory of resources as supplied and updated by agencies within the scope of the EOP and assist those agencies in making type-appropriate FEMA assignments to their resources.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Maintain an interagency roster of individuals available to work in the EOC and issue credentials as necessary.
10. Develop and maintain appendices to this ESF annex as necessary.

11. Manage NIMS compliance and NIMS Compliance Assistance Support Tool (NIMSCAST) reporting for Missoula County and the City of Missoula.

#### **F. RESPONSE ACTIVITIES**

1. The Office of Emergency Services shall provide the following services as necessary during an emergency or disaster:
  - a. Provide ongoing 9-1-1 services, including the implementation of alternatives to regular staff, facilities, and equipment as necessary.
  - b. Manage the EOC at an operating level appropriate to conditions at any given time.
2. Participate in the implementation of the NRF and MERF when appropriate.
3. Provide regular status reports and information regarding operational and resource needs to the 9-1-1 Center, the Missoula County Emergency Services Radio System, and the EOC itself.
4. Coordinate the preparation and issuance of Emergency Resolutions and Disaster Declarations, and their rescission, as necessary.
5. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Coordinate with other agencies as needed.
2. Document all incident expenses within the Office of Emergency Services, collect documentation of expenses as appropriate from agencies represented in the EOC, and cooperate with officials in seeking all available reimbursement, fines, penalties, and civil judgments.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Provide emergency management and dispatching services within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

# **APPENDIX A – COMMUNICATIONS INFRASTRUCTURE**

## **I. Introduction**

### **A. PURPOSE**

To detail the functions pertaining to communications infrastructure in Missoula County.

### **B. SCOPE**

This appendix addresses policies, situational conditions, and a concept of operations in respect to radio communications and associated infrastructure in Missoula County.

## **II. Policies**

The 9-1-1 Center serves as the central dispatch point for all local public safety activities in Missoula County, excluding wildland fire dispatch and highway patrol. The operation of a radio communication system is integral to the function of the 9-1-1 Center.

Communications infrastructure is managed and maintained by the agency that owns it. These efforts are coordinated to the mutual benefit of all through the 9-1-1 Advisory Board.

County-owned communications equipment, the licensed radio frequency spectrum, and the interface of county dispatch equipment to allied agencies communication systems is managed by the communications system manager. The communications system manager reports to the Director of Emergency Services. The communications system manager takes a lead role in coordinating efforts with allied agencies and overseeing technological developments and capabilities.

## **III. Situation**

The situation set forth in the ESF-5 Annex is extended by reference to this appendix.

Additionally, Missoula County operates a radio communication system for public safety dispatch and operations in the Missoula County geographic area. This radio communications system consists of the follow subparts:

### **Radio Dispatch System**

Missoula County operates a radio dispatch system. This system is used by the various cities and districts inside Missoula County. This system has the following features:

- An integrated and central all-risk PSAP and dispatch facility.
- Common two-way radio communications infrastructures for areas both inside the city limits and throughout the county. Some of this infrastructure is owned and maintained by the City

- of Missoula –it is, however, integrated into a common operations picture.
- A system design requiring a minimum of user input for operation over diverse geographical areas.
- Modern and standardized communications equipment throughout all areas, agencies, and departments.

## **Alerting/Notification Systems**

Messages originating from the 9-1-1 Dispatch Center to alert and notify key personnel and resources are sent to users through one or more of three parallel systems.

1. MEANS – A radio-based, voice alerting system.
2. Alphanumeric Paging – A radio-based, text alerting system.
3. HipLink – A cellular telephone-based, text messaging system.

## **Dispatch Channels**

Missoula County holds licenses for all radio channels dispatched by the 9-1-1 Dispatch Center as a primary control point. This includes the Sheriff's, public works, mutual aid, and fire dispatch channels.

The City of Missoula holds co-channel licenses on the same channels for equipment under their ownership and maintenance. This includes police dispatch channels.

## **Agency-Specific Channels**

Missoula County manages some agency-specific channels for dispatch and tactical operations. These radio channels are used by various agencies and districts in Missoula County, including:

- Missoula County Road Department.
- Missoula County Sheriff's Office.
- East Missoula Fire Department.
- Clinton Fire Department.
- Swan Valley Fire Department.

Most other agencies manage their own radio channels for tactical communications. An interlocal agreement allows agencies to use each other's agency-specific radio channels to enhance interoperability and operations. This agreement is renewed and updated annually, prior to fire season.

## **Mutual Aid: Local/State/Federal**

Missoula County manages mutual aid frequencies and common frequencies, including licensing and agreements. These mutual aid resources are combined with 9-1-1 dispatch resources in an all-risk group of channels known as the "Unified Command Bank." These channels represent a first-line communications plan for extraordinary incidents that fall outside of "routine" operations.

### ***Montana Mutual Manual***

- Mutual aid channels.



- Common channels.

### ***National Interoperability Field Operations Guide (NIFOG)***

- V-Tac frequencies provide national-level interoperability.
- Common federal law-enforcement frequencies enhance federal/local agency interoperability.

## **IV. Concept of Operations**

### **A. GENERAL**

#### **1. Routine Communications Plan**

The Routine Communications Plan defines operations during routine events and incidents where no extraordinary resources or actions are required. The Routine Communications Plan is defined by the 9-1-1 Advisory Board, 9-1-1 Center management, and agency policies.

#### **2. Event Communications Plan**

The Event Communications Plan defines operations during events or incidents requiring additional communications resources or support. This document is drafted during the event planning and distributed as required.

#### **3. Contingency Communications Plan**

The Contingency Communications Plan addresses the loss of communications infrastructure that results in the disruption of communications services impacting the Routine or Event Communications Plans. This loss may be either local or long distance in nature.

### **B. ORGANIZATION**

1. The communications system manager is responsible for the general operation of the communications infrastructure and reports to the Director of Emergency Services.
2. Maintenance is provided under contract and managed by the communications system manager.
3. Relationships with allied agencies, access to communications sites, and development of mutual technical projects is managed by the communications system manager.

### **C. PROCEDURES**

Trouble reports are consolidated at the 9-1-1 Center, where a determination is made whether immediate action is required. If the trouble requires an immediate repair, the on-call contractor is notified. All trouble reports are forwarded to the communications system manager for follow-up and corrective action.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. The communications system is generally robust. A high degree of redundancy, resulting in overlapping coverage, will allow operations to continue should the loss of any single transmitting and receiving site occur. Some reduction in signal levels is to be expected should such a loss take place.
2. Various events may cause a lack of connectivity between the 9-1-1 Center and the transmitting and receiving sites located throughout the county. In the event of a loss of connectivity controlling the simulcast radio equipment, a mitigation strategy is in place to continue operation of the system.
  - a. In the event of a disruption of T1 service to a remote communication site, automated equipment has been installed in the communication sites to reconfigure the simulcast transmitter/receivers to conventional repeaters so that the equipment at the site can continue to be used. In this event, site transmitter selection and reception will no longer be automatic as it was with the simulcast system. Radio channel users will be required to select each repeater individually using separate channels on their equipment. Radio equipment is programmed for this purpose in dedicated zones or by using the multiple private line feature.
  - b. Upon loss of the site's T1, the multiplex shelf will go into a major alarm, creating a logic signal that is read by the in-cabinet repeat controller. The in-cabinet repeat controller will send logic signals to each of the simulcast transmitter/receivers to select a different subaudible tone squelch on the receivers. Each communication site has been assigned a unique subaudible tone squelch frequency, allowing the receivers at the site to be selected individually by the radio system users. Likewise, the in-cabinet repeat controller will reroute audio from the receiver back to the transmitter, as well as the Carrier Operated Relay (COR) signaling to key the transmitter. An audible tone burst will sound at the end of each transmission. This audible tone burst is unique in pitch to each communications site and tells the radio channel users to which communication site the transmission has been repeated.

#### **E. PREPAREDNESS ACTIVITIES**

1. To the extent it is allowed, clearing the grounds around the remote transmitter and receiver sites occurs on a continuing basis, in order to preserve a defensible space from wildfire. Additionally, each remote transmitter and receiver site is equipped with an automatic transfer switch, a generator, and a battery backup system, allowing the site to continue operating for days without commercial electricity, if necessary.

#### **F. RESPONSE ACTIVITIES**

1. Response activities will follow the existing standard operating guidelines/SOPs of the agencies involved.
2. All agencies will include in their radio programming the Unified Command Bank for use during emergency activities.

#### **G. RECOVERY ACTIVITIES**

1. Recovery activities will depend on the nature of the emergency or disaster situation that has occurred.
2. Recovery activities will be coordinated through the communications systems manager, who will develop a priority list and implementation plan to restore communications infrastructure.

## **APPENDIX B – EVACUATIONS AND MASS SHELTERING**

### **I. Introduction**

#### **A. PURPOSE**

To describe the manner in which Missoula County and the City of Missoula will approach evacuations and the provision of mass shelter and food assistance during an emergency or disaster.

#### **B. SCOPE**

This appendix applies to county and city staff and others assigned to the EOC when it is operating at the Orange or Red level.

### **II. Policies**

Missoula County, the City of Missoula, and those agencies affiliated with this EOP through mutual aid agreements recognize that under MCA 10-3-406, the principal executive officer of the appropriate jurisdiction, whether the chair of the Board of County Commissioners or the Mayor of the City of Missoula, is vested with certain authority upon declaration of an emergency or disaster. That authority includes the power to:

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

Subject to MCA 7-33-2212(4)(a), the authority to control ingress and egress, as provided in subsection (1)(b), includes the authority to close access to wildland areas during periods of extreme fire danger.

Missoula County, the City of Missoula, and those agencies affiliated with this EOP through mutual aid agreements further recognize that emergencies and disasters often occur and develop under extraordinary conditions at a much faster rate than can be accommodated by standard administrative procedures. Therefore:

1. Missoula County and the City of Missoula hereby grant authority to Incident Commanders to determine when such extraordinary conditions exist and, in response to them, to exercise on their behalf the powers authorized by MCA 10-3-406, and;
2. When an Incident Commander has used these statutory powers under extraordinary conditions and in the absence of explicit orders by the principal executive officer, it is the responsibility of the Incident Commander to report those actions to the principal executive officer of the

body having jurisdiction over the incident, and the responsibility of said principal executive officer to determine whether an emergency proclamation or disaster declaration is necessary.

FEMA is the agency designated by the federal government to be responsible for sheltering citizens who are displaced from their homes due to emergency or disaster conditions. It is further acknowledged that Missoula County, the City of Missoula, and affiliated agencies have a responsibility to work hand in hand with FEMA in its exercise of that responsibility.

While the local government will make a reasonable attempt to assist citizens with relocating and sheltering pets and livestock, neither Missoula County nor the City of Missoula has the facility, staff, transportation, or financial resources to assume responsibility for privately owned animals.

### **III. Situation**

The situation set forth in the ESF-5 annex is extended by reference to this appendix. Additionally:

1. Neither Missoula County nor the City of Missoula owns or controls the equipment, supplies, and food stores necessary to shelter private citizens who are displaced from their homes during an emergency or disaster. The local government also does not possess the transportation resources necessary to guarantee transportation to shelter of all those who may need shelter during an emergency.
2. FEMA has a federal mandate to feed and shelter those who are displaced from their homes during an emergency or disaster. However, that organization also experiences unavoidable financial, staff, and other constraints in accomplishing this aspect of its mission.
3. In view of the combined limitations on the ability of both the local government and FEMA to meet all potential needs for food and shelter, public interest requires a cooperative relationship be established among the local government, FEMA, and any other appropriate partners. Such partners include, but are not limited to, the American Red Cross, the Salvation Army, the Missoula Food Bank, the Missoula Ministerial Association, and the University of Montana.
4. Not all emergencies or disasters require evacuating people from their homes, and not all evacuations create a demand for extensive sheltering beyond the abilities of individuals and their families.
5. The need for shelter and care is determined by the incident at hand, and it is impossible to predict with precision the scale, duration, and the full range of details of any incident.
6. Shelters must make provisions for basic human needs, such as emergency medical care; food, water, and sanitation; resident tracking; family reunification; and recreation.

## **IV. Concept of Operations**

### **A. GENERAL**

The general concept of operations points set forth in subsection IV.A of the ESF-5 annex are extended by reference to this appendix.

### **B. ORGANIZATION**

1. FEMA will be the lead agency in mass sheltering operations. During an event the Director of Emergency Services, at the direction of the Incident Commander, will work to coordinate sheltering needs with FEMA and any other appropriate partners.

### **C. PROCEDURES**

1. If a need for evacuation and/or mass sheltering is determined by a principle elected official or an Incident Commander:
  - a. The Director of Emergency Services will contact the FEMA liaison and make arrangements to activate their assets.
  - b. The Director of Emergency Services or his/her designee will communicate back to the principal elected official or Incident Commander the information provided by FEMA and assist in notifying the public through the JIC.

### **D. PREPAREDNESS ACTIVITIES**

1. Missoula County and the City of Missoula have formed a joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. The LEPC/DPC includes a member of the Red Cross. The Red Cross is an active participant in the LEPC/DPC and the disaster and emergency exercises routinely conducted by the Missoula County Office of Emergency Services.

### **E. RESPONSE ACTIVITIES**

1. Response activities will be conducted in accordance with the provisions of this EOP and applicable state law.

## **APPENDIX C – SPECIAL NEEDS POPULATIONS**

### **I. Introduction**

#### **A. PURPOSE**

To address the city and county policies for assessing and assisting special needs populations

#### **B. SCOPE**

This appendix addresses policies, situational conditions, and a concept of operations related to special needs populations only.

### **II. Policies**

1. The Missoula County 9-1-1 Center serves as the central point for public safety dispatch in Missoula County.
2. The 9-1-1 Center keeps and maintains priority information for many businesses in Missoula County.
3. Members of the special needs population are encouraged to develop a network of caregivers, friends, and neighbors who can assist them during an emergency situation.
4. Facilities that assist members of the special needs population are encouraged to develop plans to aid clients during emergency situations in their facilities or those that are within their scope.
5. Facilities that assist members of the special needs population are encouraged to work with their local emergency response agencies to develop pre-plans to help with facility plan development and testing.

### **III. Situation**

The situation set forth in the ESF-5 annex is extended by reference to this appendix. Additionally:

1. The Missoula County 9-1-1 Center maintains a list of businesses in the county that can assist Incident Commanders to determine possible special needs populations within an affected area.
2. The 9-1-1 Center has partnered with several groups to help identify special needs populations and the resources available to assist them in the event of an emergency.
3. Incident Commanders are encouraged to work with local responders to identify special needs populations inside an affected area and to request additional resources to assist these populations early in their planning.

## **IV. Concept of Operations**

### **A. GENERAL**

The general concept of operations points set forth in subsection IV.A of the ESF-5 annex are extended by reference to this appendix. Additionally:

1. Neither Missoula County nor the City of Missoula possesses all the necessary equipment or resources to provide all the services that may be required to assist special needs populations.
2. Missoula County and the City of Missoula remain committed to making every reasonable effort to apply its available resources to help those in the greatest need.
3. Any disaster, including a catastrophic disaster, is likely to quickly tax those resources that will and can be immediately deployed.

### **B. ORGANIZATION**

Individuals who are caregivers, family, neighbors, or friends of members of the special needs population are encouraged to use "best practices," which encourage citizens to develop a personal disaster plan. The link below provides additional information.

<http://www.jik.com/disaster.html>

### **C. PROCEDURES**

1. Reports from citizens will be compiled by the 9-1-1 Center and the EOC.
2. Reports of members of the special needs population shall be passed onto the Incident Commander.
3. The 9-1-1 Center and EOC will assist with additional resource ordering as requested by the Incident Commander.
4. The 9-1-1 Center's outbound notifications policies will include both audible and visual (through the use of a Text Telephone [TTY] device) methods of notifying the special needs population during an emergency event.

### **D. THREAT ASSESSMENT AND MITIGATION**

1. It is the position of Missoula County and the City of Missoula that the following are the responsibility of special needs facilities.
  - a. Standing arrangements for emergency use of an alternate facility.
  - b. Costs of transportation to the alternate facility.



- c. Internal emergency procedures.
- d. Conducting emergency training and periodic drills.

**E. PREPAREDNESS ACTIVITIES**

- 1. To the extent that it is possible, local responders are encouraged to work with facilities that provide services to special needs populations to develop pre-plans for facilities in their jurisdiction.
- 2. To the extent that it is possible, the 9-1-1 Center will continue to maintain a database of businesses and facilities that also includes special needs facilities.

**F. RESPONSE ACTIVITIES**

- 1. Response activities will be in accordance with this plan and the direction of the Incident Commander.

**G. RECOVERY ACTIVITIES**

- 1. Recovery activities will depend on the nature of the emergency or disaster situation that has occurred.
- 2. Incident Commanders are encouraged to begin planning recovery activities at the start of operations.

## **APPENDIX D – EOC – ORGANIZATION AND PROCEDURES**

### **I. Introduction**

#### **A. PURPOSE**

To set forth the organizational structure and basic operating procedures for the EOC.

#### **B. SCOPE**

This appendix addresses policies, situational conditions, and a concept of operations associated with the EOC.

### **II. Policies**

1. Although EOCs may be established on a jurisdictional, departmental, functional or other basis, within this document the terms "Emergency Operations Center" and "EOC" refer to the city/county EOC as it represents the combined interests of both governing bodies across the two jurisdictions.
2. The EOC shall be organized and operated in compliance with the NIMS, the NRF, the MERF and applicable Montana Codes Annotated.

### **III. Situation**

The situation set forth in the ESF-5 annex is extended by reference to this appendix. Additionally:

1. The successful resolution of any disaster or emergency requires that commanders, departmental executives, and elected officials have access to a wide variety of information that is timely, accurate, detailed, and openly shared with all relevant organizations. The platform to deliver this information should meet a range of needs, extending from the ordinary day-to-day operations of individual departments to complex incidents of broad scope and long duration.
2. The successful resolution of complex incidents requires the cooperation of government agencies, non-governmental organizations, and private sector entities. That cooperation is best achieved through a formally structured EOC.

### **IV. Concept of Operations**

#### **A. GENERAL**

The general concept of operations points set forth in subsection IV.A of the ESF-5 annex are extended by reference to this appendix. Additionally:

1. The Office of Emergency Services shall coordinate the development and maintenance of an Emergency Operations Network (EON). The EON provides emergency operations information and other data from a variety of agencies and sources via a single point of access. This annex includes all necessary user guidelines for the EON.

## **B. ORGANIZATION**

The following individuals are designated as EOC managers:

- Director of Emergency Services.
- 9-1-1 Center Manager.
- 9-1-1 Center Assistant Managers.

1. **The EOC shall be organized and function as a Multiagency Coordinating (MAC) Group.** *(See Figure 2.)*

Not all incidents will require the same array of components listed in the organizational model found in subsection IV.B of this appendix. Since the EOC is intended to serve the public by meeting the needs of the incident, the organizational model is considered a guide, and officials may use their discretion in choosing which components to activate to meet those needs in the best way possible. The basic elements are as follows:

- a. **MAC GROUP**

Elected officials and executive-level representatives of participating organizations. Sets priorities, resolves disputes, and establishes common policies across the jurisdiction.

- i. **MAC GROUP COORDINATOR.** The MAC Group shall appoint a coordinator to convene and facilitate its meetings and other activities. The coordinator may or may not be a member of the MAC Group.

- b. **EOC MANAGER**

Responsible for the organization and operation of the EOC according to both the EOP and incident-specific policy established by the MAC Group. May acquire and supervise a facility operation staff to perform the supply, maintenance, and internal administrative functions of the EOC. Represents the EOC in its contacts with the Montana Disaster and Emergency Services Division. Specific tasks include:

- i. **ROSTER AND ACCESS.** Establishes and maintains a roster of all personnel assigned to the EOC and ensures that they have access to it.
- ii. **SECURITY.** Makes provisions to ensure that the EOC has a level of security commensurate with current needs.
- iii. **EOC AFFILIATES.** Manages invitations to potential EOC affiliates. *(See subsection IV.C.4 of this appendix).*

- iv. **EQUIPMENT AND SUPPLIES.** Ensures that the EOC is adequately equipped with telephone and data services, furniture, and basic office supplies.
- v. **SCHEDULING.** In cooperation with situation and logistics unit coordinators and the JIC coordinator, establishes and disseminates a schedule for regular EOC activities.
- vi. **TECHNICAL SPECIALISTS.** Identifies and coordinates the activities of technical specialists as necessary.

c. **LEGAL COUNSEL AND RISK MANAGEMENT**

Advises the MAC Group on legal and risk management issues.

- i. **FOR MISSOULA COUNTY,** the source of legal counsel is the Missoula County Attorney, and risk management services will be provided through the county's risk manager.
- ii. **FOR THE CITY OF MISSOULA,** legal counsel and risk management are provided by the Missoula City Attorney.

d. **LIAISON**

Coordinates with local and other agencies not represented in the EOC. Directs those agencies to the appropriate EOC element as necessary.

e. **TECHNICAL SPECIALISTS**

Specialists in such areas as information technology, building inspection, radio and telephone communications, immunology and other medical issues, weather, and geology. Available to all other elements in the EOC for technical assistance and advice.

f. **SITUATION UNIT**

Composed of representatives of each ESF involved in the incident. Collects information from the field, assesses it, conveys comprehensive, current incident status reports to the MAC Group, and makes policy and prioritization recommendations. (See *Figure 3.*)

- i. **SITUATION UNIT COORDINATOR.** Individual appointed to coordinate the activities of the unit and organize the data of all elements to ensure that a common operating picture is presented to the other elements in the EOC and to responders in the field.
- ii. **SITUATION TRACKING, DISPATCH, AND DISTRIBUTION.** Supports Situation Unit activities by receiving incoming communications from the field, the MAC Group, and other sources; maintaining those reports as necessary; displaying data and disseminating information appropriately through the Situation Unit; and dispatching resources in the

field. Coordinates with the corresponding tracking, documentation, and distribution elements of the Resource Status Information Unit and the Montana Disaster and Emergency Services Division.

g. **RESOURCES UNIT**

Composed of representatives of each ESF involved in the incident and other logistically oriented elements as necessary. Monitors the status of all deployed and available resources and manages coordinated resource acquisition, contracting, and cost accounting for the incident. (*See Figure 4.*)

- i. **RESOURCES UNIT COORDINATOR.** Coordinates the activities of the Resources Unit, organizes the data of all elements in order to coordinate and track resource deployment during complex incidents, and ensures that the data is communicated to the other elements within the EOC and responders in the field.
- ii. **RESOURCE STATUS TRACKING, DOCUMENTATION, AND DISTRIBUTION.** Supports Resources Unit activities by receiving incoming communications from the field, other EOC elements, and other sources; documenting and maintaining those reports as necessary; displaying data; and disseminating information appropriately. Coordinates with the tracking, dispatch, and distribution element of the Situational Status Information Unit and the Montana Disaster and Emergency Services Division.
- iii. **FINANCE AND FEMA.** Tracks and documents expenditures, develops cost projections and budgets, coordinates all potential funding sources, advises MAC Group on long-range finance issues, and coordinates with FEMA.
- iv. **CONTRACTING.** Coordinates and executes incident-wide contracting with vendors. Ensures compliance with all applicable contracting rules and procedures.

h. **JIC**

Staffed by public information personnel appointed by agencies participating in the response to the incident. Coordinates summary information and access to local information sources in the media and other government entities. (*See Figure 5.*)

- i. **JIC COORDINATOR.** Coordinates the JIC, which includes working under an established schedule, interfacing with MAC Group, and coordinating the

release of information among the assigned public information officers.

## **C. PROCEDURES**

1. **THE EOC IS CONSIDERED OPEN AT ALL TIMES**, subject to the following levels of operation.

- a. **GREEN**

Open for use, but currently not staffed.

- b. **YELLOW**

Standby, being prepared for use. Staffed by Missoula County Office of Emergency Services personnel.

- c. **ORANGE**

In use. Staffed by supervisory or subordinate personnel from the lead agencies of each ESF involved in the incident response, agency representatives from organizations cooperating through mutual aid agreements, and EOC coordination and support staff from the Missoula County Office of Emergency Services or other designated personnel. (*See subsection IV.A of ESF-5 regarding mutual aid cooperators.*)

- d. **RED**

In use. Participants include elected officials and legal or other support staff as necessary; executive-level and appropriate support staff from each ESF designated in the EOP; agency representatives from organizations cooperating through mutual aid agreements; and EOC coordination and support staff from Missoula County Office of Emergency Services or other designated personnel. (*See subsection IV.C.4 below regarding EOC Affiliates*)

2. **DETERMINING THE LEVEL OF OPERATION.**

The operational level of the EOC is determined by the operational needs at any given time. The Disaster Planning Committee, the Mayor's Office, and the Board of County Commissioners shall be notified by an EOC manager whenever the level is changed.

- a. An emergency proclamation by either the city or county automatically advances the operational level to at least Yellow, and higher if deemed necessary by the body proclaiming the emergency.
  - b. A disaster declaration by either the city or county automatically advances the operational level to at least Orange, and Red if deemed necessary by the body declaring the disaster.
  - c. In their capacity as EOC managers, the Director of Emergency Services, the 9-1-1 Center Manager, or a 9-1-1 Assistant Manager

may shift the operational level between yellow and green as conditions warrant.

- d. One or more Incident Commanders engaged in a response may change the operational level to that necessary to support the incident(s).
- e. The Mayor or Board of County Commissioners may change the operational level to that necessary to support the incident(s).

### **3. EOC STAFF.**

The EOC will be staffed at two levels.

- a. As EOC managers, the Director of Emergency Services, the 9-1-1 Center Manager, and 9-1-1 Assistant Managers are responsible for program development, acquiring and maintaining equipment and supplies, and the physical operation of the EOC, regardless of where it is located.
- b. There is no full-time, dedicated staff available to perform the various tasks within the EOC when it is functioning at the Orange or Red level. The primary responsibility for staffing these positions rests with the involved Incident Commanders, along with the executive-level staff of all city and county agencies, and the staff of any agencies affiliated with the EOC under mutual aid agreements. To assist in this regard, the Office of Emergency Services maintains a roster of those interested in working in the EOC and sponsors training for them.

### **4. EOC AFFILIATES.**

Agencies from local, state, federal, or tribal government; private sector entities; non-government organizations; and all other entities outside the scope of this EOP, yet involved in responding to a particular incident, may become affiliated with the EOC through the execution of a mutual aid agreement covering only that incident. A model agreement is found in Attachment 1 to this appendix.

- a. Invitations to become affiliated with the EOC may be extended and accepted verbally in order to expedite operations. However, verbal invitations and acceptances shall be verified in written form within twelve hours of issuance.
- b. To promote security and ensure authorized access only, acceptances must include the names of all affiliate employees who will be assigned to the EOC.
- c. For organizational clarity, entities brought into the EOC through mutual aid agreement will be associated with the ESF unit that most closely represents the function of that entity.

**5. NATIONAL GUARD, EMAC, AND OTHER RESOURCES.**

The conduit for resources from the Montana National Guard, or for out-of-state resources through the EMAC, is the Montana Disaster and Emergency Services Division. Requests for such resources shall be made to Montana Disaster and Emergency Services in accordance with that agency's policies and procedures, and the Missoula County Office of Emergency Services shall be kept up-to-date on what those policies and procedures are.

**6. INCIDENT REPORTING TO STATE AND FEDERAL AGENCIES.**

The Montana Disaster and Emergency Services Division, the Montana Department of Environmental Quality, and a number of other state and federal agencies have mandatory reporting requirements regarding certain kinds of incidents or events. It is the policy of Missoula County and the City of Missoula to make such reports in accordance with the policies and procedures of the agency requiring the report. Maintaining accurate knowledge of those policies and procedures, and filing said reports, is the responsibility of the department required to make the report.

**7. RECORDS.**

- a. EOC managers will be charged with keeping EOC records whenever the EOC is operating at levels other than green.
- b. Records shall be kept in compliance with ICS standards, and whenever possible ICS forms will be used to ensure continuity.
- c. Records shall be kept for a period of time as specified in the Montana Records Retention Schedule.

**D. PREPAREDNESS ACTIVITIES**

1. ICS forms will be stored on the Missoula County Emergency Operations Network.
2. ICS forms will be updated as appropriate.

**E. RECOVERY ACTIVITIES**

1. Should electronic ICS forms not be available, paper copies may be used.
2. The EON is available both on the cloud and on a local server located in Missoula County's Information Services Server Room.



MUTUAL AID AGREEMENT for  
EMERGENCY OPERATIONS CENTER PARTICIPATION

Between

MISSOULA COUNTY & THE CITY OF MISSOULA

And

[Named Second Party to the Agreement]

*D R A F T 11-3-10*

- I. PURPOSE. The purpose of this Mutual Aid Agreement is to establish provisions under which Missoula County and the City of Missoula, jointly, will work cooperatively with other parties in an Emergency Operations Center.
- II. DEFINITIONS.
  - a. "Emergency Operations Center" is any location or set of locations organized, designated, and operated as a centralized emergency management location under the auspices of Missoula County and the City of Missoula in accordance with procedures set forth in the Missoula County Emergency Operations Plan.
  - b. "Incident" refers to the disaster, emergency, or other specific set of conditions or events identified in Section III, INCIDENT.
  - c. "Resources" means real property or other material goods, funds, and employees or independent contractors.
- III. INCIDENT. Under terms set forth in the Missoula County Emergency Operations Plan, the operating level of the Emergency Operations Center has been elevated either to "standby" or "in use" in response to the following:
  - a. [Describe the situation as necessary.]
- IV. EMERGENCY OPERATION CENTER GOALS as defined by the Missoula County Emergency Operations Plan.
  - a. Promote situational awareness.

- b. Provide a common operating picture.
  - c. Coordinate and track resource deployment during complex incidents.
  - d. Provide for the coordination and release of public information.
  - e. Establish common policies across the jurisdiction.
  - f. Reduce communication/coordination demands on the 9-1-1 Center.
- V. TERMS OF THE AGREEMENT. This Agreement establishes a cooperative relationship between Missoula County, the City of Missoula and [Named Second Party to Agreement] to accomplish the goals of the Emergency Operation Center under the following terms.
- a. **[Named Second Party to Agreement]** does not relinquish its right and authority to manage and deploy any resources over which it has legal control.
  - b. Parties to this Agreement assume responsibility only for their own costs.
  - c. **[Named Second Party to Agreement]** agrees to appoint an agency representative or representatives to speak for it in the Emergency Operations Center.
  - d. The Emergency Operations Center will be operated under the procedures and organizational structure specified in the Missoula County Emergency Operations Plan.
  - e. No party to this Agreement assumes responsibility for any charge, fine, penalty, or judgment ordered against any of the other organizations represented in the Emergency Operations Center.
  - f. The parties agree to work within the Joint Information Center component of the EOC to review and coordinate the release of public information. This does not preclude the parties from following their internal public information and communications procedures to meet their own goals and objectives.
  - g. **[Named Second Party to Agreement]** acknowledges that Missoula County and the City of Missoula are public entities, and as such they are bound by the provisions of the Montana Constitution and Montana Codes Annotated regarding access by the public to public records. In the absence of specific statutory provision, opinion by the Missoula County or City Attorney or the Montana Attorney General, or judicial ruling to the contrary, any records, documents, or other information that **[Named Second Party to Agreement]** contributes to the Emergency Operations Center also must be considered public record.

- i. By signing this Agreement, neither party relinquishes its right to contest the release or dissemination of any of its proprietary information to those it believes are not entitled to have it.

VI. DURATION OF AGREEMENT. This Agreement remains in effect until such time as Missoula County and the City of Missoula have terminated Emergency Operations Center activities for the incident, or until such time as one of the parties serves the other in writing that the Agreement is terminated.

Executed this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

For Missoula County:

For the City of Missoula:

\_\_\_\_\_  
County Commissioner

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
County Commissioner

\_\_\_\_\_  
City Clerk

\_\_\_\_\_  
County Commissioner

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
Clerk and Recorder

\_\_\_\_\_  
County Attorney

For **[Named Second Party to Agreement]**:

\_\_\_\_\_  
\_\_\_\_\_  
  
\_\_\_\_\_  
\_\_\_\_\_  
  
\_\_\_\_\_  
\_\_\_\_\_

## **APPENDIX E – NIMS COMPLIANCE**

### **I. Introduction**

#### **A. PURPOSE**

To establish the means by which Missoula County, the City of Missoula, and affiliated organizations shall establish, maintain, and report compliance with NIMS.

#### **B. SCOPE**

This appendix addresses policies, situational conditions, and a concept of operations related to NIMS compliance.

### **II. Policies**

1. Missoula County and the City of Missoula have adopted NIMS in accordance with Homeland Security Presidential Directive 5, and this appendix sets forth local policy and procedures for achieving and maintaining NIMS compliance.
2. In order to be considered NIMS-compliant by Missoula County and the City of Missoula, agencies must:
  - a. Fall within the scope of this EOP either as an agency of Missoula County or the City of Missoula, or through a standing mutual aid agreement, and;
  - b. Follow the procedures set forth in this appendix.

### **III. Situation**

The situation set forth in the ESF-5 Annex is extended by reference to this appendix. Additionally:

1. The federal government, through the Department of Homeland Security, has made compliance with NIMS a requirement in order for states to qualify for federal funds under a variety of programs. NIMS compliance involves:
  - a. Adoption of the ICS as the jurisdiction's organizational model for managing emergencies and disasters.
  - b. Designation of a single point of contact to deal with NIMS-related issues.
  - c. Completion by appropriate personnel of designated NIMS-related training.

- d. Maintenance of a resource inventory that includes typing according to NIMS standards.
  - e. Establishing and maintaining a record of professional training and credentials for personnel eligible for assignment to emergencies or disasters outside the state.
  - f. Annual completion of the NIMSCAST report on the state of compliance in the county jurisdiction.
2. Missoula County and the City of Missoula, through their joint emergency management program, have taken the necessary steps to meet these NIMS compliance standards.
- a. The ICS has been formally adopted by Missoula County and the City of Missoula, and that adoption is reaffirmed by this appendix.
  - b. The Missoula County Director of Emergency Services has been designated the single point of NIMS contact for the jurisdiction.
  - c. Through this appendix, Missoula County, the City of Missoula, and those agencies affiliated with the EOP by mutual aid agreement recognize those training courses required for NIMS compliance and establish local guidance for meeting that requirement.
  - d. The Office of Emergency Services has compiled a resource list that meets NIMS typing standards, and this appendix establishes procedures for maintaining that list.
  - e. For credentialing purposes, the Office of Emergency Services has compiled a database of personnel and their NIMS-related training.
  - f. The Director of Emergency Services, in his/her capacity as the NIMS point of contact, ensures completion of the annual NIMSCAST report.

The training component of NIMS compliance is necessarily an ongoing process, due to constant personnel changes in the form of hiring and termination, promotions, and other changing duty assignments.

Although NIMS mandated training is an important professional standard, it is not the only professional standard applicable to professionals responding to emergencies and disasters. Departments and agencies have established standards within their professions, and these – along with individual experience – are taken into account when assignments are made under the ICS. The departments and agencies making those assignments are responsible for establishing the full set of standards that underlie them.

## **IV. Concept of Operations**

### **A. GENERAL**

The general concept of operations points set forth in subsection IV of the ESF-5 Annex are extended by reference to this appendix.

### **B. ORGANIZATION**

1. Missoula County and the City of Missoula have designated the Director of Emergency Services as the NIMS compliance officer.

### **C. PROCEDURES**

1. All agencies or departments that fall within the scope of this EOP either as an agency of Missoula County or the City of Missoula, or through a standing mutual aid agreement, shall follow these procedures to promote, document, and sustain NIMS compliance:
  - a. Adopt the current mandatory NIMS training requirements and make reasonable and systematic progress toward meeting those requirements.
  - b. Maintain for inspection by the Office of Emergency Services, or other appropriate authority, all records concerning NIMS-related training.
  - c. Law enforcement, fire service, public works, and public health agencies shall report all NIMS-related training to the Office of Emergency Services. Reports are due no later than August 1 and shall cover all training conducted during the previous fiscal year.
  - d. The Director of Emergency Services shall ensure that any and all NIMS-related reports, including the annual NIMSCAST report, are completed satisfactorily according to the schedule and standards established by the Montana Disaster and Emergency Services Division.

The courses listed below constitute the core curriculum for NIMS compliance. A number of these courses, and others, are available for independent study online at <http://www.training.fema.gov/IS/>.

**IS-700:**

**NIMS, AN INTRODUCTION**

**Appropriate personnel for this course** are those with a direct role in emergency management and response, including the following:

**Responder Level** — Entry-level to managerial-level emergency response providers and disaster workers, including emergency medical service personnel, firefighters, medical personnel, police officers, public health personnel, public work/utility personnel, and other emergency management response personnel.

**Managerial Level** — Management who occupy positions between executive-level and first-level supervision; ICS branch directors, division/group supervisors, unit leaders, technical specialists, strike team and task force leaders, single resource leaders, and field supervisors; mid-level multiagency coordination systems (MACS) personnel; EOC section chiefs, branch directors, unit leaders, and other emergency management/response personnel who require a higher level of ICS/NIMS training.

**Executive Level** — Political and government leaders; agency and organization administrators and department heads; ICS Unified Commanders, Incident Commanders, command staff, or general staff in either area command or single-incident situations; senior MACS personnel; senior emergency managers; and EOC command or general staff.

**IS-800:**

**NRF, AN INTRODUCTION**

**Appropriate personnel for this course** are those with overall emergency management responsibilities as dictated by law or ordinance, officials with overall emergency management responsibilities through delegation, and officials primarily involved in emergency planning.

**IS-100:**

**INTRODUCTION TO THE ICS**

**Appropriate personnel for this course** are typically those at the following levels of responsibility in emergency management and incident response operations: first-line supervisor, mid-level management, and command and general staff, including the following:

**Responder Level** — Entry-level to managerial-level emergency response providers and disaster workers, including emergency medical service personnel, firefighters, medical personnel, police officers, public health personnel, public work/utility personnel, and other emergency management response personnel.

**IS-200:**

**ICS FOR SINGLE RESOURCES AND INITIAL ACTION INCIDENTS**

**Appropriate personnel for this course** are typically those at the following levels of responsibility in emergency management and incident response operations: first-line supervisor, mid-level management, and command and general staff.

**ICS-300:**

**INTERMEDIATE ICS**

**Appropriate personnel for this course** are those assigned to positions at the following levels: command and general staff, section chief, strike team leader, task force leader, unit leader, division/group supervisor, branch director, and multiagency coordination system/EOC staff.

**IS-400:**

**ADVANCED ICS**

**Appropriate personnel for this course** are those assigned to positions at the level of command and general staff in an ICS organization, in addition to select department heads with multiagency coordination system responsibilities, area managers, emergency managers, and multiagency coordination system/EOC managers.

**IS-701:**

**NIMS MACS**

**Appropriate personnel for this course** are all those with a direct role in MACS and complex incident management or response, including Incident Commanders from all emergency management disciplines.

**IS-702:**

**NIMS PUBLIC INFORMATION**

**Appropriate personnel for this course** are public information officers.

**IS-703:**

**NIMS RESOURCE MANAGEMENT**

**Appropriate personnel for this course** are those with a significant resource management role in emergency management and incident response.

**IS-704:**

**NIMS COMMUNICATION AND INFORMATION MANAGEMENT**

**Appropriate personnel for this course** are emergency management/response staff, both elected and appointed officials.

**IS-705:**

**NIMS PREPAREDNESS**

**Appropriate personnel for this course** are emergency managers, first responders (to include Incident Commanders from all emergency management disciplines),



private industry personnel responsible for coordinating disaster activities, and voluntary organization personnel who are active in a disaster.

**IS-706:**

**NIMS INTRASTATE MUTUAL AID, AN INTRODUCTION**

**Appropriate personnel for this course** are emergency response and coordination personnel.

**IS-707:**

**NIMS RESOURCE TYPING**

**Appropriate personnel for this course** are emergency managers, first responders (to include Incident Commanders from all emergency management disciplines), private industry personnel responsible for coordinating disaster activities, and voluntary organization personnel who are active in a disaster.

## **APPENDIX F – MANAGING VOLUNTEERS**

### **I. Introduction**

#### **A. PURPOSE**

To address the way in which the County of Missoula and the City of Missoula will manage volunteers during declared emergency or disaster events.

#### **B. SCOPE**

This annex addresses policies, situational conditions, and a concept of operations associated with the use of volunteers during emergency and/or disaster events.

### **II. Policies**

1. Missoula County, the City of Missoula, and those agencies affiliated with this EOP through mutual aid agreement recognize that under MCA 10-3-111, the state, county, city, and their agents or representatives are not liable for personal injury or property damage sustained by a person appointed or acting as a volunteer civilian defense or other response and recovery activity worker, a volunteer professional, or a member of an agency engaged in civilian defense or other response and recovery activity during an incident, disaster, or emergency.
2. For the purposes of NIMS, a volunteer is any individual accepted to perform services on behalf of the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services executed.
3. Missoula County and the City of Missoula's various departments are responsible for recruiting and training volunteers during normal operations.
4. During emergency situations volunteers may exceed a department's need or ability to make use of their services. In this case the EOC will assist with the creation of lists of volunteers that will be made available through the EON to various county and city departments and the Incident Commander.

### **III. Situation**

The situation set forth in the ESF-5 Annex is extended by reference to this appendix. Additionally:

1. Both Missoula County and the City of Missoula have long-standing working relationships with various volunteer organizations.

2. Both Missoula County and the City of Missoula recognize that those long-established volunteer organizations in Missoula are best able to manage and coordinate volunteers during emergency or disaster events.

## **IV. Concept of Operations**

### **A. GENERAL**

The general concept of operations points set forth in subsection IV.A of the ESF-5 Annex are extended by reference to this appendix.

### **B. ORGANIZATION**

1. The Missoula County Director of Emergency Services or his/her designee will assist in the collection and distribution of lists of volunteers as they become available.
2. The EOC will, when possible, assist with coordination of placing potential volunteers in touch with those established volunteer organizations in Missoula.

### **C. THREAT ASSESSMENT AND MITIGATION**

1. Missoula County and the City of Missoula, through the formation of the LEPC/DPC, have made and continue to develop relationships with volunteer organizations in and around Missoula in order to assist with the management of volunteers during emergency or disaster events.

### **D. PREPAREDNESS ACTIVITIES**

1. Missoula County and the City of Missoula's EOC consist of phone banks that can be used to coordinate calls.
2. Missoula County and the City of Missoula maintain an automated menu phone system that can be used to assist the coordination of potential volunteers and volunteer opportunities.

### **E. RESPONSE ACTIVITIES**

1. The EOC automated menu phone system is predesigned and available when the EOC is operating at all levels.
2. When the EOC is functioning at a level of yellow or red, the Director of Emergency Services will, at the request of the Incident Commander or principle elected official, direct one of the EOC managers to assist with the coordination of volunteer lists and volunteer organizations.

# **APPENDIX G – CONTINUITY OF GOVERNMENT**

## **I. Introduction**

### **A. PURPOSE**

To describe the manner in which Missoula County and the City of Missoula will approach the issues of continuity of government during an emergency or disaster.

### **B. SCOPE**

This appendix applies to the county and city elected officials and staff.

## **II. Policies**

1. Missoula County, the City of Missoula, and those agencies affiliated with this EOP through mutual aid agreement recognize that under MCA 10-3-406, the Principle Executive Officer of the appropriate jurisdiction, whether the chair of the Board of County Commissioners or the Mayor of the City of Missoula, is vested with certain authority upon declaration of an emergency or disaster.
2. Missoula County, the City of Missoula, and those agencies affiliated with this EOP through mutual aid agreement further recognize that emergencies and disasters often occur and develop under extraordinary conditions at a much faster rate than can be accommodated by standard administrative procedures.

## **III. Situation**

The situation set forth in the ESF-5 Annex is extended by reference to this appendix. Additionally:

1. The Chief Executive of the County of Missoula, the Chief Executive of the City of Missoula, the Board of County Commissioners, and the City Council of the City of Missoula are governed by Montana state law, city charter, and local laws and policies.

## **IV. Concept of Operations**

### **A. GENERAL**

The general concept of operations points set forth in subsection IV.A of the ESF-5 Annex are extended by reference to this appendix. Additionally:

1. The County of Missoula and the City of Missoula will make every effort to maintain the continuity of their governmental structures during a declared disaster or emergency.

2. The County of Missoula and the City of Missoula will work with their various departments to develop an internal plan for continuity of government with departments not headed by an elected official or where continuity of government is not governed by state or local law.

## **B. ORGANIZATION**

1. The City of Missoula is an organization of local government and is organized as a charter form of government.
2. The County of Missoula is an organization of local government.

## **C. PROCEDURES**

1. County:
  - a. Chairman of the Board of County Commissioners. In the event that the chairman is not available, the two remaining commissioners shall, by order, designate one or the other as chairman. (MCA 7-4-2109)
  - b. Sheriff. In the event that the Sheriff is not available, the Undersheriff shall serve as the Acting Sheriff. (MCA 7-32-210)
  - c. Attorney. In the event the County Attorney is not available, the Chief Deputy Attorney shall serve as County Attorney. (MCA 7-4-2703)
2. City:
  - a. Mayor. In the event that that Mayor is not available, the President of the City Council shall serve as the Acting Mayor. (MCA 7-4-4403)
3. Succession:
  - a. The State of Montana has developed rules regarding filling vacancies in local government during disasters and emergencies. (MCA 10-3-60x)

## **D. THREAT ASSESSMENT AND MITIGATION**

1. The County of Missoula and the City of Missoula will review the EOP and applicable MCA sections after the Montana Legislature adjourns and will make any required adjustments to the EOP.
2. The County of Missoula and the City of Missoula will encourage departments to train staff to fill vital department roles to assist with continuity of government inside county and city departments.

#### **E. PREPAREDNESS ACTIVITIES**

1. The main buildings for both Missoula County and the City of Missoula are located in the heart of the Missoula Valley.
2. Both Missoula County and the City of Missoula have established satellite buildings in other areas that can be used if primary structures are damaged.
3. Both Missoula County and the City of Missoula provide for off-site backups of primary computer system information.
4. Both Missoula County and the City of Missoula have well-established reporting lines for the various departments providing services to the citizens of Missoula.

#### **F. RESPONSE ACTIVITIES**

1. Response activities will occur in accordance with this plan and in consultation with appropriate staff and legal counsel.

#### **G. RECOVERY ACTIVITIES**

1. The nature of the incident and of the positions to be filled will dictate recovery activities.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Nothing in this plan shall be taken to constrain or limit any governing laws or statutes for any elected position.

OFFICE OF  
EMERGENCY SERVICES

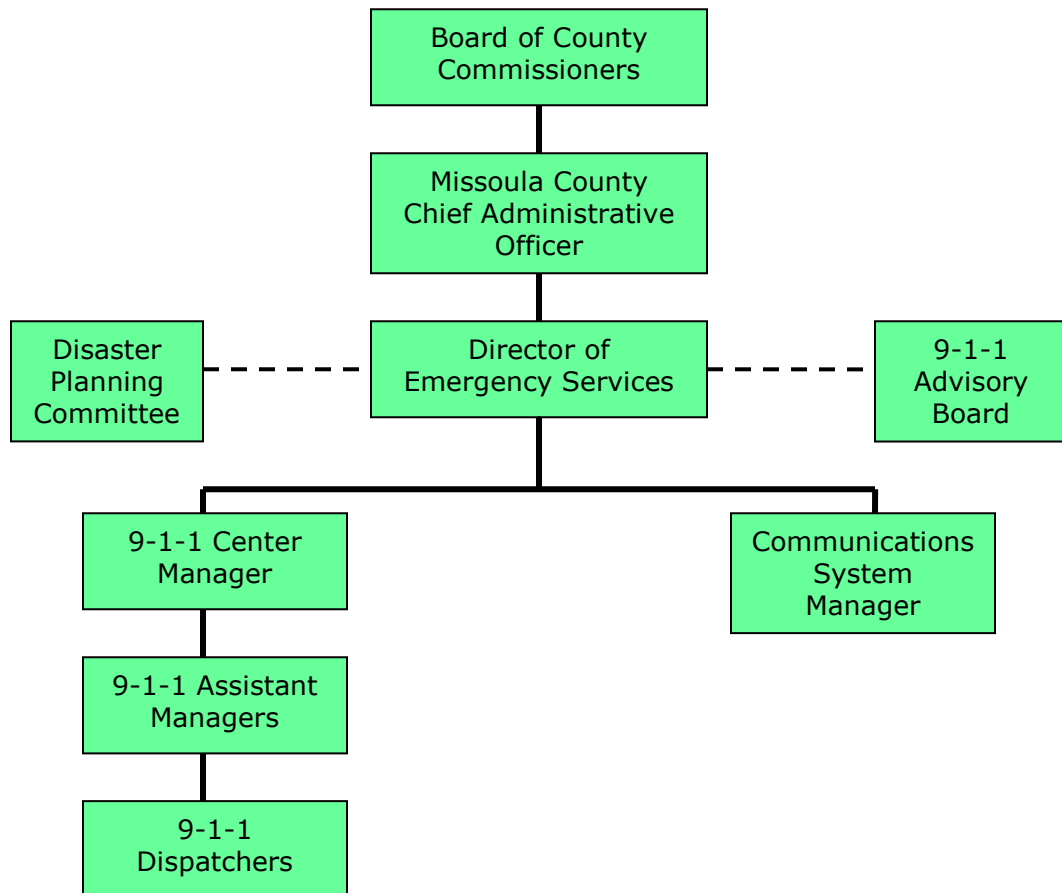


Figure 1

EMERGENCY OPERATIONS  
CENTER

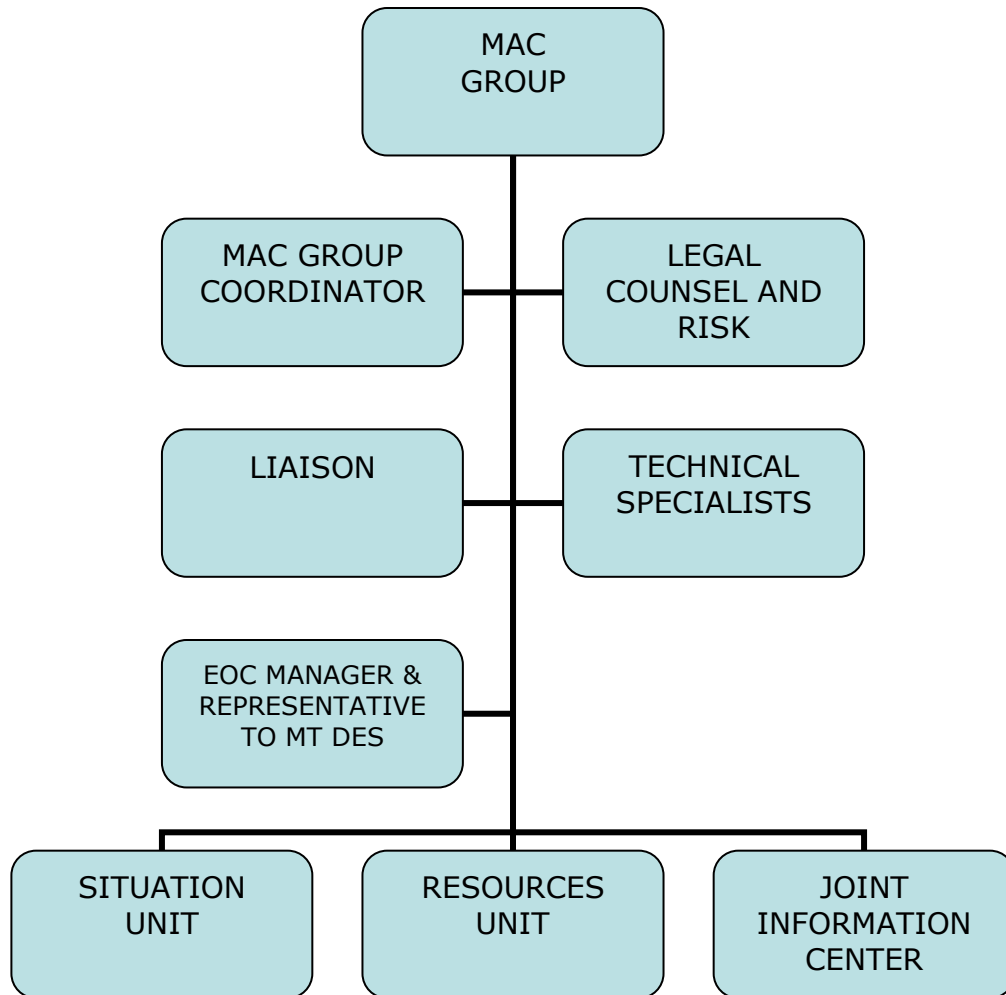
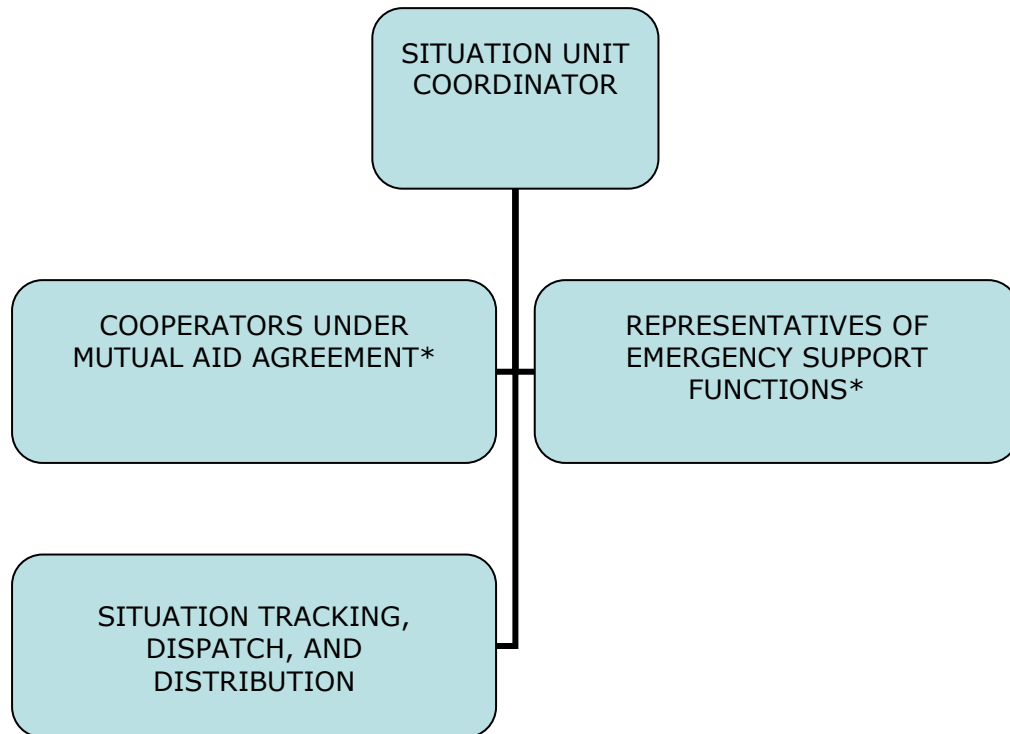


Figure 2



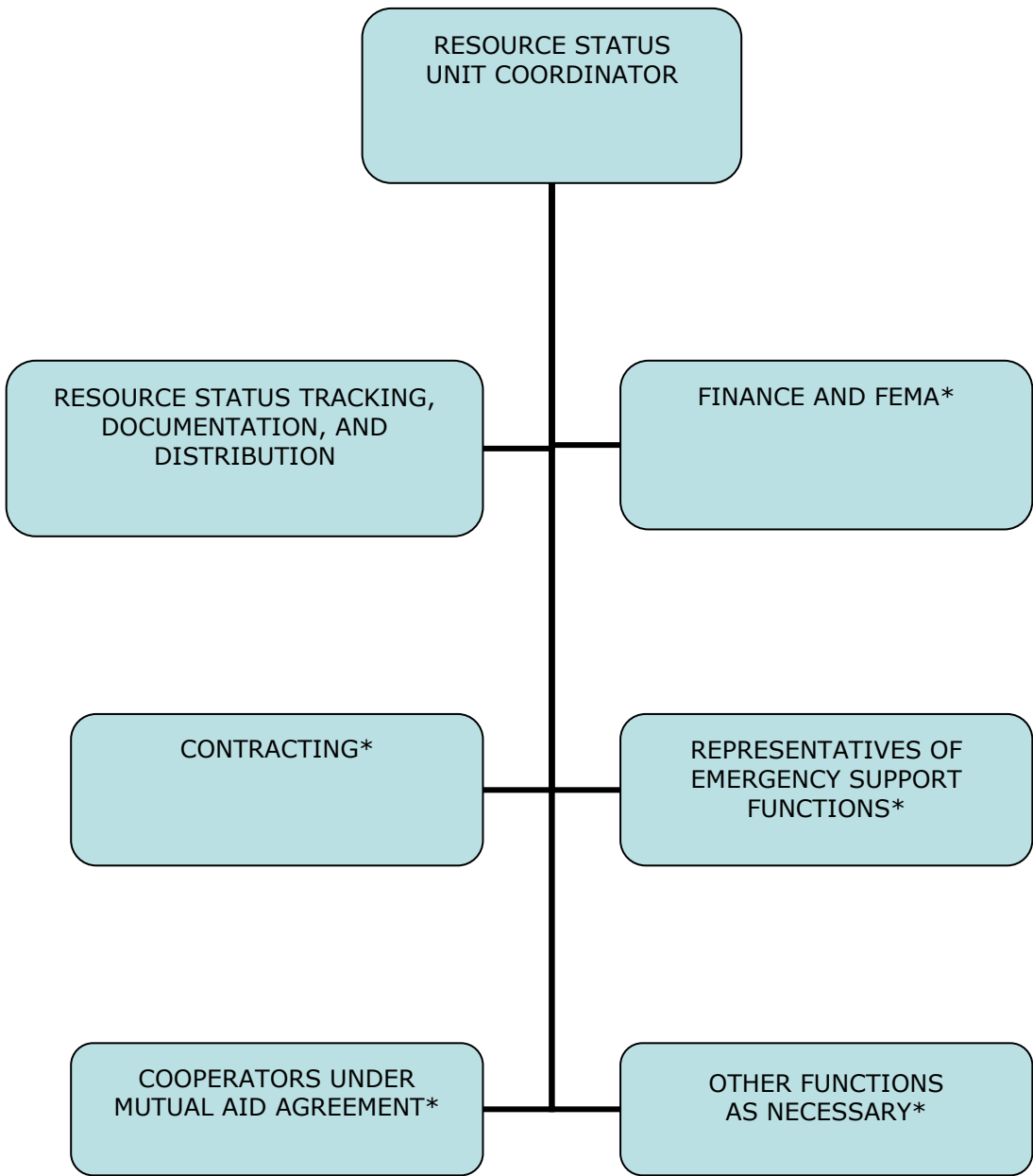
## SITUATION UNIT



\*Composition varies depending on the needs of the incident.

Figure 3

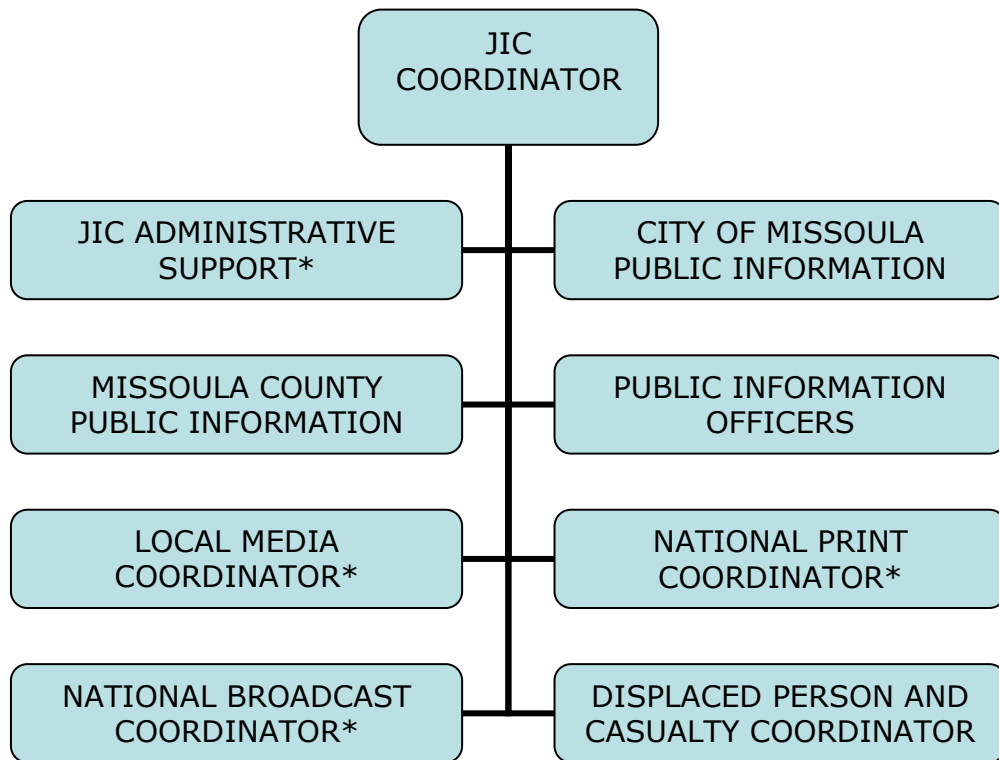
RESOURCES UNIT



\*Composition or activation varies depending on the needs of the incident.

Figure 4

JOINT INFORMATION  
CENTER



\*Filling these positions is variable, depending on the needs of the incident.

Figure 5

## **EMERGENCY SUPPORT FUNCTION #8**

### **PUBLIC HEALTH AND MEDICAL SERVICES**

**LEAD ESF AGENCY:** MISSOULA CITY-COUNTY HEALTH DEPARTMENT

**COOPERATING AGENCIES:**

St. Patrick Hospital	Montana Department of Public Health and Human Services
Community Medical Center	Missoula County Office of Emergency Services
Western Montana Clinic	Missoula County Sheriff's Office
Missoula Emergency Services, Inc.	Missoula Police Department
Other Private Medical Services Providers	Rocky Mountain Poison and Drug Center
American Red Cross	Confederated Salish and Kootenai Tribes
Missoula County Public Works	National Weather Service
City of Missoula Public Works	Centers for Disease Control and Prevention

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the organization and mobilization of county medical, public health, and mental health services for emergency management activities.

### **B. SCOPE**

This ESF addresses policies, situational conditions, and a concept of operations associated with the delivery and/or coordination of medical, public health, and mental health services in Missoula County.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-8: Public Health and Medical Services will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula City-County Health Department will be maintained as much as is feasible in major emergency and disaster situations.
2. The statutory and local regulatory authority of the Missoula City-County Health, Air Pollution, and Water Quality District Boards will be maintained.
3. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
4. Health Department command centers and field command posts may be established for the coordination of field operations. Similarly, temporary field locations may be established for the delivery of vaccinations or other medical services, or health-related surveillance activities.
5. When the Emergency Operations Center (EOC) is operating at the Orange or Red level, Health Department command centers or field command posts will use established means to provide it with timely reports concerning situation assessments, resource commitments and needs, public information, and overall incident status.
6. Staff will be mobilized according to the respective Health Department policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula City-County Health Department will play a lead or major role in any response to a large-scale emergency or disaster that has a public health/medical component.
3. In Missoula County and the City of Missoula, all hospitals, nursing homes, and the vast majority of all medical services are not publicly owned or controlled. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these services, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the county's primary public safety answering point (PSAP).
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
  - a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond and deliver public health and medical services.
  - c. Due to an already overwhelmed road network during a disaster or major emergency, medical care, supplies, and mutual aid assistance may have difficulty reaching the scene of critical

incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.

6. The response to a disaster/emergency while continuing to handle the routine Health Department workload could tax personnel and other resources in the Health Department, leading to the failure of normal public health systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials and/or pathogens and toxins.
8. Missoula County and the City of Missoula are considered a regional hub for medical services.

## **IV. Concept of Operations**

### **A. GENERAL**

1. The Missoula City-County Health Department is the lead agency for the development and coordination of ESF-8.
2. On-scene management of multiagency emergencies will follow the ICS as published by the National Emergency Management Institute.
3. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
5. The Health Department shall prioritize its activities in a manner that recognizes the primary importance of life/safety issues facing the public and responders.
6. The Health Department shall provide medical services support within the scope of its legal authority and to the extent of its resources, and coordinate health- and medical-related activities with hospitals and other providers through the EOC.
7. Any site designated by the Incident Commander may serve as a command post, staging area, triage or treatment area, transportation station, communications center, medical clinic, alternate care facility, or in any other functional capacity appropriate for the situation.
8. In the event of structural failure or inaccessibility to medical clinics and hospitals in a disaster, any facility or temporarily established site may act as a remote emergency clinic or alternate care facility for its local area



until coordination of more permanent facilities can be established by the EOC.

9. All hazardous materials (HazMat) incidents raise issues of environmental contamination and public health. Consequently, all HazMat incidents shall be reported to the Health Department, concurrent with reporting to the fire department or other agency having jurisdiction. Determination of the Health Department's response shall be made by the appropriate staff person within that agency. Such responses may range from monitoring the event through the responding fire agency or other qualified HazMat team, up to and including activating an Incident Commander and support staff to participate in a unified command response.
10. The Missoula City-County Health Department may provide guidance to agencies and individuals concerning basic public health principles having to do with safe drinking water, food sanitation, personal hygiene, and proper disposal of human waste, garbage, and infectious or hazardous waste.
11. Morgue facilities are considered to be coroner duties and thereby the responsibility of the Missoula County Sheriff. However, such facilities are subject to approval by the Health Department and the Missoula County Health Officer with regard to infectious disease, hazardous material, or other issues that may affect public health.
12. Inspections and Enforcement: The Health Department will retain and use as necessary its inspection authority over licensed food establishments, public water supplies, public accommodations, daycare centers, and other public entities as prescribed by law.
13. Surveillance: The Health Department will retain and use as necessary its surveillance methods and authority concerning communicable diseases, air monitoring, water quality, and medical resources as prescribed by law.
14. Domestic animals: The Health Department will retain and use its inspection and enforcement authority as prescribed by local ordinances for the control of domestic animals.

## **B. ORGANIZATION**

1. The Missoula City-County Health Department is the lead agency for the coordination of all public health activities within Missoula County, including those relating to infectious disease, delivery of medical services to select populations, enforcement of public health regulations, domestic animal control, and public health education.
2. The Incident Commander or his/her designee shall provide direction and control of health and medical services, in coordination with the EOC. Department personnel shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable

personal judgment when unusual or unanticipated situations arise and command guidance is not available.

3. When Health Department command centers and/or field command posts are established for management of field operations, and the EOC is operating at the Orange or Red level, the on-scene Incident Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command centers and/or field command posts is the preferred method of field operations when multiple departments/agencies have established command posts.

### **C. PROCEDURES**

1. The Health Department will work with EOC cooperators as necessary for the expansion of hospital care to field operations and on other surge capacity issues.
2. The Director of the Health Department, or his/her alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
3. The Health Department will maintain a roster of personnel available for EOC assignments and provide that roster to the Missoula County Office of Emergency Services
4. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
5. The Reverse 9-1-1 or other automated system used to mobilize personnel shall be initiated by the Incident Commander. This alert system may include radio, text messaging, Reverse 9-1-1, or direct telephone contact. Backup notification shall be provided through emergency public information procedures.
6. The Health Alert Network (HAN) or phone shall be used to notify physicians, local laboratories, hospital duty administrators, emergency rooms, ports of entry, and other agencies of the (suspected) event and case definition.
7. In the event that mental health counseling is necessary for emergency workers, the county will utilize the services of the Missoula Valley Critical Incident Stress Management (CISM) Team or other identified mental health professional(s). Mental health counseling for citizens and disaster victims may be obtained through the American Red Cross and other local mental health organizations following the disaster.
8. Response capabilities to incidents involving biological or chemical agents can be bolstered by the activation of the Centers for Disease Control and

Prevention's (CDC) Strategic National Stockpile (SNS). The state can request assets and services from the program from the Director of the CDC. The CDC Director has the authority, in consultation with the secretary of health and human services, to order the deployment of pharmaceuticals, vaccines, antidotes, and other medical supplies and equipment necessary to counter the effect of nerve agents, biological pathogens, and chemical agents. A CDC Technical Advisory Response Unit team deploys simultaneously. The team, made up of pharmacists, emergency responders, and logistics experts, helps local authorities with receiving, distributing, dispensing, replenishing, and recovering program materials. To request CDC support, contact the Missoula City-County Health Department.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, the Missoula City-County Health Department will be responsible to those portions of the assessment and strategy related to ESF-8. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging of key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 9-1-1;
  - Effecting quarantine and/or isolation
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid, or developing mutual aid agreements;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.
3. When any of these strategies require law enforcement actions, the Incident Commander will make the request to the EOC to coordinate agency efforts.

## **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-8, including training in the ICS.
3. Conduct drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Provide emergency policies and procedures to the Office of Emergency Services so they can be disseminated and incorporated into the Emergency Operations Plan (EOP) as necessary.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain updated lists of resources that support ESF-8, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF annex as necessary.

## **F. RESPONSE ACTIVITIES**

1. The Missoula City-County Health Department shall provide the following services as necessary during an emergency or disaster:
  - a. Surveillance for infectious disease or other public health threats.
  - b. Air and water quality monitoring.
  - c. Technical advice and public education about public health threats and protective activities.
  - d. Ordering and disbursement of SNS supplies.
  - e. Provision of quarantine and isolation authority and methods.
2. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.

3. Coordinate public health and medical services with other agencies.
4. Participate in the implementation of national or state public health emergency plans when appropriate.
5. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-8.
6. Provide regular status reports and information regarding operational and resource needs to the EOC.
7. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
8. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Coordinate with other agencies as needed.
2. Document all incident expenses and cooperate with officials in seeking all available reimbursement, fines, penalties, and civil judgments.
3. Restore the Health Department to full capacity of non-emergency operations.

#### **H. ADDITIONAL RESPONSIBILITIES**

2. Provide public health and medical services, excluding emergency medical services, within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Coroner.
- Restricting Area Access.
- Assistance/Evacuation Centers.

# APPENDIX A – HEAT

## INTRODUCTION

This document is supplemental to the Missoula County EOP, ESF-8. The purpose of this guidance is to:

- Define the Health Emergency Advisory Team (HEAT), its role and membership.
- Link the activation of HEAT and its role to the Montana Disaster and Emergency Services Division plans, specifically the Public Health Emergency section.
- Provide contact information for key public and private health responders.
- Identify indicators for triggering HEAT.
- Set forth checklists for public health, transportation, hospital, isolation, decontamination, laboratory, and pharmacy response to a public health emergency.
- Identify response scenarios for both inadvertent and deliberate biological and/or chemical hazard exposures or threats.
- Present standardized guidance on etiology, diagnostics, isolation, and other basic control principles of Category A bioterror agents and chemical agents.

## HEAT

### **Definition:**

HEAT is advisory to the Missoula City-County Health Department, the EOC, Incident Commanders, and entities involved in medical management. The team is comprised of private and public health representatives who can provide technical assistance. HEAT may be triggered in the event of a potential or actual public health emergency that is:

- Collateral to another disaster;
- Caused by the inadvertent exposure to biological or chemical hazards;
- Caused by a deliberate exposure to biological or chemical hazards; or
- Created by or is a credible biological or chemical terror threat.

### **Membership:**

#### **Tier One:**

- Health Officer.
- Diagnosing physician.
- Health care entity designated representative(s) (disaster planner, infection control, administration, emergency room physician or nurse)

#### **Tier Two** (additional members if not already summoned in Tier One):

- Infectious disease physician.
- Laboratory staff.
- Health alert network coordinator.
- Ambulance staff.
- State Health Department epidemiologist.
- CDC consultant.

- Pharmacy staff.
- Pathology staff.

## ACTIVATING HEAT

- AUTHORITY to activate HEAT exists with MCCHD, EOC, and IC. (See algorithm.)
- BEFORE an incident is declared, any first responder or medical provider that suspects a potential public health threat SHOULD contact the Health Department, which shall make further assessment and determine whether HEAT should be triggered. Such contact should go to the hazardous materials (HazMat) Health Officer on call via 9-1-1.
- AFTER an incident is declared, EOC, the Health Department, or the Incident Commanders may trigger HEAT.

## EPIDEMIOLOGIC CLUES

- Large numbers of ill persons with a similar disease or syndrome.
- Collateral event that may trigger communicable disease outbreak by disruption of food, water, sewage handling.
- Increase in over-the-counter drug use.
- Large numbers of cases of unexplained diseases or deaths.
- Unusual illness in a population (e.g., renal disease in a large population may suggest exposure to a toxic agent such as mercury).
- Higher morbidity and mortality in association with a common disease or syndrome, or failure of such patients to respond to usual therapy.
- Single cases of disease caused by an uncommon agent (e.g., *Burkholderia mallei* or *pseudomallei*, smallpox, viral hemorrhagic fever, pulmonary anthrax).
- Several unusual or unexplained diseases coexisting in the same patient without any other explanation.
- Disease with an unusual geographic or seasonal distribution (e.g., tularemia in a non-endemic area, influenza in the summer).
- Illness that is unusual for a given population or age group (e.g., outbreak of a measles-like rash in adults).
- Unusual disease presentation (e.g., pulmonary instead of cutaneous anthrax).
- Similar genetic type among agents isolated from distinct sources at different times or locations.

- Unusual, genetically engineered, or antiquated strain of an agent (or antibiotic resistance pattern).
- Stable endemic or enzootic disease with an unexplained increase in incidence (e.g., tularemia, plague).
- Simultaneous clusters of similar illness in noncontiguous areas – domestic or foreign.
- Atypical disease transmission through aerosols, food, or water, which suggests deliberate sabotage.
- Ill persons who seek treatment at about the same time (point source with compressed epidemic curve).
- No illness in persons who are not exposed to common ventilation systems (have separate closed ventilation systems) when illness is seen in persons in close proximity with a common ventilation system.
- Unusual pattern of death or illness among animals (which may be unexplained or attributed to a biohazard exposure) that precedes or accompanies illness or death in humans.
- Outbreak of vector-borne disease in absence of competent natural vector.

## ROLES AND RESPONSIBILITIES IN PUBLIC HEALTH AND MEDICAL MANAGEMENT

### **Health Board, Local Department, and Health Officer:**

- Statutorily charged with control of reportable diseases.
- Members of HazMat response.
- Conveners and members of HEAT.
- Health alert coordinators.
- Liaisons with state epidemiological and laboratory services, and CDC.
- Potential Incident Commanders or members of shared command.
- Epidemiological investigators.
- Quarantine authorities.

### **Hospitals:**

- Statutorily required to report communicable diseases.
- Voluntary participants in HEAT.
- Handle medical management of casualties.
- Handle activation of internal disaster plan.
- Manage isolation precautions.
- Provide laboratory assistance to epidemiological investigation.



- Act as HAN recipients and manage select HAN initiation.

### **Emergency Medical Services:**

- Statutorily required to report communicable diseases.
- Participants in HEAT.
- Manage stabilization, triage, and transport of casualties.
- Handle decontamination.
- Act as HAN recipients and manage select HAN initiation.

### **State (DPHHS)**

- Provide epidemiological technical assistance.
- Provide laboratory services.
- Convey official local requests for assistance to CDC.

## **EMERGENCY SUPPORT FUNCTION #9**

### **SEARCH AND RESCUE**

**LEAD ESF AGENCY:** MISSOULA COUNTY SHERIFF'S OFFICE

**COOPERATING AGENCIES:**

Missoula Police Department	Missoula International Airport
Missoula City Fire Department and All Rural Fire Districts and Departments in Missoula County	Montana Department of Military Affairs
National Weather Service	Department of Homeland Security
Montana Department of Fish, Wildlife and Parks	St. Patrick Hospital
Montana Department of Natural Resources and Conservation	Community Medical Center
US Forest Service	Missoula Emergency Services, Inc.
Bureau of Land Management	Confederated Salish and Kootenai Tribes
National Highway Traffic Safety Administration	Missoula County Office of Emergency Services
Federal Aviation Administration	Federal Emergency Management Agency

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the organization and provide guidance for search and rescue operations in Missoula County.

### **B. SCOPE**

This ESF addresses urban/rural search and rescue, specialty rescue teams, and wilderness area search and rescue operations.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-9: Search and Rescue will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF), and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula County Sheriff's Office will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division. If the Emergency Operations Center (EOC) has been activated, requests are made through the EOC.
3. The agency of jurisdiction command centers and field command posts may be established for the coordination of field operations. Co-location of field command posts will be the preferred method of field operations when multiple departments/agencies have established field command posts.
4. When the EOC is operating at the Orange or Red level, the agency of jurisdiction command centers or field command posts will use established means to provide it with timely reports concerning damage assessments, resource commitments and needs, public information, and overall incident status.
5. When state resources have been depleted, the Montana Disaster and Emergency Services Division can request resources from multiple states through the Emergency Management Assistance Compact (EMAC), or, with the requisite proclamation, use federal Urban Search and Rescue (US&R) assets.

6. Staff will be mobilized according to the Sheriff's Office policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made. Those hazards can result in the need for search and rescue activities.
2. During disasters, search and rescue operations may involve numerous victims over a large geographical area.
3. Absent a disaster, search and rescue operations may be of a smaller scale, involving a small number of victims.
4. Large-scale disasters, such as an earthquake, will require more search and rescue workers than are available in Missoula County.
5. Terrorist or other criminal acts may create conditions that require search and rescue operations. Those acts may be ongoing, hampering rescue operations.

#### **B. PLANNING ASSUMPTIONS**

1. Search and rescue incidents have occurred in the county and will likely occur again.
2. The authority having jurisdiction will play a lead or major role in any response to an incident or disaster that requires search and rescue capabilities.
3. Disruption or damage to one county system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below:
  - a. Search and rescue response and recovery activities that rely on the use of communications systems will likely be impacted during a major emergency and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond to locations requiring search and rescue operations. In addition, the failure of existing systems may prevent the provision of medical care to victims and/or the ability of additional resources to respond.

4. Conducting a search and rescue operation while continuing to handle the routine public safety workload could tax personnel and other resources in the public safety departments.
5. Normal public safety systems and processes may fail.

## **IV. Concept of Operations**

### **A. GENERAL**

1. The Missoula County Sheriff's Office is the lead agency for the development and coordination of ESF-9.
2. On-scene management of multiagency emergencies will follow the ICS, as published by the National Emergency Management Institute.
3. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
5. The Sheriff's Office shall prioritize its search and rescue activities in a manner that recognizes the primary importance of immediate life/safety issues facing the public and responders.
6. In the event of structural failure or inaccessibility to medical clinics and hospitals in a disaster, any facility or temporarily established site may act as a remote emergency clinic, alternate care facility, or morgue for its local area until coordination of more permanent facilities can be established by the EOC.
7. Heavy search and rescue operations will be coordinated by the Sheriff's Office with support from the Fire, Police, and Utilities Departments. The ??? will provide technical support in case of structural damage or collapse. National search and rescue teams, volunteers, outside agencies, and the private sector may also be utilized during heavy rescue emergencies.
8. The primary resource for wilderness area search and rescue is ???, which may be activated through the Missoula County Sheriff's Office.
9. Specialty rescue teams including water, confined-space, high-angle, and heavy-rescue are available through local search and rescue or the Montana Disaster and Emergency Services Division.
10. Search and rescue operations for missing aircraft are the responsibility of the Missoula County Sheriff's Office.

## **B. ORGANIZATION**

1. The lead agency responsible for the organization and mobilization of search and rescue operations during emergencies is the Missoula County Sheriff's Office.
2. The Sheriff or his/her designee shall provide direction and control of search and rescue services, in coordination with the EOC. Department personnel shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
3. The Sheriff's Office will follow all department policies and procedures related to its chain of command and on-scene management. When in conflict, agency on-scene management policies should be reconciled with procedures defined in the Emergency Operations Plan (EOP).
4. When search and rescue command centers and/or field command posts are established for management of field operations, and the EOC is operating at the Orange or Red level, the on-scene Incident Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command centers and/or field command posts is the preferred method of field operations when multiple departments/agencies have established command posts.

## **C. PROCEDURES**

1. The Missoula County Sheriff's Office will work with EOC cooperators as necessary to coordinate search and rescue operations.
2. The Sheriff, or his/her alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
3. The Sheriff's Office will maintain a roster of law enforcement command personnel available for EOC assignments and provide that roster to the Missoula County Office of Emergency Services.
4. The Sheriff or his/her designee will assign a communications officer to operate backup communications equipment from the EOC at the request of the Director of Emergency Services, or anytime it is necessary to supplement regular communications capabilities to coordinate and/or allocate county resources.
5. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
6. Reverse 9-1-1, paging, or direct telephone contact may be used to mobilize law enforcement personnel and shall be initiated by the Incident

Commander. Backup notification shall be through emergency public information procedures.

7. The Incident Commander or his/her designee will coordinate with the commander of any specialty teams that are involved in search and rescue activities.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, the Missoula County Sheriff's Office will be responsible to those portions of the assessment and strategy related to ESF-9. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public safety;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely threat to critical infrastructure;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 911;
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid, or developing mutual aid agreements;
  - Training of personnel;
  - Modification of terrain, facilities, or other infrastructure;
  - Funding plan for the mitigation effort;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-9, including training in the ICS.



3. Conduct and/or participate in drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Provide emergency policies and procedures to the Office of Emergency Services so they can be disseminated and incorporated into the EOP as necessary.
6. Maintain updated contact information for personnel and support agencies.
7. Maintain updated lists of resources that support ESF-9, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF annex as necessary.

#### **F. RESPONSE ACTIVITIES**

1. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.
2. Coordinate search and rescue activities with other response functions.
3. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-9.
4. Provide regular status reports and information regarding operational and resource needs to the EOC.
5. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
6. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Prepare a prioritized list of damaged infrastructure and assets in Missoula County.
2. Continue gathering, documenting, and reporting damage assessment and financial information.

3. Provide documentation of damage assessment and financial information as needed for preliminary damage assessments and disaster recovery funding.
4. Coordinate with other agencies as needed.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Provide search and rescue services within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

#### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Restricting Area Access.
- Dept. of Natural Resources and Conservation.

## **EMERGENCY SUPPORT FUNCTION #10**

### **OIL AND HAZARDOUS MATERIALS RESPONSE**

**LEAD ESF AGENCIES:**      MISSOULA CITY FIRE DEPARTMENT  
   MISSOULA RURAL FIRE DISTRICT

**COOPERATING AGENCIES:**

Missoula City-County Health Department	Missoula International Airport
Missoula County Sheriff's Office	University of Montana
Missoula Police Department	Montana Department of Military Affairs
National Weather Service	US Coast Guard
Montana Rail Link	NorthWestern Energy
Yellowstone Pipe Line Company	Missoula Electric Cooperative
CHS Inc. Petroleum Terminal	Mountain Water Company
ConocoPhillips	St. Patrick Hospital
Hexion Specialty Chemicals	Community Medical Center
Louisiana-Pacific Corporation	Missoula Emergency Services, Inc.
Montana Department of Environmental Quality	Missoula County Office of Emergency Services
US Environmental Protection Agency	

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## **I. Introduction**

The Missoula City/County emergency response agencies have developed the Missoula County Hazardous Materials Response Plan. The response plan is included as part of the Supplemental Information section of the Emergency Operations Plan (EOP).

### **A. PURPOSE**

To coordinate the organization and mobilization of resources for the effective mitigation of the effects of an oil spill or other hazardous materials release, or an accidental release of ionizing radiation in Missoula County.

### **B. SCOPE**

This ESF addresses policies, situational conditions, and a concept of operations in response to actual or potential discharges and/or releases of hazardous materials, including oil or ionizing radiation, within Missoula County. It is intended to complement and coordinate with existing hazardous material response plans used in the county.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-10: Oil and Hazardous Materials Response will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of lead and cooperating agencies will be maintained as much as is feasible in hazardous materials (HazMat) situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. The agency of jurisdiction may establish command centers and field command posts for the coordination of field operations. Similarly, temporary field locations may be established when necessary.
4. When the EOC is operating at the Orange or Red level, the agency of jurisdiction command centers or field command posts will use established means to provide it with timely reports concerning situation assessments, resource commitments and needs, public information, and overall incident status.

5. Staff will be mobilized according to the respective firefighting agency's policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The authority having jurisdiction will play a lead or major role in any response to a large-scale emergency or disaster that requires a hazardous materials response.
3. Calls for service may overwhelm the county's primary public safety answering point (PSAP).
4. In a disaster or major emergency, Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond to hazardous materials incidents.
5. Hazardous materials incident response and recovery activities rely on the use of communications systems that may be impacted by the incident or concurrent emergency situations. If there is a reduction in communications capabilities, it will be difficult to manage a hazardous materials incident.
6. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another.
7. Due to an already overwhelmed road network during a disaster or major hazardous materials incident, medical care, supplies, and mutual aid assistance may have difficulty reaching the scene of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
8. In addition to accidental hazardous materials incidents, a terrorist act could result in the release of hazardous materials, pathogens and toxins, or radioactive materials.

## **IV. Concept of Operations**

### **A. GENERAL**

1. The Missoula City Fire Department and Missoula Rural Fire District are the lead agencies for the development and coordination of ESF-10.
2. On-scene management of multiagency emergencies will follow the ICS, as published by the National Emergency Management Institute.
3. Mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
5. The Missoula City Fire Department and Missoula Rural Fire District shall prioritize their activities in a manner that recognizes the primary importance of life/safety issues facing the public and responders.
6. Coordination will be managed with adjacent jurisdictions as required.
7. Any site designated by the Incident Commander may serve as a command post, staging area, triage or treatment area, transportation station, communications center, medical clinic, alternate care facility, or in any other functional capacity appropriate for the situation.
8. In the event that a hazardous materials incident makes it impossible to access medical clinics, hospitals, or other critical sites, any facility or temporarily established site may act as a remote emergency clinic or alternate care facility for its local area until coordination of more permanent facilities can be established by the EOC.
9. All HazMat incidents raise issues of environmental contamination and public health. Consequently, all HazMat incidents shall be reported to the Missoula City-County Health Department, concurrent with reporting to the fire department or other agency having jurisdiction. Determination of the response by the Health Department shall be made by the appropriate staff person within that agency. Such responses may range from monitoring the event through the responding fire agency or other qualified HazMat team, up to and including activating an Incident Commander and support staff to participate in a unified command response.

### **B. ORGANIZATION**

1. The lead agency responsible for the organization and mobilization of hazardous materials responses will be the authority having jurisdiction.

2. The Incident Commander or his/her designee shall provide direction and control of HazMat incidents, in coordination with the EOC. Lead and cooperating agency personnel shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
3. Command posts in addition to the EOC may be established for management of field operations. The On-scene Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command posts will be the preferred method of field operations when multiple departments/agencies have established command posts.

#### **C. PROCEDURES**

1. The commander of the lead firefighting agency, or his/her alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
2. The respective oil and hazardous materials response agencies will maintain a roster of command personnel available for EOC assignments, as specified in ESF-5.
3. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
4. The Reverse 9-1-1 or other automated system used to mobilize personnel shall be initiated by the Incident Commander. This alert system may include radio, text messaging, Reverse 9-1-1, or direct telephone contact. Backup notification shall be provided through emergency public information procedures.
5. The Incident Commander or his/her designee will coordinate with state or federal officials when necessary.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, the lead response agencies during an emergency oil spill or other hazardous material event will be responsible to those portions of the assessment and strategy related to ESF-10. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;



- Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
    - Notification and staging of key resources;
    - Assignment and dispersal of key resources;
    - Activating command centers or field command posts;
    - Activating Reverse 9-1-1;
    - Closure or limitation of access to certain critical infrastructure;
    - Closure of schools;
    - Cancellation of public events;
    - Activation of automatic mutual aid, or developing mutual aid agreements;
    - Requests for state or federal resources; and
    - Development and execution of a public information program that meets both tactical and strategic needs.
  3. When any of these strategies require law enforcement actions, the On-scene Commander will make the request to the EOC to coordinate agency efforts.

#### **E. PREPAREDNESS ACTIVITIES**

1. Provide appropriate training for personnel regarding their responsibilities under ESF-10.
2. Conduct drills and exercises to test the plans and procedures.
3. Maintain a good working relationship with partner agencies.
4. Provide related internal policies to the Office of Emergency Services when these policies are updated so they can be included in the EOP.
5. Maintain updated contact information with personnel and support agencies.
6. Maintain updated lists of resources that support ESF-10, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.

#### **F. RESPONSE ACTIVITIES**

1. Provide immediate life safety services: triage, treat, and transport the injured.

2. Provide designated representatives to the EOC to help prioritize and coordinate county-wide response efforts.
3. Coordinate material containment and mitigation services with other agencies.
4. Participate in the implementation of state and/or federal plans when appropriate.
5. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-10.
6. Provide regular status reports and information regarding operational and resource needs to the EOC.
7. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
8. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Coordinate with other agencies as needed.
2. Continue gathering, documenting, and reporting damage assessment and financial information.
3. Provide documentation of damage assessment and financial information as needed for preliminary damage assessments and disaster recovery funding.
4. Plan for cleanup and remediation.

#### **H. ADDITIONAL RESPONSIBILITIES**

3. Provide services within the county, including the execution of any special emergency orders issued by the Mayor and/or Board of County Commissioners.

### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Missoula County Hazardous Materials Response Plan.
- Hazardous Materials – Monitoring and Disposal.
- Restricting Area Access.
- Hazardous Material Van/Team.

## **EMERGENCY SUPPORT FUNCTION #13**

### **PUBLIC SAFETY AND SECURITY**

**LEAD ESF AGENCY:** MISSOULA POLICE DEPARTMENT  
MISSOULA COUNTY SHERIFF'S OFFICE

#### **COOPERATING AGENCIES:**

Federal Bureau of Investigation	Missoula County Attorney
Drug Enforcement Administration	Missoula City Attorney
Department of Homeland Security	Missoula City-County Health Department
US Attorney	Missoula County Public Works
US Forest Service	City of Missoula Public Works
Montana Department of Natural Resources and Conservation	Missoula City Fire Department
Montana Department of Fish, Wildlife and Parks	All Rural Fire Districts and Departments in Missoula County
Montana Department of Justice	Missoula Emergency Services, Inc.
Montana Department of Revenue	Missoula County Office of Emergency Services
Montana Department of Military Affairs	National Weather Service
University of Montana	Missoula International Airport

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the organization and mobilization of local law enforcement operations and resources during major emergencies and disasters.

### **B. SCOPE**

This ESF addresses policies, situational conditions, and a concept of operations associated with the public safety and security of the citizens of Missoula County.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-13: Public Safety and Security will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula Police Department and Missoula County Sheriff's Office will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. The agency of jurisdiction command centers and field command posts may be established for the coordination of field operations. Co-location of field command posts will be the preferred method of field operations when multiple departments/agencies have established field command posts.
4. When the Emergency Operations Center (EOC) is operating at the Orange or Red level, the agency of jurisdiction command centers or field command posts will use established means to provide it with timely reports concerning situation assessments, resource commitments and needs, public information, and overall incident status.
5. Law enforcement agency policies affecting law enforcement activities under this annex are maintained at the law enforcement agency offices. They include the Missoula County Sheriff's Office Special Response Team (SRT) and Explosive Ordinance Disposal (EOD) policies (using the state tactical plan), and the Missoula City Police Department Special Teams policies, where they apply to the Emergency Operations Plan (EOP).

6. Staff will be mobilized according to the respective agency of jurisdiction policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula Police Department and Missoula County Sheriff's Office will play a lead or major role in any response to a large-scale emergency or disaster.
3. In Missoula County and the City of Missoula, all hospitals, nursing homes, and the vast majority of all medical services are not publicly owned or controlled. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these services, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the county's primary public safety answering point (PSAP).
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
  - a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond to and deliver public health and medical services.

- c. Due to an already overwhelmed road network during a disaster or major emergency, medical care, supplies, and mutual aid assistance may have difficulty reaching the scene of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster/emergency while continuing to handle the routine public safety workload could tax personnel and other resources in the Police Department and Sheriff's Office, leading to the failure of normal public safety systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials and/or pathogens and toxins.

## **IV. Concept of Operations**

### **A. GENERAL**

1. The Missoula Police Department and the Missoula County Sheriff's Office are the lead agencies for the development and coordination of ESF-13.
2. On-scene management of multiagency emergencies will follow the ICS as published by the National Emergency Management Institute.
3. A mutual aid agreement between the Missoula County Sheriff's Office and the Missoula Police Department is in place. In addition, mutual aid agreements exist in and between neighboring agencies. Requests for assistance will normally be coordinated through the EOC. Coordination will be effected with adjacent jurisdictions as required.
4. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
5. The Missoula Police Department and the Missoula County Sheriff's Office shall prioritize their activities in a manner that recognizes the primary importance of immediate life/safety issues facing the public and responders.
6. The Missoula Police Department and the Missoula County Sheriff's Office shall provide public safety and security within the scope of their legal authority and to the extent of their resources and coordinate public safety and security activities with other providers through the EOC.
7. Any site designated by the Incident Commander may serve as a command post, staging area, triage or treatment area, transportation station, communications center, medical clinic, alternate care facility, or in any other functional capacity appropriate for the situation.

8. Morgue facilities are considered to be coroner duties and thereby the responsibility of the Missoula County Sheriff. However, such facilities are subject to approval by the Missoula City-County Health Department and the Missoula County Health Officer with regard to infectious disease, hazardous material, or other issues that may affect public health.

## **B. ORGANIZATION**

1. The Missoula Police Department and the Missoula County Sheriff's Office are the lead agencies for the coordination of all public safety and security activities within Missoula County.
2. The Sheriff or Police Chief (hereinafter referred to as "law enforcement CEO") or his/her designee shall provide direction and control of public safety and security, in coordination with the EOC. Department personnel shall operate according to specific directives, department standard operating guidelines, and by exercising reasonable personal judgment when unusual or unanticipated situations arise and command guidance is not available.
3. When Police Department and/or Sheriff's Office command centers and/or field command posts are established for management of field operations, and the EOC is operating at the Orange or Red level, the On-scene Incident Commander shall provide regular status reports to the EOC and coordinate all requests for additional resources through it. Co-location of command centers and/or field command posts is the preferred method of field operations when multiple departments/agencies have established command posts.

## **C. PROCEDURES**

1. The Police Department and Sheriff's Office will work with EOC personnel as necessary to coordinate public safety and security operations.
2. The law enforcement CEO, or his/her alternate(s) as appropriate, will designate an EOC representative to coordinate field operations and resources from the EOC when it is operating at the Orange or Red level.
3. The Police Department and Sheriff's Office will maintain a roster of personnel available for EOC assignments and provide that roster to the Missoula County Office of Emergency Services
4. Communications between the On-scene Commander and the EOC shall be through pre-planned radio frequencies or other formalized methods of communications.
5. The Reverse 9-1-1 or other automated system used to mobilize personnel shall be initiated by the Incident Commander. This alert system may include radio, text messaging, Reverse 9-1-1, or direct telephone contact. Mobilization can be initiated by the Sheriff or Undersheriff in a county



emergency or the Police Department Shift Commander in a city emergency. Backup notification shall be provided through emergency public information procedures.

6. The Incident Commander or his/her designee will coordinate activities with the On-scene Military Commander in the event military troops are used to maintain order in Missoula County.
7. The Incident Commander or his/her designee will coordinate with state or federal law enforcement officials.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the Disaster Planning Committee (DPC) determines that there is a need for a particular threat assessment and mitigation strategy, the Police Department and Sheriff's Office will be responsible to those portions of the assessment and strategy related to ESF-13. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging of key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 911;
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid, or developing mutual aid agreements;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-13, including training in the ICS.

3. Conduct drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Provide emergency policies and procedures to the Office of Emergency Services so they can be disseminated and incorporated into the EOP as necessary.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain updated lists of resources that support ESF-13, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF annex as necessary.

#### **F. RESPONSE ACTIVITIES**

1. The Missoula Police Department and the Missoula County Sheriff's Office shall provide the following services as necessary during an emergency or disaster:
  - a. Provide law enforcement activities within the county.
  - b. Provide command and control for field operations through established command posts as appropriate.
  - c. Provide emergency traffic and crowd control as needed.
  - d. Provide direction and control for evacuation efforts as appropriate.
  - e. Provide support to the Coroner's Office in the identification of the deceased.
  - f. Provide support to the Disaster and Emergency Services (DES) coordinator in the dissemination of emergency warning information to the public.
  - g. Provide explosive device identification, handling, and disposal.
  - h. Provide active security at the EOC during activation.
  - i. Participate in initial city- or county-wide damage assessment as appropriate.

- j. Coordinate a casualty information center.
  - k. Provide escorts for essential service providers when needed.
  - l. Act as liaison between city/county personnel and military personnel responding to an emergency.
2. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.
  3. Coordinate law enforcement and security activities with other agencies.
  4. Participate in the implementation of state or federal emergency plans when appropriate.
  5. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-13.
  6. Provide regular status reports and information regarding operational and resource needs to the EOC.
  7. Develop emergency and evacuation plans for facilities under department management.
  8. Provide for the identification and preservation of essential department records.
  9. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
  10. Request additional resources as needed.

**G. RECOVERY ACTIVITIES**

1. Coordinate with other agencies as needed.
2. Document all incident expenses and cooperate with officials in seeking all available reimbursement, fines, penalties, and civil judgments.
3. Prepare a prioritized list of damaged law enforcement equipment, facilities, and equipment in Missoula County.
4. Provide documentation of damage assessment and financial information as needed for preliminary damage assessments and disaster recovery funding.
5. Compile all documentation generated by an incident.

6. Coordinate the repair of police/Sheriff facilities and equipment.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Provide law enforcement activities within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

#### **V. Supplemental Information**

Additional information regarding law enforcement response to criminal activity can be found in the Criminal Activity Functional Annex.

[Link to Criminal Activity Functional Annex]

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Population Protection and Evacuation.
- Restricting Area Access.
- Evacuation Transportation.
- Incident Evacuation Plan.

## **EMERGENCY SUPPORT FUNCTION #14**

### **LONG-TERM COMMUNITY RECOVERY**

**LEAD ESF AGENCIES:** MISSOULA COUNTY OFFICE OF EMERGENCY SERVICES  
MISSOULA BOARD OF COUNTY COMMISSIONERS  
OFFICE OF THE MAYOR, CITY OF MISSOULA

#### **COOPERATING AGENCIES:**

Missoula County Sheriff's Office	Missoula Rural Fire District
Missoula City Police Department	Missoula County Public Works
Missoula City Fire Department	City of Missoula Public Works

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## **I. Introduction**

### **A. PURPOSE**

To coordinate the organization and implementation of local, county, state, federal, and private entity operations and resources for the long-term recovery of the community following major emergencies and disasters, and reduce the risk from future incidents.

### **B. SCOPE**

This ESF addresses policies, situational conditions, and a concept of operations associated with the delivery and/or coordination of the long-term recovery of Missoula County. ESF-14 will likely be utilized for major incidents that require federal assistance and addresses long-term issues such as housing, infrastructure, social services, and recovery of business.

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-14: Long-Term Community Recovery will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula County and City of Missoula departments will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. Command centers and field command posts may be established by a variety of city and county departments for the conduct of field operations. As necessary, the activities of those command centers and field command posts will be coordinated through the Missoula County Emergency Operations Center (EOC).
4. Office of Emergency Services staff will be mobilized according to the Office's policies and procedures.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula County Office of Emergency Services will play a lead or major role in any response to a large-scale emergency or disaster occurring in Missoula County or the City of Missoula.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not publically owned or controlled. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Such events include, but are not limited to, the examples listed below.
  - a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond and deliver public health and medical services.
  - c. Due to an already overwhelmed road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.



5. The response to a disaster/emergency while continuing to handle the routine workload could tax personnel and other resources in the Office of Emergency Services, leading to the failure of systems and processes.
6. Due to the nature of a catastrophic disaster, government may be limited in its response capabilities. Guidelines train citizens to be prepared to survive for a minimum of three (3) days following a disaster.

## **IV. Concept of Operations**

### **A. GENERAL**

1. Pursuant to a mutual aid agreement between the county and city, disaster services are a cooperative venture between those two governmental entities, and the Missoula County Disaster and Emergency Services (DES) coordinator shall provide disaster planning and coordination services for both the city and county. The Disaster Planning Committee (DPC) is constituted to participate in and oversee the planning process and shall endorse the resulting Emergency Operations Plan (EOP) before it is submitted to the Mayor, Missoula City Council, and the Board of County Commissioners for adoption.

The duties of DES coordinator are performed by the Director of Emergency Services and designated deputies.

2. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
3. The Missoula County Office of Emergency Services, along with the Missoula Board of County Commissioners and the Office of the Mayor of the City of Missoula, are the lead agencies for the development and coordination of ESF-14.
4. Immediate lifesaving efforts and short-term recovery actions will transition to long-term recovery process when necessary. The response, recovery, and reconstruction phases will likely overlap and sometimes occur simultaneously.
5. Coordination between ESF-14 and other ESFs will be necessary to function effectively and provide a smooth transition from response to recovery actions.
6. Missoula County and the City of Missoula are composed of a complex blend of public agencies responsible for providing government services in the two jurisdictions. While the scope of this EOP encompasses only the elements of the city and county government, and those rural fire organizations affiliated with it by mutual aid agreement, those bodies cannot meet their emergency responsibilities without the cooperation of others, including state, federal, and tribal government; non-governmental

agencies; and private sector providers of utilities, transportation, communications, and health care services.

## **B. ORGANIZATION**

1. The Missoula County Office of Emergency Services is the lead agency for the coordination of long-term recovery and mitigation activities in Missoula County and the City of Missoula.
2. The long-term recovery activities will be coordinated by the EOC, until the EOC is operating at the Green level. Those duties will then be transferred to the Office of Emergency Services.

## **C. PROCEDURES**

1. The Director of Emergency Services will plan for and implement a transition from on-scene management to long-term recovery management.

## **D. THREAT ASSESSMENT AND MITIGATION**

1. When the DPC determines that there is a need for a particular threat assessment and mitigation strategy, the Missoula County Office of Emergency Services will be responsible to those portions of the assessment and strategy related to ESF-14. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging of key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 9-1-1;
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid, or developing mutual aid agreements;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.

3. When any of these strategies require law enforcement actions, the Incident Commander will make the request to the EOC to coordinate agency efforts.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-14.
3. Conduct drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Provide related internal policies to the Office of Emergency Services when these policies are updated so they can be included in the EOP.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain updated lists of resources that support ESF-14, including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF annex as necessary.

#### **F. RESPONSE ACTIVITIES**

1. Provide designated representatives to the EOC to help provide situational awareness and a common operating picture, and help prioritize and coordinate county-wide response efforts.
2. Coordinate long-term recovery activities with other agencies.
3. Participate in the implementation of state and/or federal plans when appropriate.
4. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-14.
5. Develop emergency and evacuation plans for facilities under department management.

6. Provide for the identification and preservation of essential department records.
7. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
8. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Coordinate with other agencies as needed.
2. Continue gathering, documenting, and reporting damage assessment and financial information.
3. Provide documentation of damage assessment and financial information as needed for preliminary damage assessments and disaster recovery funding
4. Compile all documentation generated by an incident.
5. Coordinate the repair of facilities and equipment.

#### **H. ADDITIONAL RESPONSIBILITIES**

1. Provide recovery activities within the county, including the execution of any special emergency orders issued by the Mayor and/or the Board of County Commissioners.

### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Managing Assistance Programs.

## **EMERGENCY SUPPORT FUNCTION #15**

### **EXTERNAL AFFAIRS**

**LEAD ESF AGENCIES:** MISSOULA COUNTY OFFICE OF EMERGENCY SERVICES  
MISSOULA BOARD OF COUNTY COMMISSIONERS  
OFFICE OF THE MAYOR, CITY OF MISSOULA

### **COOPERATING AGENCIES:**

Missoula County Attorney	United States Attorney
Missoula City Attorney	Federal Bureau of Investigation
Missoula City Fire Department	Drug Enforcement Administration
Missoula City-County Health Department	Department of Homeland Security
Missoula County Public Works	United States Forest Service
City of Missoula Public Works	National Weather Service
Missoula Emergency Services, Inc.	Montana Department of Natural Resources and Conservation
All Rural Fire Districts and Departments in Missoula County	Montana Department of Fish, Wildlife and Parks
University of Montana	Montana Department of Justice
Missoula International Airport	Montana Department of Revenue
Montana Department of Military Affairs	

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## **I. Introduction**

### **A. PURPOSE**

To establish the principles and structure of public information activities, news media relations, and the operation of a Joint Information Center (JIC).

### **B. SCOPE**

This ESF applies to the City of Missoula, Missoula County, and their respective departments or agencies, and to those Rural Fire Districts associated by mutual aid agreement with the Emergency Operations Plan (EOP).

## **II. Policies**

### **A. NATIONAL**

1. Activities within ESF-15: External Affairs will be conducted in accordance with the National Incident Management System (NIMS) and the National Response Framework (NRF) and will utilize the Incident Command System (ICS).

### **B. STATE/LOCAL**

1. The day-to-day organizational structure of the Missoula County and City of Missoula departments will be maintained as much as is feasible in major emergency and disaster situations.
2. When local resources have been or are expected to be exhausted or overwhelmed, assistance can be requested through the Montana Disaster and Emergency Services Division.
3. All agencies and incident management teams operating within the scope of this EOP shall designate public information officers and conduct their public information affairs, news media relations, and all other external communications in a coordinated manner that respects the needs of all parties, while recognizing that those needs may not always be the same. The venue for achieving this coordination is the JIC.
4. Office of Emergency Services staff will be mobilized according to the Office's policies and procedures.
5. All agencies operating within the scope of this plan shall be as forthcoming as possible with the news media and the general public. Decisions regarding the appropriateness of information for release shall be governed by:
  - a. The United States Constitution and the Montana Constitution;

- b. All applicable state and federal statutes and local ordinances, including but not limited to criminal justice, criminal intelligence, and health information regulations;
- c. Individual agency policies, and;
- d. A reasonable assessment by elected officials, Incident Commanders, and organizational executives of what is in the public interest within the context of a given event or situation.

### **III. Situation**

#### **A. EMERGENCY/DISASTER CONDITIONS AND HAZARDS**

1. As outlined in Section X of the Basic Plan, Missoula County and the City of Missoula are subject to a number of hazards, both natural and man-made, that may negatively impact both the delivery of a wide range of essential services in the public and private sectors, and the efforts of citizens to manage their own affairs during a disaster or emergency.

#### **B. PLANNING ASSUMPTIONS**

1. Disasters have occurred in the county and will likely occur again.
2. The Missoula County Office of Emergency Services will play a lead or major role in any response to a large-scale emergency or disaster occurring in Missoula County or the City of Missoula.
3. Timely and accurate public information, constructive news media relations, and effective external communications are essential to serving the public interest and successfully resolving emergency or disaster situations.
4. Accidents and natural events evolve in a generally predictable pattern whereas the effects of deliberate criminal acts are more difficult to predict and may include steps to hinder an emergency response. When dealing with criminal acts, officials will almost certainly be constrained in the information that they are able to release to the public.
5. Calls for service may overwhelm the 9-1-1 Center, and in the absence of designated public information outlets, the burden on the 9-1-1 Center will be exacerbated by citizens calling there for information because they have nowhere else to turn. This situation must be mitigated by the organized use of designated and trained public information officers, since 9-1-1 is not intended, designed, or equipped to serve as a primary public information outlet.
6. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not publically owned or controlled. A disaster or major



emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this fundamental mix of public and private entities, planning, response and recovery activities will demand close cooperation and coordination among all parties.

7. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such incidents are listed below:
  - a. Disaster response and recovery activities that rely on the use of communications systems will likely be impacted and may be difficult to coordinate.
  - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services. These conditions could reduce the ability to respond and deliver public health and medical services.
  - c. Due to an already overwhelmed road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
8. The response to a disaster/emergency while continuing to handle the routine workload could tax personnel and other resources in the Office of Emergency Services, leading to the failure of systems and processes.
9. All agencies responding to an emergency or disaster have their particular organizational interests to consider, as well as the public interest. These interests may at times conflict, and that conflict is best reconciled by coordination and cooperation through the JIC.

## **IV. Concept of Operations**

### **A. GENERAL**

1. Pursuant to a mutual aid agreement between the county and city, disaster services are a cooperative venture between those two governmental entities, and the Missoula County Disaster and Emergency Services (DES) coordinator shall provide disaster planning and coordination services for both the city and county. The Disaster Planning Committee (DPC) is constituted to participate in and oversee the planning process and shall endorse the resulting EOP before it is submitted to the Mayor, Missoula City Council, and the Board of County Commissioners for adoption.

The duties of the DES coordinator are performed by the Director of Emergency Services and designated deputies.

2. If no mutual aid agreement exists between agencies, then the Montana mutual aid agreement (MCA 10-3-202) will be in effect.
3. The Missoula County Office of Emergency Services, along with the Missoula Board of County Commissioners and the Office of the Mayor of the City of Missoula, are the lead agencies for the development and coordination of ESF-15.
4. While the term "Joint Information Center" implies a single physical location, not all incidents reach a level of scale and complexity that requires the co-location of all public information resources and news media. The concept of a JIC is equally reliant upon a set of procedures, as set forth in the ESF-5 Annex, and these procedures apply regardless of the physical location or locations involved.
5. Coordinating the release of information among various agencies does not automatically confer on any organization the right to approve, revise, or deny the release of information by another. However, this point must also include considerations of agency accountability and constraints within city and county government and the authority of elected officials to manage the conduct of their own agencies.
6. Coordinating the release of information also does not imply that any organization has the automatic right to release information that is not its own. This point is particularly important with regard to information considered proprietary by private sector entities affiliated with the EOC.
7. Coordination between ESF-15 and other ESFs will be necessary to function effectively and provide a smooth transition from response to recovery actions.
8. Missoula County and the City of Missoula are composed of a complex blend of public agencies responsible for providing government services in the two jurisdictions. While the scope of this EOP encompasses only the elements of the city and county government, and those rural fire organizations affiliated with it by mutual aid agreement, those bodies cannot meet their emergency responsibilities without the cooperation of others, including state, federal and tribal government; non-governmental agencies; and private sector providers of utilities, transportation, communications, and health care services.

## **B. ORGANIZATION**

1. The Missoula County Office of Emergency Services is the lead agency for providing external affairs activities in Missoula County and the City of Missoula.

2. Missoula County and the City of Missoula have designated staff to conduct and coordinate their external communications.
3. Elected county officials and rural fire districts are responsible for the designation and training of any internal staff as public information officers to act on behalf of their organizations.

#### **C. PROCEDURES**

1. With support from the Office of Emergency Services, public information officers designated by the Board of County Commissioners and the Mayor's Office should assume the lead role in determining the need to establish a physical location for the JIC and establishing that location.
2. If it is determined that a single location for the JIC is either not necessary or not feasible under the conditions at the time, public information officers designated by the Board of County Commissioners and the Mayor's Office are responsible for coordinating the public information activities of all responders working under the EOP.

#### **D. THREAT ASSESSMENT AND MITIGATION**

1. When the DPC determines that there is a need for a particular threat assessment and mitigation strategy, the Missoula County Office of Emergency Services will be responsible to those portions of the assessment and strategy related to ESF-15. The threat assessment includes, but is not limited to:
  - Life/safety issues for the public and responders;
  - Likely threat to public health;
  - Likely duration of the emergency event;
  - Likely growth in scope of the emergency event;
  - Likely growth in the geographical coverage of the emergency event;
  - Likely need for mutual aid;
  - Likely need for increased personnel and logistical support;
  - Likely need to elevate the level of the EOC operation; and
  - Likely need to expand ICS.
2. Mitigation strategies may include, but are not limited to:
  - Notification and staging of key resources;
  - Assignment and dispersal of key resources;
  - Activating command centers or field command posts;
  - Activating Reverse 9-1-1;
  - Closure or limitation of access to certain critical infrastructure;
  - Closure of schools;
  - Cancellation of public events;
  - Activation of automatic mutual aid, or developing mutual aid agreements;
  - Requests for state or federal resources; and
  - Development and execution of a public information program that meets both tactical and strategic needs.

3. When any of these strategies require law enforcement actions, the Incident Commander will make the request to the EOC to coordinate agency efforts.

#### **E. PREPAREDNESS ACTIVITIES**

1. Participate in cooperative planning through the joint Local Emergency Planning Committee & Disaster Planning Committee (LEPC/DPC).
2. Provide appropriate training for personnel regarding their responsibilities under ESF-15.
3. Conduct drills and exercises to test the plans and procedures.
4. Maintain a good working relationship with partner agencies.
5. Provide related internal policies to the Office of Emergency Services when these policies are updated so they can be included in the EOP.
6. Maintain updated contact information with personnel and support agencies.
7. Maintain updated lists of resources that support ESF-15 including using FEMA guidelines to assign type levels. All such resource lists will be made available to the Office of Emergency Services.
8. Maintain current mutual aid agreements, develop new mutual aid agreements as necessary, and provide copies of those agreements to the Office of Emergency Services.
9. Develop and maintain appendices to this ESF annex as necessary.

#### **F. RESPONSE ACTIVITIES**

1. Provide designated representatives to the EOC to participate in JIC activities on the EOC's behalf.
2. Manage public information activities through the use of all available tools and resources, including but not limited to:
  - a. Press releases;
  - b. Press conferences;
  - c. Facilities and procedures associated with the JIC;
  - d. Granting news media access to officials and incident scenes;
  - e. Outbound emergency notifications through the 9-1-1 Center; and

f. Social media on the Internet.

3. Gather information and situation status for departments and agencies assigned to ESF-15 activities and report that information as appropriate to officials in the EOC.
4. Participate in the implementation of state and/or federal plans when appropriate.
5. Provide law enforcement activities within the county.
6. Participate in initial city- or county-wide damage assessment as appropriate.
7. Provide support to Incident Commanders and other officials in the dissemination of emergency warning information to the public.
8. Establish communication with and gather information and situation status for departments and agencies assigned to ESF-15.
9. Provide for the identification and preservation of essential department records.
10. Develop a list of resources, including apparatus, equipment, personnel, and supply sources.
11. Document incident-related costs and activities.
12. Request additional resources as needed.

#### **G. RECOVERY ACTIVITIES**

1. Continue the public information activities begun during the response until such time as the incident is officially terminated.
2. Participate in after-action debriefings and assessments and prepare reports as requested by the Office of the Mayor and the Board of County Commissioners. Prepare a prioritized list of damaged law enforcement equipment, facilities, and equipment in Missoula County.
3. Coordinate with other agencies as needed.

#### **V. Supplemental Information**

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Public Information and Alerts.
- Damage Reports.
- Disaster Assistance Center.

- Casualty Information.
- National Warning System.
- Emergency Broadcast System.