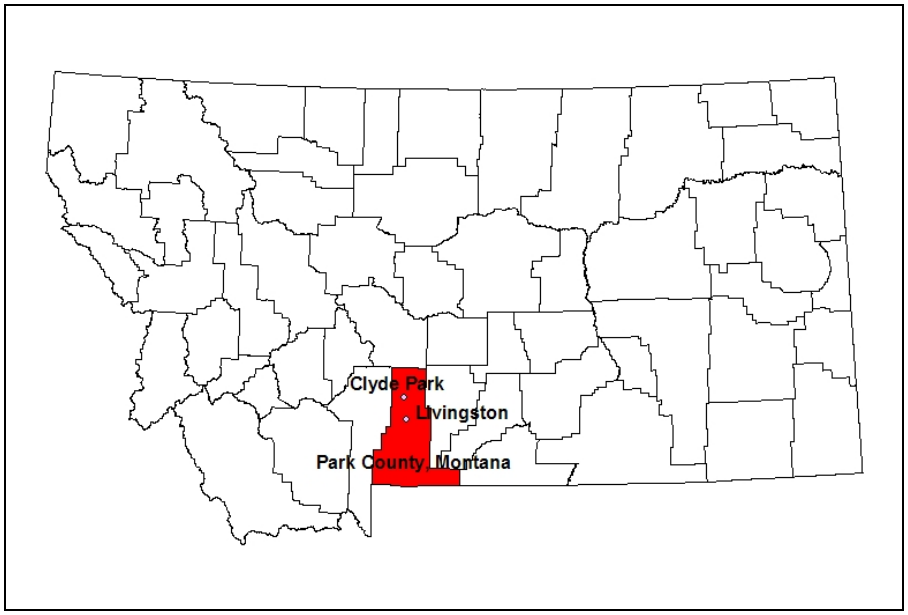
PARK COUNTY, MONTANA

Including the CITY OF LIVINGSTON and the TOWN OF CLYDE PARK

EMERGENCY OPERATIONS PLAN

May 2011



Assistance Provided by:

BIG SKY HAZARD MANAGEMENT LLC

4855 South Third Avenue ▪ Bozeman, MT 59715
406-581-4512 ▪ www.bigskyhazards.com

Promulgation Documents

Promulgation Document	Dated
Park County Commission	
City of Livingston	
Town of Clyde Park	
Park County Local Emergency Planning Committee	

Approval and Implementation

The Park County Emergency Operations Plan, including the jurisdictions of Park County, the City of Livingston, and the Town of Clyde Park, is a guiding and coordination document for managing disasters, emergencies, and incidents that exceed the standard operations of agencies and departments within the jurisdictions. This plan has been adopted by the governing bodies for Park County, the City of Livingston, and the Town of Clyde Park. This plan is effective upon approval and supersedes all previous versions.

Specific adaptations, augmentations, and modifications of the basic provisions of this plan may be required by appropriate officials under the overall supervision of the Incident or Unified Command and the Board of County Commissioners, Mayor, City Manager, Town Council, or other body of oversight, acting in fulfillment of their lawful duties and responsibilities.

Changes may be made to the plan by the Park County Disaster and Emergency Services Coordinator or designee, under the guidance of the Park County Local Emergency Planning Committee. Significant or fundamental changes to the plan will need approval by the governing bodies for Park County, the City of Livingston, and the Town of Clyde Park.

Record of Changes

Date Changed	Page(s) Changed	Reason for Change	Changed By

Record of Distribution

Organization	Received By	Date
Park County Departments		
Park County Commission		
Park County Coroner		
Park County Disaster and Emergency Services		
Park County Finance Department		
Park County Fire Warden		
Park County Geographic Information Systems		
Park County Health Officer		
Park County Planning Department		
Park County Public Health Department		
Park County Road Department		
Park County Sanitarian		
Park County Sheriff's Department		
City of Livingston Departments		
Livingston Building Inspector		
Livingston Building / Planning Department		
Livingston City Commission		
Livingston City Manager		
Livingston Finance Department		
Livingston Fire and Rescue		
Livingston / Park County 911 Dispatch		
Livingston / Park County Library		
Livingston Police Department		
Livingston Public Works		
Livingston Road Department		
Town of Clyde Park Departments		
Clyde Park City Hall / Mayor's Office		
Clyde Park City Fire Department		
Fire Districts		
Clyde Park Rural Fire District #2		
Cooke City / Silvergate Fire District		
Gateway Hose Company		
Paradise Valley Fire and EMS		
Park County Rural Fire District #1		
Wilsall Rural Fire District #3		
Ambulance Companies		
Gardiner Ambulance		

Organization	Received By	Date
Schools		
Arrowhead School		
Gardiner High School		
Livingston School Superintendent		
Park County School Superintendent		
Shields Valley School		
St. Mary's School		
Thomas More School		
Healthcare		
Community Health Partners		
Livingston HealthCare		
Mammoth Clinic		
Park Clinic		
State and Federal Agencies		
Montana Fish, Wildlife and Parks		
Montana Department of Natural Resources and Conservation		
Montana Department of Public Health and Human Services		
Montana Department of Transportation		
Montana Disaster and Emergency Services		
Montana Highway Patrol		
Montana National Guard Armory		
US Bureau of Land Management		
US Forest Service		
Yellowstone National Park Communications Center		
Yellowstone National Park Emergency Medical Services		
Yellowstone National Park Structure Fire Department		
Other		
American Red Cross		
Gardiner Chamber of Commerce		
Montana Rail Link		
RACES/MARS, Clyde Park		
RACES/MARS, Livingston		
Salvation Army		

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Other Linked Plans

9th Street Island Evacuation Plan
Cottonwood Dam Emergency Action Plan
Crazy Mountain Ranch Dam Emergency Action Plan
Livingston HealthCare Shelter In Place / Evacuation Plan
Livingston HealthCare Mass Fatality Plan
Main Boulder Evacuation Plan
Park County Community Wildfire Protection Plan
Park County Fire Communications Plan
Park County Hazard Mitigation Plan, August 2005
Park County Hazardous Materials Plan
Park County Health Department Agricultural Emergency Preparedness Plan
Park County Local Emergency Planning Committee Strategic Plan
Park County Pandemic Plan
Proposed Park County Fire Incident Communications Plan

1. Purpose, Scope, Situation, and Assumptions

1.1 Purpose

The Park County Emergency Operations Plan ("this plan") establishes the concept of operations and primary functions for managing disasters and emergencies in Park County, Montana including the City of Livingston and Town of Clyde Park. This plan provides an overview of the Park County approach to emergency operations and serves as the foundation for standard operating procedures and other agency documents. The primary audience is the local elected officials, department heads, and other agency leaders.

This plan outlines the roles, responsibilities, and functions of the various entities and jurisdictions in the county to facilitate an adequate response to extraordinary disaster or emergency situations. Effective planning allows for the efficient use of existing resources and capabilities. The result can be the saving of lives and preservation of property.

The local governments of Park County recognize their responsibilities to their citizens to manage disasters as effectively and efficiently as possible. Given the uncertainty of disasters, this plan lays the framework for an all-hazard approach and guides the coordination of multi-agency efforts. Functional annexes describe the operations for particular functions that may be performed. Hazard-specific annexes supplement the basic plan and provide more hazard-specific details and information. Departmental and jurisdictional standard operating procedures and policies additionally supplement the actions and functions identified here and are the responsibility of the individual entities to initiate and maintain.

1.2 Scope

The Park County Emergency Operations Plan applies to all incidents, emergencies, and disasters within the county area of Park County, Montana, including incorporated communities, when activated by the Park County Disaster and Emergency Services Coordinator or the Principal Executive Officers of the local governing body. The definitions follow:

- Incident: An event or occurrence, caused by either an individual or by natural phenomena, requiring action by disaster and emergency services personnel to prevent or minimize loss of life or damage to property or natural resources. The term includes the imminent threat of an emergency. (MCA 10-3-103 (8)(a))
- Emergency: The imminent threat of a disaster causing immediate peril to life or property that timely action can avert or minimize. (MCA 10-3-103 (7))
- Disaster: The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or artificial cause, including tornadoes, windstorms, snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or

other hazardous materials, outbreak of disease, bioterrorism, or incidents involving weapons of mass destruction. (MCA 10-3-103 (3))

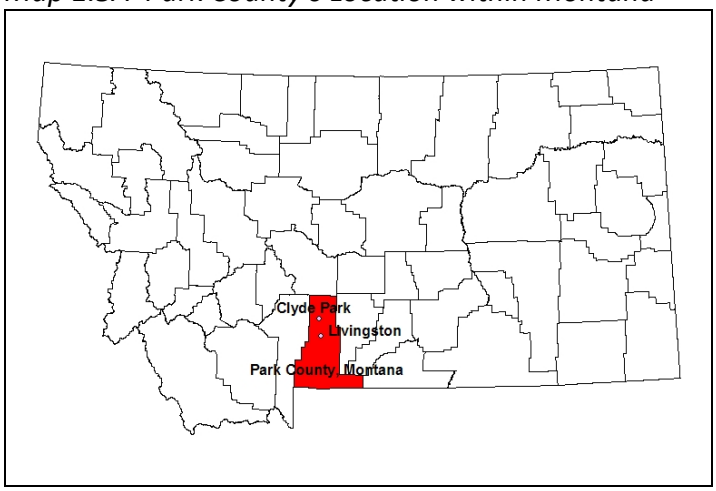
This plan applies to the following entities responding to a disaster, emergency, or incident in Park County:

- All County Departments
- All City Departments
- All Town Departments
- Fire Departments/Districts
- Law Enforcement Entities
- Ambulance Services
- Hospitals / Clinics
- Search and Rescue
- Schools
- Voluntary Organizations
- Mutual Aid Agencies
- State and Federal Agencies

1.3 Situation Overview

Park County, located in south-central Montana as shown in Map 1.3A, covers 2,802 square miles. The county is bordered on the north by Meagher County, on the east by Sweet Grass County, on the southeast by Carbon and Stillwater Counties, on the west by Gallatin County, and on the south by Yellowstone National Park and Park County, Wyoming. The topography varies from river valleys with elevations around 4,000 feet to mountain peaks reaching over 12,000 feet. Transportation infrastructure includes Interstate 90, US Highway 89, US Highway 212, Montana Rail Link railways, and small airports.

Map 1.3A Park County's Location within Montana



Park County, with a total population of 15,636 in 2010, has two incorporated communities, the City of Livingston and the Town of Clyde Park. There are several unincorporated communities in Park County including Cooke City, Corwin Springs, Emigrant, Gardiner, Jardine, Pine Creek, Pray, Silver Gate, South Glastonbury, Springdale, Wilsall, and Wineglass. Table 1.3B provides statistics for the larger communities. Approximately 24% of the population is under age 18 and 15% is 65 years or older. Livingston serves as the county seat.

Table 1.3B Community Information

Name	Type	Population*	Primary Roadways	Significant Water Bodies
Park County	County	15,636^	Interstate 90, US-89, US-212	Yellowstone River, Shields River
Clyde Park	Incorporated	310	US-89	Shields River
Cooke City	Unincorporated	75	US-212	None
Corwin Springs	Unincorporated	109	US-89	Yellowstone River
Emigrant	Unincorporated	488	US-89	Yellowstone River
Gardiner	Unincorporated	875	US-89	Yellowstone River
Jardine	Unincorporated	57	Jardine Road	None
Livingston	Incorporated	7,044	Interstate 90, US-89	Yellowstone River
Pray	Unincorporated	681	East River Road	Yellowstone River
Silver Gate	Unincorporated	20	US-212	None
South Glastonbury	Unincorporated	284	US-89	Yellowstone River
Springdale	Unincorporated	42	Interstate 90	Yellowstone River
Wilsall	Unincorporated	178	US-89, MT-86	Shields River
Wineglass	Unincorporated	256	US-89	Yellowstone River

^ includes all incorporated and unincorporated communities.
* Source: US Census Bureau, 2010.

1.3.1 Hazard Analysis Summary

A detailed hazard analysis was conducted in 2005 for Park County and the incorporated jurisdictions for the Hazard Mitigation Plan. A summarization of this analysis by hazard follows in Table 1.3.1A. The priority ratings are based on the probability and impacts of a likely event and vary by jurisdiction.

Table 1.3.1A Park County Hazard Analysis Summary

	Avalanche and Landslide	**Aviation Accident**	**Communicable Disease and Bioterrorism**
Probability	Moderate	Moderate	Moderate
Magnitude	Mass casualties	Mass casualties	Up to Phase 6 Pandemic
Impacts	Population	Population	Population, Economy
Warning	None to Hours	None	Hours to Months
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	National Forest lands and mountainous areas	Near airports	Urban settings, care facilities, schools
Potential Size	Localized	Localized	Localized to Countywide
Speed of Onset	Seconds	Seconds	Minutes to Weeks
Duration	Seconds	Seconds to Hours	Weeks to Months
Priority	Low	Low	Moderate

Table 1.3.1A Park County Hazard Analysis Summary (continued)

	Dam Failure	**Drought**	**Earthquake**
Probability	Low	High	Moderate
Magnitude	High loss of life and property	Up to D4 Drought (Exceptional)	Up to 0.3g/30%g horizontal (major damage)
Impact	Property, Population	Economy	Property, Population, Economy
Warning	Seconds to Hours	Weeks to Months	None
Locations	Downstream of Dams	Countywide	Countywide
Highest Risk Areas	Downstream of Cottonwood Dam	Rural, agriculture areas	Downtown areas, Near active faults
Potential Size	Localized to Community-wide	Community to Countywide	Community to Countywide
Speed of Onset	Minutes to Days	Weeks to Months	Seconds
Duration	Hours to Days	Months to Years	Seconds to Minutes
Priority	Low	Moderate	High

Table 1.3.1A Park County Hazard Analysis Summary (continued)

	Flooding	**Ground Transportation Accident**	**Hazardous Materials Release**
Probability	High	Moderate	High
Magnitude	100+ year and flash floods	Mass casualties	Mass casualties
Impact	Property, Population, Economy	Population	Population, Economy
Warning	Minutes to Hours	None	None to Hours
Locations	Generally along rivers and streams	Countywide	Generally along highways
Highest Risk Areas	Livingston and other areas along the Yellowstone and Shields Rivers	Along Interstate 90, US Highway 89, and US Highway 212	Along Interstate 90 and US Highway 89
Potential Size	Community to Countywide	Localized	Localized to Community-wide
Speed of Onset	Minutes to Days	Seconds	Seconds to Hours
Duration	Hours to Days	Seconds to Hours	Hours to Months
Priority	High	Moderate	High

Table 1.3.1A Park County Hazard Analysis Summary (continued)

	Railroad Accident	**Severe Thunderstorms and Tornadoes**	**Terrorism, Civil Unrest, and Violence**
Probability	Moderate	Moderate	Low
Magnitude	Mass casualties	Wind to 100+ mph, Hail to 1+ inches	Mass casualties
Impact	Population	Property, Population, Economy	Population, Economy
Warning	None to Minutes	Seconds to Hours	None
Locations	Along railroad	Countywide	Countywide
Highest Risk Areas	Montana Rail Link areas	Unsheltered areas, in mobile homes, and in vehicles	High-profile events
Potential Size	Localized	Localized to Countywide	Localized to Countywide
Speed of Onset	Seconds to Minutes	Seconds to Minutes	Seconds to Hours
Duration	Seconds to Hours	Minutes to Hours	Seconds to Days
Priority	Low	Moderate	Low

Table 1.3.1A Park County Hazard Analysis Summary (continued)

	Urban Fire	**Utility Outage**	**Volcano**
Probability	Moderate	Moderate	Low
Magnitude	Up to several city blocks	Loss of utilities for days to weeks	Up to several inches of ash
Impact	Property, Economy	Population, Economy	Property, Population, Economy
Warning	Seconds to Minutes	None to Hours	Hours to Days
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	Structures not meeting fire code standards	Structures using utility infrastructure	Structures not meeting building code standards
Potential Size	Localized	Localized to Countywide	Community to Countywide
Speed of Onset	Seconds to Hours	Seconds to Hours	Hours to Days
Duration	Hours to Days	Hours to Weeks	Hours to Weeks
Priority	Moderate	Moderate	Low

Table 1.3.1A Park County Hazard Analysis Summary (continued)

	Wildfire	**Wind**	**Winter Storms and Extended Cold**
Probability	High	Moderate	Moderate
Magnitude	Up to hundreds of thousands of acres	Wind to 100+ mph	Up to blizzard conditions and -51°F
Impact	Property, Population, Economy	Property, Population	Population, Economy
Warning	Minutes to Days	Minutes to Hours	Hours to Days
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	Near National Forest lands and other lands with adequate timber or fuels	Structures not meeting building code standards	Mountain passes and rural, isolated areas
Potential Size	Localized to Community-wide	Localized to Countywide	Community-wide to Countywide
Speed of Onset	Minutes to Days	Seconds	Minutes to Hours
Duration	Hours to Weeks	Minutes to Hours	Hours to Days
Priority	High	Moderate	Moderate

Vulnerabilities to the hazards include critical facilities, infrastructure, structures, the general population, special needs populations, and values such as economic, ecologic, historic, and social. Please refer to the Park County Hazard Mitigation Plan for more information on this analysis.

1.3.2 Capability Assessment

Park County, with the exception of Livingston, is primarily rural with a permanent resident population of approximately 15,636 and an area of 2,802 square miles. Much of the population is spread throughout small communities across the county, and some in remote areas, emergency response can be difficult. Table 1.3.2A lists the emergency response resources of the county. The majority of first responders in Park County are volunteers.

Table 1.3.2A Park County Emergency Response Resources

Type	Resources
Emergency Management	Park County Disaster and Emergency Services: 1 full-time position and 1 part-time position Note: Park County Disaster and Emergency Services serves all jurisdictions within Park County, including the City of Livingston and the Town of Clyde Park.
911 Dispatch Communications	Livingston / Park County 911 Dispatch Yellowstone National Park Communications Center
Law Enforcement	Park County Sheriff's Office Livingston Police Department
Fire Services	Park County Fire Warden Clyde Park City Fire Department Clyde Park Rural Fire District Cooke City / Silvergate Fire District Gateway Hose Company Livingston Fire Department Paradise Valley Fire and EMS Park County Rural Fire District Wilsall Rural Fire District
Ambulance Services	Gardiner Ambulance Livingston Fire Department Paradise Valley Fire and EMS
Mutual Aid	Park County is part of the Montana Mutual Aid system; the closest out-of-county resources (depending on the incident location) are: Gallatin County, Meagher County, and Sweet Grass County, Montana, Park County, Wyoming, and Yellowstone National Park.

Based on input from the jurisdictions, the greatest response limitations are:

- Volunteers – many response agencies are composed primarily of a limited number of volunteers; retention of Emergency Medical Technicians in outlying areas is difficult
- Rural Areas – the response times can be long due to distance and volunteer base
- Communications – changing technology, transitioning to narrowband, and coverage problems all make keeping communications equipment and training up-to-date difficult

1.3.3 Mitigation Overview

Mitigation, actions taken to reduce the impacts of a disaster before it happens, is outlined in detail in the Park County Hazard Mitigation Plan. This plan is updated, at a minimum, every five years by the Park County Local Emergency Planning Committee. Most mitigation activities in Park County are being implemented through land use regulations such as those for subdivisions. Floodplain maps were recently updated. The US Forest Service conducts regular fuel reduction projects in the county.

1.4 Planning Assumptions

- An incident, emergency, or disaster occurs that requires the activation of this Emergency Operations Plan.
- Some local government entities are unaffected enough by the disaster to respond.
- This plan should, with some modification of existing procedures or techniques, apply to all hazards.
- Not all aspects of this plan may be required and activation will depend on the situation.
- Limited resources within the county are available to respond.
- This plan and its annexes cannot specifically address actions for all possible events.
- This plan is only as effective as the understanding of the plan by those who will be implementing it. The intent of the plan is to form the framework around which emergency response to specific situations may be tailored. Individual jurisdictions and agencies must prepare procedural guidance for their personnel that supports and amplifies the provisions set forth in this Emergency Operations Plan.

2. Concept of Operations

If a major emergency or disaster situation occurs within Park County, an informed and coordinated response is mandated to protect lives and preserve property and the environment. Only trained personnel accomplishing prearranged plans and procedures will be prepared to respond in an effective and efficient manner.

2.1 Plan Activation

The Park County Emergency Operations Plan is activated by the Park County Disaster and Emergency Services Coordinator (or deputy), Principal Executive Officers, or upon declaration of a disaster or emergency. According to state law, the Principal Executive Officer is "the mayor, presiding officer of the county commissioners, or other chief executive officer of a political subdivision." (MCA 10-3-103 (10)) In the City of Livingston, a commission-manager form of government, the City Manager is the Chief Executive, and therefore, the Principal Executive Officer. (MCA 7-1-4121 (2))

Upon activation of the Emergency Operations Plan, the following entities should be notified, usually by the Park County Disaster and Emergency Services Coordinator (see Tab A, Local Government Disaster Information Manual (LGDIM), available on the Montana DES website):

- Principal Executive Officer(s) of the affected jurisdiction(s)
- Park County Disaster and Emergency Services Coordinator
- Livingston / Park County 911 Dispatch [County (24 hour) Warning Point]
- Montana Disaster and Emergency Services Duty Officer

2.2 Disaster and Emergency Declarations

Depending on the nature and extent of the incident, a local disaster declaration or emergency proclamation may be issued. These declarations can only be issued by the Principal Executive Officer by order or resolution. (MCA 10-3-402, 403) See the Montana LGDIM (available on the Montana DES website) for declaration templates. State disaster and emergency declarations may similarly be issued by the Governor and federal major disaster and emergency declarations are made by the President.

Local Emergency Proclamation: An emergency proclamation may be issued by order or resolution whenever the principal executive officer determines there is an emergency. An emergency proclamation may terminate with a disaster declaration or when the principal executive officer determines that the emergency no longer exists. (MCA 10-3-402 (1)(2)) An emergency is the imminent threat of a disaster causing immediate peril to life or property that timely action can avert or minimize. (MCA 10-3-103 (7))

Local Disaster Declaration: A disaster declaration may be issued by order or resolution whenever the principal executive officer determines a disaster is occurring or has occurred. A disaster declaration may be terminated when the principal executive officer determines that the disaster conditions no longer

exist. (MCA 10-3-403 (1)(2)) A disaster is the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or artificial cause, including tornadoes, windstorms, snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or other hazardous materials, outbreak of disease, bioterrorism, or incidents involving weapons of mass destruction. (MCA 10-3-103 (3))

2.3 Emergency Operations Center

The Park County Emergency Operations Center is located in the Community Room of the City / County Complex, Livingston. Alternate locations include Park County Rural Fire District Station 1, the Sheriff's Office in Gardiner, and any of the remaining fire stations. The US Forest Service building is a possible option, but arrangements have not been formalized.

The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC is an information and resource coordination center that supports incident management activities. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The local elected officials and other responsible agencies coordinate operations from the EOC, including coordination of resources within the county and coordination with neighboring jurisdictions. When the EOC is not opened, coordination occurs through Incident Command or Unified Command, generally at the Incident Command Post (ICP).

The activation of the Park County Emergency Operations Center will be situationally dependent. Given a limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Disaster and Emergency Services Coordinator or may involve multiple partners and section chiefs to coordinate resources and requests.

2.4 Local Assistance

In the event of a disaster, the county and municipalities may protect lives and properties using whatever local resources are available and necessary. Local governing bodies may levy up to 2 mills for emergency and disaster expenditures such as overtime pay, equipment usage, and contract work before state assistance can be provided. (MCA 10-3-405) If needed, the county Emergency Operations Center will be activated to coordinate response and recovery efforts and track expenditures.

Local government may request assistance from the next level of government after its resources have been expended and/or are clearly inadequate to cope with the effects of the disaster. Should local resources be exhausted, mutual aid from neighboring counties and state and federal assistance can be requested, but ultimately, the response is coordinated and implemented at the local government level and is supplemented by mutual aid, state, and federal resources. State and federal resources must be specifically requested by the Disaster and Emergency Services Coordinator or through the Park County

EOC, unless stated otherwise in written interagency agreements. Note: Park County Disaster and Emergency Services serves all jurisdictions within Park County, including the City of Livingston and the Town of Clyde Park.

2.5 State Assistance

The State of Montana may provide emergency response resources requested by the Park County Emergency Operations Center or the Disaster and Emergency Services (DES) Coordinator via verbal requests to the state Emergency Coordination Center or DES duty officer when a disaster or emergency declaration is pending or declared. Emergency assistance requests may also be included in the Remarks section of the Situation Report submitted to the state (see the Montana Local Disaster Information Manual (available on the Montana DES website) for more information).

For disaster recovery assistance, the local governing body requests assistance from the Governor through a detailed letter and a copy of the emergency or disaster declaration. This letter is submitted to the Governor through Montana Disaster and Emergency Services. Specific resources are requested by the Park County Disaster and Emergency Services Coordinator or local EOC to the state Emergency Coordination Center, the DES duty officer, or the recovery officer.

Once the requested resources are delivered to the county, the local DES Coordinator or EOC is responsible for tracking, coordinating, and implementing those resources. Financial assistance is provided by the Governor's Emergency and Disaster Fund. The State Coordinating Officer is the Department of Military Affairs, Disaster and Emergency Services Division Administrator or his/her designee.

2.6 Federal Assistance

When both local and state resources are exhausted, the Governor may declare a state emergency or disaster, through an Executive Order, and submit a request to the President, through Federal Emergency Management Agency (FEMA) – Region VIII, for federal assistance through the Stafford Act. The Stafford Act is the federal law that outlines the system for providing financial and physical assistance to state and local governments upon a federal disaster or emergency declaration. Several types of assistance are available and are dependent on the type and severity of the situation. Descriptions of some of the types of assistance follow. The Federal Coordinating Officer is a representative from the Department of Homeland Security (DHS) that coordinates all federal assistance, in the Presidential Declaration, with state and local governments and private relief organizations. Following a Presidential Declaration, a joint state-federal Disaster Field Office (DFO) is set up.

Federal Emergency Declaration: A federal emergency declaration may be issued for any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. (US Public Law 93-288)

Federal Major Disaster Declaration: A major disaster may be declared for any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. (US Public Law 93-288)

2.6.1 Presidential Major Disaster Declarations

Individual Assistance (IA)
Individual Assistance primarily involves disaster recovery for individuals. The forms of assistance typically available include low-interest loans for homeowners or businesses, cash grants, temporary housing, veteran benefits, tax refunds, excise tax relief, unemployment benefits, crisis counseling, and legal counseling.

Public Assistance (PA)
Public Assistance provides for the recovery of government infrastructure and services. This program typically funds the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster and other items such as debris removal and emergency protective measures. The categories are as follows:

Category A	Debris Clearance
Category B	Protective Measures
Category C	Bridge and/or Road Systems
Category D	Water Control Facilities
Category E	Public Buildings and Related Equipment
Category F	Public Facilities
Category G	Facilities Under Construction
Category H	Other Damages (not included in the above categories)

Hazard Mitigation Assistance
Hazard Mitigation Assistance, through the Hazard Mitigation Grant Program and others, funds measures designed to reduce future losses to public and private property. This assistance is managed by the state and is available to all communities in the state, not just those affected.

2.6.2 Federal Emergency Declarations

An Emergency Declaration is more limited in scope than a major disaster declaration and does not provide the long-term federal recovery programs. Generally, federal assistance and funding are provided to meet a specific emergency need, such as snow plowing, or to help prevent a major disaster from occurring.

2.6.3 Fire Management Assistance Declarations

A Fire Management Assistance Declaration, formerly known as a fire suppression assistance declaration, allows for assistance when a fire or fire complex threatens such destruction as would constitute a major disaster. This program is also managed by FEMA.

2.6.4 Other Declarations

Depending on the type of disaster, federal assistance may also be requested from and provided by the Small Business Administration and the US Department of Agriculture, among others.

3. Organization and Assignment of Responsibilities

The organization of this plan and the emergency operations of Park County are of a traditional functional format. Multiple organizations within the county coordinate and work together to perform a particular function or deal with a specific hazard. Flexibility within this system recognizes the limited resources available in Park County to manage an incident and allows for mutual aid from other jurisdictions and assistance from state and federal agencies.

3.1 Incident Management System

Park County uses the National Incident Management System (NIMS) and Incident Command System (ICS) as the basis for all incident management within the county. This system allows for flexibility, consistency, and integration of resources from other jurisdictions. All efforts related to the incident, emergency, or disaster should be coordinated through Incident Command, Unified Command, and/or the Emergency Operations Center to ensure consistency and efficient distribution of resources and to reduce duplication of efforts. See Section 4, Direction, Control, and Coordination for additional information on the Incident Command System.

3.2 Responsibilities

During times of disaster, government and private entities take on specific roles and responsibilities for managing the disaster - some are statutory, others are not. Each role is important to the broader emergency management picture. The entities listed are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid. Function-specific and hazard-specific annexes to this plan better define the roles and responsibilities for certain situations.

Even though this document discusses emergency roles and responsibilities, all listed entities have an obligation to prevent, plan for, and prepare for disasters and emergencies as part of their normal, non-emergency responsibilities. All entities listed shall be aware of, trained to, and have the ability to fulfill their designated roles and responsibilities as identified in this plan.

Park County governmental organizations, public safety, and support entities and any non-governmental organizations providing services to the public are responsible for preparing their own detailed internal checklists, standard operating procedures (SOPs), and procedural guidance in support of this plan. While specific responsibilities may vary somewhat depending upon the exact parameters of any incident, certain responsibilities may be identified as inherently part of certain positions or departments within the county, city, and town organizations.

Tables 3.2A and 3.2B list the various organizations and their primary and supporting roles in an emergency.

Table 3.2A Organizational Emergency Responsibilities by Function

P = Primary S = Supporting	Communications	Continuity of Government	Continuity of Operations	Damage Assessment	Direction and Control	Donations Management	Evacuation	Mass Casualty / Mass Fatality	Public Information	Shelter / Mass Care	Special Needs	Warning
Principal Executive Officers		P	P		P		P		P			
Disaster and Emergency Services	S	S	S	P	S	P	S	S	P	P	P	S
911 Dispatch	P	S	S	S	S		S	S	S		S	P
Law Enforcement	S			S	P		P	P	P		S	P
Fire Departments / Districts	S			S	S		P	P	P		S	S
EMS / Ambulance	S				S			P	S		S	
Coroner		S		S				P	P			
Public Health					S			S	P	S	P	S
Hospitals / Medical Providers				S				P	S		P	
VOAD	S			S		P	S	S	S	P	S	
Government Administration	S	P	P	S	S	S	S	S	S	S	S	
Water and Sewer			S	S					S			
Street and Road Departments			S	S			S	S	S			
Utility Providers	S		S	S					S			
Schools			S	S		S	S		S	S	P	
Veterinary Providers				S			S		S	S		
State / Federal Emergency Mgmt	S			S				S	S	S		
State / Federal Law Enforcement									S			
State / Federal Firefighting									S			
State / Federal Public Health									S			
State/ Federal Transportation								S	S			
Montana National Guard	S	S										

Table 3.2B Organizational Emergency Responsibilities by Hazard

P = Primary S = Supporting	Civil Disturbance	Earthquake	Flood / Dam Failure	Hazardous Materials	Hazardous Weather	Terrorism	Urban Fire	Volcano	Wildland Fire
Principal Executive Officers	S	S	S	S	S	S	S	S	S
Disaster and Emergency Services	S	P	P	S	P	S	S	P	S
911 Dispatch	S	S	S	S	S	S	S	S	S
Law Enforcement	P	P	P	S	P	P	S	P	S
Fire Departments / Districts	S	P	S	P	S	S	P	S	P
EMS / Ambulance	S	S	S	S	S	S	S	S	S
Coroner	S	S	S	S	S	S	S	S	S
Public Health		S	S	P	S	S	S	P	S
Hospitals / Medical Providers	S	S	S	S	S	S	S	S	S
VOAD		S	S	S	S	S	S	S	S
Government Administration		S	S	S	S	S	S	S	S
Water and Sewer		S	P	S	S	S	S	S	S
Street and Road Departments	S	S	P	S	P	S	S	S	S
Utility Providers		S	S		P	S	S	S	S
Schools		S	S	S	S	S	S	S	S
Veterinary Providers		S	S	S	S	S		S	S
State / Federal Emergency Mgmt		S	S		S	S		S	S
State / Federal Law Enforcement	P					P			
State / Federal Firefighting									P
State / Federal Public Health		S	S	S	S	S		S	S
State/ Federal Transportation						S		S	
Montana National Guard	S	S	S	S	S	S	S	S	S

3.2.1 All Entities

During Emergency Operations

- When acting as Incident Command, establish an Incident Command Post.
- Consider the need for Unified Command.
- When acting as Incident Command, establish staging area(s), if necessary.
- When arriving on the scene, check in with Incident Command.
- Maintain a personal log of all decisions, actions, and contacts, including dates and times.
- Carefully track and log all personnel, equipment, and supplies being used for the incident. (See Tab C of the Local Government Disaster Information Manual (LGDIM), available on the MT DES website.)
- Send a representative to the Emergency Operations Center (EOC), if requested.
- Request mutual aid, as needed.
- Request additional resources through the EOC, if activated.
- Incorporate mutual aid resources and unaffiliated volunteers, as applicable.
- Maintain readiness to respond to additional incidents that may arise.

Before and After Emergency Operations

- Develop Standard Operating Procedures (SOPs) to support emergency operations and the contents of this plan.
- Train personnel to operate in emergency situations, including representing the agency/organization in the Emergency Operations Center (EOC).
- Maintain accurate personnel rosters, credentials, and contact information.
- Develop procedures and information for mutual aid resources and new volunteers that may assist during an emergency.
- Ensure adequate back-up/alternate personnel are trained to perform critical functions.
- Ensure adequate supplies and equipment are available for initial disaster response.
- Ensure back-up systems are in place for critical plans, data, and information, including hard copies where applicable.
- Educate the public on preparedness and hazard mitigation activities.
- Participate in emergency exercises and disaster drills, including after action sessions/critiques.
- Participate in Emergency Operations Plan updates.

3.2.2 Principal Executive Officers / Local Elected Officials

- Oversee jurisdictional response to the incident.
- Provide guidance and overview and develop policies in support of the emergency operation. (See Tab B of the Local Government Disaster Information Manual (LGDIM), available on the MT DES website.)
- Declare emergencies and disasters through orders or resolutions. (MCA 10-3-402, 403) (See Tab F and Attachments, LGDIM)
- Leverage emergency funding, up to 2 mils.
- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)

- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)
- Review and sign necessary documents and agreements.
- Authorize overtime pay for employees, if needed.
- Actively participate in Emergency Operations Center activities.
- In concert with Disaster and Emergency Services and/or the Liaison Officer, coordinate with State and Federal officials.
- In coordination with the Public Information Officer, provide information to the media.

3.2.3 Disaster and Emergency Services

- Advise and assist the Principal Executive Officers / Local Elected Officials in the performance of their emergency duties.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Maintain communications with Incident Command Post(s).
- Field and fulfill resource requests until the Emergency Operations Center (EOC) is activated.
- Request state and/or federal assistance, as needed.
- Activate the EOC, if necessary.
- Identify and contact private organizations needed to support EOC functions, if necessary.
- Inform Principal Executive Officers / Local Elected Officials and/or City Manager of significant events.
- Initiate resource management and tracking.
- Coordinate with state and federal agencies, businesses, and voluntary organizations, as needed.
- Develop and transmit, preferably written but may be verbal, situation reports for Montana DES and others.
- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services.
- Through the EOC, coordinate community-wide damage assessments.
- Through the Incident Commander, Public Information Officer, or designee, ensure warning messages and disaster information are distributed to the media and private citizens, as appropriate.
- Establish a Joint Information Center, if needed.
- Establish a public information hotline / electronic media, if needed.
- Maintain documentation necessary for reimbursement requests.
- Supervise and coordinate disaster recovery.

Note: Park County Disaster and Emergency Services serves all jurisdictions within Park County, including the City of Livingston and the Town of Clyde Park.

3.2.4 911 Dispatch

- Alert and dispatch local emergency responders.
- Field and prioritize 911 calls.
- Receive and document field reports and relay information.

- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.
- Coordinate communication channel usage.
- Dispatch additional resources, as requested by Incident Command or event protocols.
- Initiate activation of the Emergency Alert System (EAS), as requested by Incident Command or Disaster and Emergency Services Coordinator.
- Implement reverse calling procedures, as requested by Incident Command or Disaster and Emergency Services Coordinator, where applicable.

3.2.5 Law Enforcement

including Montana Highway Patrol

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Maintain civil authority.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Disseminate information on hazardous conditions to 911 dispatch, other responders, and those at risk.
- Disseminate and implement evacuation orders.
- Coordinate search and rescue efforts and manage Search and Rescue teams.
- Supervise auxiliary forces, as needed.
- Investigate criminal activities related to the disaster.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA 50-2-116)
- Serve as the link to the Montana All Threat Intelligence Center (MATIC).
- Provide Critical Infrastructure and Key Resource (CIKR) protection.

3.2.6 Fire Departments / Districts

- Extricate and rescue victims.
- Provide wildland and structural fire suppression.
- Control hazardous material releases, to the extent training allows, and coordinate with Disaster and Emergency Services.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Provide emergency medical assistance, as training allows.
- Disseminate information on hazardous conditions to 911 dispatch, other responders, and those at risk.
- Assist with evacuations.
- Investigate the cause of fires. (MCA 7-33-2001)
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

3.2.7 Emergency Medical Services / Ambulance

- Triage victims, if necessary.
- Communicate and coordinate with area hospital/medical providers.
- Stage and treat patients, as needed.
- Transport victims to area hospitals.

3.2.8 Coroner

- Identify deceased persons.
- Notify next of kin of death.
- Inquire into the cause, manner, and circumstances of death. (MCA 7-4-2911)
- Release public information regarding incident fatalities.

3.2.9 Public Health

- Monitor public health conditions, including disease outbreaks and contamination.
- Provide technical assistance on health and environmental risks, as necessary.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)
- Prohibit the use of places infected with communicable diseases. (MCA 50-2-116)
- Act as a liaison between the Principal Executive Officers / Local Elected Officials and the healthcare community.
- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.
- In coordination with the Public Information Officer, develop and disseminate public health information.
- Assist with the location of temporary hospitals, assisted living facilities, and morgues, if necessary.
- Supervise environmental pollutant clean-up operations.
- Advise when contaminated areas are safe for re-entry.

3.2.10 Hospitals / Medical Providers

- Initiate hospital emergency plans.
- Coordinate with Emergency Medical Services / Ambulance.
- Coordinate with the Public Information Officer on the dissemination of public health information.
- Provide Critical Incident Stress Management (CISM) services, as requested.

3.2.11 Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.

- Coordinate volunteer organization relief activities, including financial assistance and commodity distribution for victims.
- Manage donations.
- Assist with medical and mental health needs.
- Assist with community-wide damage assessments.

3.2.12 Government Administration

- Provide support for the EOC and/or Incident Commanders through individual expertise (legal counsel, accounting, GIS, etc.).
- Review and sign necessary documents and agreements.
- Provide office space, supplies, equipment, and administrative support, as needed.
- Assist with community-wide damage assessments, as requested.
- Assist with emergency repairs on damaged infrastructure where qualified and requested.
- Resume government services at alternate facilities, if necessary.

3.2.13 Water and Sewer Departments / Districts

- Monitor municipal water supplies and quality.
- Be prepared to shut down or isolate public utilities and services if threatened with contamination.
- Assess damages to water and sewer systems.
- Conduct emergency repairs on damaged water and sewer infrastructure.
- In coordination with the Public Information Officer, provide information on water and sewer outages or orders.
- Track usage of government and private/contract equipment.

3.2.14 Street and Road Departments

including Montana Department of Transportation

- Assess damages to roadways and bridges.
- Close roadways, as needed.
- Provide information on and signage for street and road closures.
- Recommend transportation alternatives.
- Clear roadways of debris and snow.
- Conduct emergency repairs on damaged roadway and bridge infrastructure.
- Track usage of government and private/contract road equipment.

3.2.15 Utility Providers

- Assess damages to utility production and distribution systems.
- Conduct emergency repairs on damaged utility infrastructure.
- Be prepared to shut down services if threatened or pose an additional hazard, such as natural gas lines.

- In coordination with the Public Information Officer, provide information on utility outages.

3.2.16 Schools

- Assess damages to school facilities.
- Allow shelters, staging areas, distribution points, and/or recovery centers be established at school facilities, if requested.
- Determine school operating status in coordination with the Incident Commander and/or EOC.
- Provide buses and drivers, as requested.
- In coordination with the Incident Commander, Public Information Officer, or designee, provide information on school closures and incidents.

3.2.17 Veterinary Providers

including Montana Department of Livestock

- In coordination with the Public Information Officer, provide emergency information for livestock and pet owners.
- Identify and assist with animal sheltering locations.
- Provide guidance on animal specific issues to the EOC.
- Monitor for animal and agricultural disease outbreaks.
- Implement livestock or animal quarantine procedures, as needed.

3.2.18 State and Federal Emergency Management Entities

including Montana DES and FEMA

- Assist local emergency management officials, as needed.
- Provide direct support and coordinate with local emergency management on state and federal entities affected by the incident.
- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as incident management teams.
- Fulfill emergency requests for resources.
- Establish a Disaster Field Office following a federal disaster declaration.
- In coordination with the Public Information Officer, provide information on state and federal disaster assistance.

3.2.19 State and Federal Law Enforcement Entities

including Montana Department of Criminal Investigation (DCI) and Federal Bureau of Investigation (FBI)

- Assist local law enforcement with investigations, as requested.
- Maintain the Montana All Threat Intelligence Center (MATIC).
- Provide public information on non-localized homeland security threats.
- In coordination with the Public Information Officer, provide information on localized homeland security threats.

3.2.20 State and Federal Firefighting Entities

including Montana Department of Natural Resources and Conservation (DNRC), US Forest Service (USFS), US Bureau of Land Management (BLM), and Yellowstone National Park (YNP)

- Provide wildland and structural fire suppression on state and federal lands.
- Coordinate with and support suppression efforts on adjacent and nearby private lands.
- In coordination with the local Public Information Officer, if established, provide information on fires located on state or federal lands.

3.2.21 State and Federal Public Health Entities

including the Montana Department of Public Health and Human Services (DPHHS) and the Montana Department of Environmental Quality (DEQ)

- Assist local public health officials, as requested.
- Conduct laboratory and environmental testing, as needed.
- Provide public information on non-localized communicable disease threats.

3.2.22 State and Federal Transportation Entities

including the Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB)

- Investigate significant transportation accidents.
- In coordination with the Public Information Officer, provide information on transportation incidents within their jurisdiction.

3.2.23 Montana National Guard

- Support local law enforcement efforts, as requested.
- Provide support to Disaster and Emergency Services, as needed.
- Provide communications support, as requested.

3.3 Mutual Aid

Montana has an intrastate mutual aid system as documented in MCA 10-3-9; Park County is a member. Montana is also a member of the national Emergency Management Assistance Compact. Resources received through mutual aid are to be integrated into the incident management system. Responding mutual aid partners retain command control of their resources but are under the operational control of the receiving jurisdiction. Additional information for fire and other resources can be found in the Montana Fire Services' Mutual Aid, Command, and Field Operations Guide.

Verbal or written requests for assistance, other than law enforcement or fire resources, must be made by the presiding officer of the governing body, chief executive officer, or the chief executive officer's designee. Verbal requests must be confirmed in writing within 30 days. (MCA 10-3-907) The responding resources are to be reimbursed by the requesting jurisdiction unless the services are donated. (MCA 10-3-910)

Other mutual aid agreements include:

- Fire Mutual Aid (MCA 10-3-9 and MCA 10-3-209)
- Law Enforcement Mutual Aid (MCA 44-11-101)
- Montana Healthcare Mutual Aid System
- Automatic Aid Agreements within the Fire Service
- Mutual Aid Agreements between Park County and the local fire jurisdictions
- Initial Attack Mutual Aid Agreements – outline cooperative fire efforts between Park County and the US Forest Service, US Bureau of Land Management, the Montana Department of Natural Resources and Conservation (DNRC), and Yellowstone National Park.
- State/County Cooperative Program between Park County fire services and DNRC - assures free state assistance for local protection from wildland fires in exchange for county protection of state trust lands within the county
- Law Enforcement Mutual Aid Agreement between the Park County Sheriff's Office and the National Park Service
- Public Health Mutual Aid Agreements between the Park County Health Department and Livingston HealthCare, Community Health Partners, and the Park County School Districts for pandemic situations
- Regional Public Health Mutual Aid Agreement between the Greater Yellowstone Planning and Response Group members

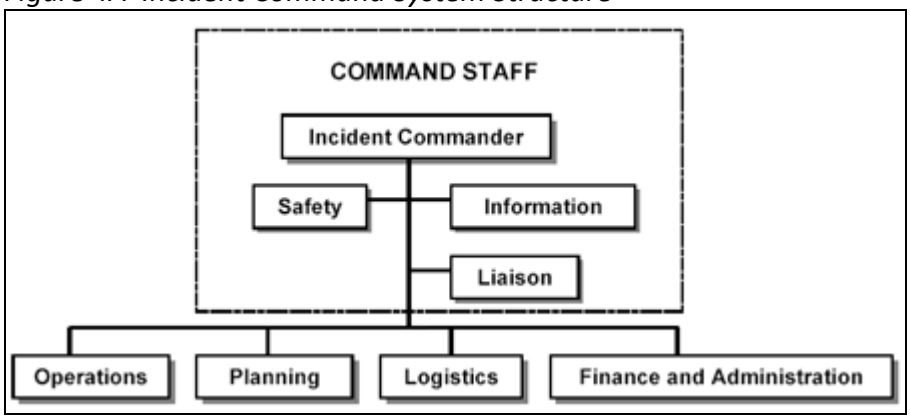
3.4 Resource Management

During small scale incidents, resource management is the responsibility of the Incident Command or Unified Command. Upon activation of the Emergency Operations Center (EOC), resources will be requested, coordinated, and tracked by the EOC. When additional resources are needed, the specific items will be requested through local mutual aid and private partners. When those resources are exhausted and a local disaster has been declared or is pending, specific requests (including kind and type) will be made to the Montana Emergency Coordination Center or the DES Duty Officer by the Park County Disaster and Emergency Services Coordinator or the Emergency Operations Center. Once the requested resource is received, the item will be tracked by the EOC's Planning Section using an easily maintainable and accessible system and mobilized by the Operations and/or Logistics Sections. The Finance/Administration Section is responsible for tracking any expenditures or requests that may require reimbursement. All resources used in the disaster are to be tracked until they are demobilized and recovered or expended.

4. Direction, Control, and Coordination

Emergency response in Park County is to be managed using the Incident Command System (ICS). ICS is a readily expandable, yet standardized on-scene incident management concept designed specifically to allow responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. The ICS enables integrated communication and planning by establishing a manageable span of control and divides an emergency response into five manageable and essential functions: Command, Operations, Planning, Logistics, and Finance/Administration. Figure 4A shows the basic structure. Structural components may be combined during smaller incidents, or in turn, may be expanded as the situation demands.

Figure 4A Incident Command System Structure



Source: US Department of Labor, Occupational Safety & Health Administration eTools, September 2005.

Some basic descriptions follow:

- Incident Commander: Directly commands the incident, as well as all of the subsidiary functions, including the three command staff functions.
- Safety: Looks after the safety of responders, onlookers, etc.
- Information: Assures prompt, factual, and coordinated information releases to the public.
- Liaison: Coordinates with supplemental resource agencies and the Emergency Operations Center, if activated.
- Operations: Manages the tactical operations of the incident, including:
    - Staging: a designated area for immediate access to resources
    - Resource Management: coordination and management of resources performing a specific function, such as fire suppression, law enforcement, emergency medical services, search and rescue, and hazardous material response.
- Planning: Based on the best available data and input from the Incident Commander, devises the best possible short and long term approaches to incident response.
- Logistics: Works with planning to estimate and procure the necessary response resources, such as basic support for responders.
- Finance / Administration: Keeps accurate records of time, resources, personnel, etc. for subsequent billing, investigations, reviews, etc.

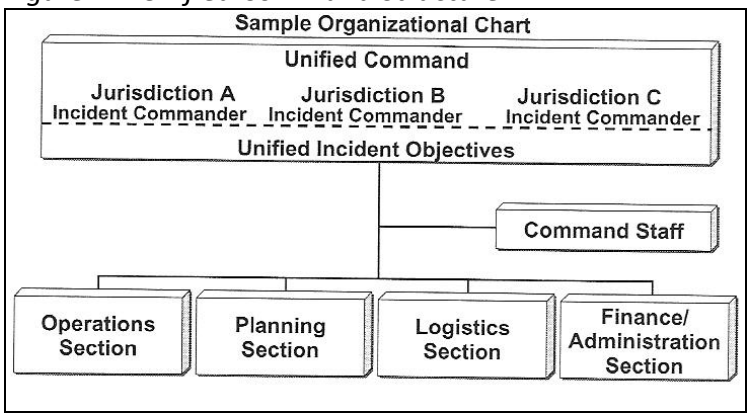
During incidents involving multiple agencies or across jurisdictional lines, individual organizations and jurisdictions retain the ownership and command of their resources, however, operational control may be managed through the Incident Command System. Unified Command is a multi-jurisdictional coordination system that allows jurisdictions to maintain their sovereignty and "command centers" but allows for centralized coordination to more effectively manage an incident.

Unified Command links the organizations responding to or supporting the incident response and provides a forum for these entities to provide strategic guidance and facilitate a coordinated response. Unified Command does not involve assumption of authority or responsibilities of participating organizations nor does it imply any assumption of tactical authority or responsibilities associated with Incident Command itself.

Under Unified Command, the various jurisdictions, agencies, and non-government responders join together to form a coordinating group, usually in the Incident Command Post, but possibly also in the Emergency Operations Center for events that have multiple incidents. Elected officials may advise, support, and participate in Unified Command through the issuance of government orders and policy and assigning assets to be used in the incident. Elected officials generally have the overall responsibility for the public's safety. Unified Command representatives usually work together to develop a common set of incident objectives and strategies, share information, maximize the use of available resources, and enhance the efficiency of the individual response organizations in support of the tactical response carried out under the Incident Commander and his or her staff.

"As a team effort, Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate with a common system or organizational framework." (Intermediate ICS-300 Student Workbook, December 2006)

Figure 4B Unified Command Structure



Source: Intermediate ICS-300 Student Workbook, December 2006.

Unified Command members must have decision-making authority within the organization they represent for the response. To be considered for inclusion as a Unified Command representative, the representative's organization must:

- Have jurisdictional authority or functional responsibility under a law or ordinance for the incident.
- Have an area of responsibility that is affected by the incident or response operations.
- Be specifically charged with commanding, coordinating, or managing a major aspect of the response.
- Have the resources to support participation in the response.

In addition, Unified Command representatives must also be able to:

- Agree on common incident objectives and priorities.
- Have the capability to support a 24-hours-a-day, 7-days-a-week operation, if necessary.
- Have the authority to commit resources to the incident.
- Have the authority to spend agency or organization funds.
- Commit to speak with “one voice” through the Information Officer or Joint Information Center (JIC), if established.
- Agree on logistical support procedures.
- Agree on cost-sharing procedures, as appropriate.

Unified Command is not "decision by committee." The principals are there to coordinate the response to an incident. Time is of the essence. Unified Command is intended to develop synergy based on the significant capabilities that are brought by the various representatives. There should be personal acknowledgement of each representative's unique capabilities, a shared understanding of the situation, and agreement on the common objectives.

With the different perspectives on Unified Command comes the risk of disagreements, most of which can be resolved through an understanding of the underlying issues. Contentious issues may arise, but the Unified Command framework provides a forum and a process to resolve problems and find solutions. If situations arise where members of Unified Command cannot reach consensus, the Unified Command member representing the agency with primary jurisdiction over the issue would normally be deferred to for the final decision.

In most incidents, command and control will begin at an Incident Command Post (ICP), at or close to the scene of the incident. In larger scale events, the Park County Emergency Operations Center (EOC) can be activated. The EOC acts as an information and resource coordination center that supports incident management activities. Communications between the EOC and ICP will be established, if they are not co-located. The Emergency Operations Center is activated and maintained by Park County Disaster and Emergency Services. When the EOC is not opened, coordination occurs through Incident Command or Unified Command, generally at the Incident Command Post (ICP). Ultimately, whether the EOC is open or not, agencies have a responsibility to coordinate amongst themselves. This coordination may include not only requesting resources or actions but also letting the requesting agencies know when the request has been filled or action has been taken. Inter-departmental, agency, and jurisdictional coordination is essential in all incidents.

This Emergency Operations Plan was created and is to be used in coordination with other local, state, and federal plans. Other related local plans (horizontal coordination) include:

- 9th Street Island Evacuation Plan
- Cottonwood Dam Emergency Action Plan
- Crazy Mountain Ranch Dam Emergency Action Plan
- Livingston HealthCare Shelter In Place / Evacuation Plan
- Livingston HealthCare Mass Fatality Plan
- Main Boulder Evacuation Plan
- Park County Community Wildfire Protection Plan
- Park County Fire Communications Plan
- Park County Hazardous Materials Plan
- Park County Health Department Agricultural Emergency Preparedness Plan
- Park County Pandemic Plan
- Proposed Park County Fire Incident Communications Plan

State and federal plans (vertical integration) include:

- State of Montana Disaster and Emergency Plan
- Montana Emergency Alert System State Plan
- State of Montana Continuity of Operations Plans
- State of Montana Department of Public Health and Human Services, Mass Fatality Plan
- State of Montana Hazardous Materials Response Plan
- State of Montana Mutual Aid and Common Frequencies Manual
- Statewide Communications Interoperability Plan
- Federal Fire and Aviation Operations Plan
- National Response Framework
- National Warning System Operations Manual
- Northern Rockies Coordination Center Mobilization Guide

5. Information Collection and Dissemination

5.1 Information Collection for Planning

A wide variety of information sources are used when developing Incident Action Plans and Situation Reports, depending on the type of incident. Table 5.1A outlines the basic information sources. Specific website and phone numbers are not listed here due to frequent changes. More detailed information can be found in the annexes.

Table 5.1A External Information Sources

Information Type	Source
Earthquake Information	Montana Bureau of Mines and Geology US Geological Survey
Flood Forecasts, Stages	National Weather Service, Billings
Hazardous Material Guidelines	US Department of Transportation Montana Disaster and Emergency Services
Threat Intelligence	Montana All Threat Intelligence Center
Volcano Information	US Geological Survey
Weather Forecasts, Alerts	National Weather Service, Billings
Wildfire Information	InciWeb Northern Rockies Coordination Center

Information will be shared through the most reliable and available means available. During large scale incidents, Montana Disaster and Emergency Services will be notified. Situation reports and incident action plans will be regularly created, updated, and disseminated by the Park County Disaster and Emergency Services Coordinator or the Planning Section. These reports and daily briefings provide important information to responders on the broader scope of the incident and the parties involved. The following templates/forms are provided by Montana Disaster and Emergency Services and are available on their website:

- Initial Damage Checklist, Tab E, LGDIM
- Local Government Situation Report, DES Form 209
- Preliminary Damage Assessment – Potential Subgrantee, FEMA Form 90-135
- Preliminary Damage Assessment – Site Estimate (State Form), Tab E, LGDIM

Note: As of 2011, much of this information may be communicated and coordinated through internet based systems, when such systems are available following a disaster.

5.2 Montana All Threat Intelligence Center Liaison

The office responsible for coordinating with the Montana All Threat Intelligence Center (MATIC) is the Park County Sheriff's Office. During terrorist incidents and civil disturbances, a representative from the Sheriff's Office will receive information from and provide information to the MATIC as it relates to the incident. Information will be distributed as needed and allowed.

5.3 Public Information

During small scale, single jurisdiction incidents, the Information Officer, Incident Commander, or City Manager will provide public information for the incident. In larger scale incidents, a single, countywide Public Information Officer (PIO) may be established at the Emergency Operations Center or many PIOs may be located in a Joint Information Center (JIC) with representatives in the field. The role of a Public Information Officer or a Joint Information Center is to provide one unified, clear, consistent message for the public, and those working on the event as well, thus avoiding unnecessary confusion. When the public receives conflicting information from multiple agencies perceived to be "in charge," inappropriate public response or a lack of confidence may result. The resources available in Park County for public information dissemination include telephone, radio, television, internet/electronic media, newspaper, NOAA weather radio, face-to-face contact, and loud speakers mounted on vehicles. More information on the public information system can be found in the Public Information Annex of this plan. Additional information on warning capabilities, including the Emergency Alert System, can be found in the Warning Annex.

6. Communications

During incidents, the most reliable and available means of communications will be utilized. Most often, response agencies (fire, law, and EMS) use public safety radio communications to communicate with each other and with 911 Dispatch. The Park County public safety communication system includes repeaters, simplex (radio-to-radio) channels, and pagers. Radio traffic is to use plain language and not use "10-codes." Additional systems for internal communications include cellular, landline, and satellite telephones, fax machines, e-mail, internet, and amateur radio. The Communications Annex outlines additional information on emergency communications.

The Park County public safety communications system is supported by the Livingston / Park County 911 Dispatch. Park County is part of the South Central Montana Interoperability Consortium (SCMIC) and Interoperability Montana (IM). These groups are working to create interoperable communications systems at the local, state, federal, and international levels. Interoperability plans include:

- South Central Montana Interoperability Consortium, Interoperable Communications Plan
- Statewide Communications Interoperability Plan
- State of Montana Mutual Aid and Common Frequencies Manual

7. Administration, Finance, and Logistics

7.1 Finance/Administration

The role of Finance/Administration in a disaster is to track expenses, recover costs, provide payments, maintain a detailed disaster file, and support the overall disaster operation. Disaster and emergency documentation should be submitted to the Park County Disaster and Emergency Services Coordinator or the Finance/Administration Section, if established. As a general rule, as the event expands in scope, the quantity of information that needs to be processed increases.

Within the Emergency Operations Center, examples of tasks completed by the Finance/Administration Section include:

- Record personnel time for payroll.
- Manage contracts, leases, claims, and equipment time records.
- Track incident costs.
- Manage receipt of funding from multiple sources.
- Forecast additional financial needs.
- Maintain policies related to overtime pay and procurement procedures.

Proper disaster documentation is essential for the following reasons:

- Reporting: situation reports and incident actions plans often require up-to-date information
- Recover costs: most agencies will not provide reimbursement for disaster related expenses without detailed documentation
- Historical record: details on the incident are important for future planning efforts, grant applications, and mitigation efforts

Note: The need to safeguard sensitive information, particularly as it pertains to certain law enforcement and personal records and information, is a primary responsibility of all personnel involved.

At a minimum, the following information must be submitted for all incidents when requested by the Park County Disaster and Emergency Services Coordinator or the Finance/Administration Section, if established:

- Payroll records, including a breakdown of the type of work accomplished
- Records of equipment usage, including owned, rented, or borrowed equipment (be sure to include dates and start/end times)
- Records of materials expended
- Documentation of injuries to personnel and damage to public facilities and equipment (including pictures, if possible)
- Records of mutual aid requests, offers, and resources provided (be sure to include the types of resources, dates, and start/end times)

The following forms are used locally during disaster and emergency operations for financial tracking (see Tab C and Tab H of the Local Government Disaster Information Manual (available on the Montana DES website)):

- Force Account Equipment Record
- Force Account Labor Record Summary and Spreadsheet
- Force Account Labor/Equipment/Material Combination Form
- Materials Summary Record
- Rented Equipment Record
- Summary of Documentation

Potential funding sources for disaster cost recovery include, but are not limited to:

- State of Montana Emergency and Disaster Fund (see Tab G of LGDIM)
- Federal Public Assistance (PA)
    - Category A: Emergency Work – Debris Removal
    - Category B: Emergency Work – Emergency Protective Measures
    - Category C: Permanent Work – Road Systems and Bridges
    - Category D: Permanent Work – Water Control Facilities
    - Category E: Permanent Work – Buildings, Contents, and Equipment
    - Category F: Permanent Work – Utilities
    - Category G: Permanent Work – Parks, Recreational, and Other
- Federal Individual and Households Grant Program
    - Disaster Assistance
    - Crisis Counseling
    - Disaster Legal Services
    - Disaster Unemployment Assistance
- USDA Disaster Assistance
- Federal Fire Management Assistance Grant Program
- USFA Reimbursement for Firefighting on Federal Property
- Federal Community Disaster Loan Program
- Federal Emergency Food and Shelter Program
- Homeowner and Business Insurance (including the National Flood Insurance Program)
- Small Business Administration Disaster Loans

Emergency responders and local officials should become familiar with the documentation requirements and procedures during exercises and workshops.

Losses to government property should be clearly recorded should reimbursement be requested. Emergency repairs to buildings and infrastructure may begin, but if possible, to ensure that work will be reimbursed, send replacement estimates to Montana DES for approval prior to beginning work if a state or federal disaster is declared or anticipated. Note that only replacements, not upgrades, may be reimbursed, unless the upgrades receive approval prior to beginning work as mitigation to reduce future losses.

A disaster file should be developed and archived containing the following information:

- A summary of the conditions leading up to or causing the incident
- All situation reports
- A summary of the impacts, both human and economic
- Damage assessment records
- A listing or description of actions taken
- Documentation on the expenses and resources expended, including mutual aid
- After Action Report

An After Action Report should be developed following any declared emergency or disaster by the Park County Disaster and Emergency Services Coordinator using input from the response agencies and other stakeholders, including outside perspectives from those not directly or marginally involved in the incident. The report should include strengths and weaknesses of the response and recovery, identification of future needs (equipment, personnel, etc.), lessons learned, and recommended actions. The After Action Report will then be used to update plans and procedures, specifically this Emergency Operations Plan and agency Standard Operating Procedures, make purchases of needed equipment and supplies, conduct training, and perform future exercises. The Local Emergency Planning Committee will review the After Action Report and ensure the recommendations are completed. After Action Reports may also be helpful following incidents, events, and exercises that do not result in a declared emergency or disaster.

7.2 Logistics

The Logistics Section is responsible for providing facilities, services, and materials in support of the incident response and must work closely with the Finance/Administration Section to ensure proper documentation exists for equipment, material, and labor usage and purchases. Items and services purchased by the county, city, or town for use in a disaster or emergency must be carefully tracked for accountability and cost recovery purposes. Systems such as spreadsheets, sign in/out logs, and/or timesheets should be used for county, city, and/or town resources. Similar documentation from other agencies, including mutual aid responders, should be maintained.

Purchases must be made using the jurisdiction's current purchase policy. Mutual aid resources should be treated as outlined in any agreements, or in the absence of such, per MCA 10-3-9 (intrastate) and MCA 10-3-10 (interstate).

When ordering resources, the following information should be included, at a minimum:

- Incident name
- Date and time of order
- Quantity, kind, and type (including any specific resource requirements and/or preferences)
- Special support needs (if needed)
- Specific reporting location
- Requested time of delivery
- Radio frequency to be used, if applicable
- Person, title, and jurisdiction placing request
- Callback phone number or radio frequency for clarifications or additional information
- Potential sources for the resource requests, if known

Note that in the event local resources and options become exhausted, additional state and federal resources should be requested through Park County Disaster and Emergency Services.

Table 7.2A lists the more common logistical needs in a disaster or emergency.

Table 7.2A Functions and Potential Resources

Function	Provided By	Other Options
Animal Rescue		Volunteers Animal Rescue Organizations
Animal Transportation	Owners	Volunteers
Animal Shelter Staffing	Owners	Volunteers Local Veterinarians
Animal Shelter Supplies (water buckets, food, etc.)	Local Businesses	Veterinary Clinics

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Body Bags	Coroner Livingston Health Care	Fire Departments Federal Disaster Mortuary Operational Response Teams (DMORTs)
Building Inspections	Inspectors through Mutual Aid	Engineering Firms
Communications Equipment (phone, fax, etc.)	Local Government / Agencies 911 Dispatch Emergency Operations Center	Local Businesses
Community Damage Assessments	Disaster and Emergency Services Fire Departments / Districts Law Enforcement	American Red Cross State and/or Federal Teams
Computer Equipment and Supplies	Local Government / Agencies Emergency Operations Center	Local Businesses
Criminal Investigation	Law Enforcement	Montana DCI
Dispatch Communications EOC Communications	Public Safety Radio	Landline, Cellular, or Satellite Telephones Amateur Radio
Donated Goods Management / Volunteers	Salvation Army Thrift Store Volunteers	Church Groups Civic Organizations
Donation Storage and Distribution Locations	Existing Thrift Stores Vacant Warehouses	Schools Churches
Door-to-Door Notifications	Law Enforcement Fire Departments / Districts	Mutual Aid Agencies
Emergency Alert System Activation	National Weather Service, Billings	Other National Weather Service Offices (Glasgow, Great Falls, Others)
Emergency Hotline	Local Government / Agencies Montana 2-1-1	
Emergency Medical Care	Livingston HealthCare	More Distant Hospitals Temporary Hospitals Federal Disaster Medical Assistance Teams (DMATs)
Employee Notification of Continuity of Operations Activation	Supervisors	Designee
Evacuation Advisory / Warning / Order Notification	Law Enforcement 911 Dispatch	Fire Departments / Districts
Feeding and Care of Critical Staff (if extended hours)	Disaster and Emergency Services	Logistics Section Salvation Army American Red Cross

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Feeding Supplies (food, drinks, plates, cups, utensils, etc.)	American Red Cross Salvation Army	Local Businesses (grocery stores, restaurants, catering businesses)
Final Disposition of Bodies	Funeral Homes / Mortuaries: Facilities are located in Livingston	Funeral Homes / Mortuaries in nearby counties Federal DMORTs
Firefighting Resources	Fire Departments / Districts	Mutual Aid Agencies
Hazardous Material Response Technicians, Equipment, and Supplies	Montana Disaster and Emergency Services / State Hazardous Material Incident Response Teams	Military
Home Oxygen	Local Businesses	Providers in Nearby Communities
Identification of Alternate Facilities	Principal Executive Officers / Local Elected Officials	Disaster and Emergency Services
Incident Management Teams	Montana DNRC US Bureau of Land Management US Forest Service Yellowstone National Park	Mutual Aid Agencies Disaster and Emergency Services
Infrastructure Damage Assessments	Street and Road Departments Utility Providers Water and Sewer Departments / Districts Government Administration	Utility Providers from other Jurisdictions Engineering Firms Contractors
Infrastructure Repairs	Utility Companies / Agencies	Mutual Aid Agencies Contractors
Investigation	Law Enforcement	Montana DCI FBI ATF NTSB
Law Enforcement Tactical Teams	Law Enforcement	Mutual Aid Agencies
Mass Care	American Red Cross Salvation Army	Churches Disaster and Emergency Services
Medical Supplies and Equipment	Livingston HealthCare Ambulances	Supply Companies / Businesses Other Medical Practices State and Federal Caches
Medications	Local Pharmacies Hospitals / Clinics	Pharmacies in Nearby Communities State or Federal Caches
Mobile Feeding Units	American Red Cross Salvation Army	Montana National Guard

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
On Scene Communications	First Responders (using communications equipment)	Relay Vehicles or Runners Portable Repeaters Amateur Radio
Rescues	Search and Rescue Fire Departments / Districts	Mutual Aid from Other Counties Montana National Guard
Reverse Calling	Livingston / Park County 911 Dispatch	
Sand Bags and other Flood Fighting Supplies	Local Businesses and Contractors	Disaster and Emergency Services (for public and critical facilities)
Security and Protection	Law Enforcement	Mutual Aid from Other Counties Montana National Guard Private Security Companies
Set Up of Alternate Facilities	IT Staff Facilities/Building Maintenance Staff Administrative and Program Staff	Private Contractors
Shelter Operations	American Red Cross	Churches
Shelter-In-Place Notification	911 Dispatch	Fire Departments / Districts Law Enforcement
Shelter Supplies (cots, blankets, toiletries, etc.)	American Red Cross	Local Businesses
Signage and Road Barriers	Street and Road Departments	MDT
Snowplowing	Street and Road Departments MDT	Mutual Aid from Other Counties Independent Contractors
Special Needs Sheltering		Disaster and Emergency Services Hospitals (of own population) Other Medical Care Facilities
Status of Local Elected Officials	Principal Executive Officers	911 Dispatch Law Enforcement Coroner
Temporary Morgue	Coroner Livingston HealthCare	Contracted Refrigerator Trucks Federal Disaster Mortuary Operational Response Teams (DMORTs)
Translation	Livingston HealthCare	Community Members and/or Responders with Language Skills University Students / Instructors
Transportation of Critical Employees / Volunteers	Personal Vehicles	Law Enforcement Military
Transportation of Patients	Ambulances (Ground and Air) Mutual Aid	School Buses

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Transportation of those with Special Needs	Ambulances School Buses Facility Vans / Vehicles	Mutual Aid from Other Counties Montana National Guard
Urban Search and Rescue	Fire Departments / Districts	National USAR Teams
Vehicle Mounted Public Address Systems	Law Enforcement	Fire Departments / Districts
Veterinary Care	Local Veterinarians	Veterinarians from other areas
Wildland Firefighting Resources	Fire Departments / Districts Montana DNRC US Bureau of Land Management US Forest Service Yellowstone National Park	Mutual Aid Agencies

Fixed wing landing sites in Park County include the public airports in Livingston, Gardiner, and Wilsall. Other private landing strips may also be used. Helicopters can land in a variety of places, including on roadways, if needed and weather and fuel conditions allow.

8. Plan Development and Maintenance

8.1 Plan Development Process

The Park County Emergency Operations Plan has been developed with guidance provided by the Local Emergency Planning Committee. Many versions of this plan have been written over the years, and in 2010 and 2011, the plan was revamped with assistance from a local consulting firm, Big Sky Hazard Management LLC. The 2010/2011 update was based on the process and information presented in the Federal Emergency Management Agency (FEMA) document, *Developing and Maintaining State, Territorial, Tribal, and Local Government Emergency Plans*, March 2009. Throughout the year long update process, seven meetings with the Local Emergency Planning Committee were held with specific focus on this Emergency Operations Plan. Meetings were attended and input was provided by the following agencies:

- Livingston City Manager
- Livingston HealthCare
- Livingston / Park County 911 Dispatch
- Livingston Police Department
- Montana Disaster and Emergency Services
- Paradise Valley Fire and EMS
- Park County Commission
- Park County Disaster and Emergency Services
- Park County Fire Warden
- Park County Public Health
- Park County Rural Fire District #1
- Park County Sheriff's Office
- US Forest Service

This plan was reviewed by Montana Disaster and Emergency Services and coordinated to work within the authorities and system outlined in the Montana Disaster and Emergency Plan. The Record of Distribution lists the organizations given a copy of this plan.

8.2 Plan Review and Revision

Maintenance of the Park County Emergency Operations Plan is the responsibility of the Park County Disaster and Emergency Services Coordinator. Guidance and support is provided by the Local Emergency Planning Committee. Sections of the plan (base plan and annexes) will be reviewed and revised as needed. Standard Operating Procedures (SOPs) are coordinated, developed, and maintained by the individual agencies. Modifications needed to the base plan or annexes should be brought to the attention of the Disaster and Emergency Services Coordinator. Following an event requiring the activation of this plan, recommendations for improving disaster operations will be collected and corrective actions will be incorporated into the plan. Significant changes are to be approved by the governing bodies.

When changes to the plan are made, the changes will be noted in the Record of Changes. Changes, additions, and deletions can be made either to the whole plan or specific annexes. If changes are only made to an annex, only that part needs concurrence from the governing bodies. The revision date should be noted in the upper right hand corner of the page for each section of the plan. Newer versions supersede previous ones.

The public and other jurisdictions are invited to review and provide comments on this plan. The latest version is maintained by and is available from the Park County Disaster and Emergency Services Coordinator. The Record of Changes outlines any changes made to the plan since the last full plan update.

8.3 Exercise Schedule

The Park County Emergency Operations Plan will be exercised annually with a functional exercise and every four years with a full scale exercise. These exercises will be developed by the Local Emergency Planning Committee and the Park County Disaster and Emergency Services Coordinator. During years in which this plan was activated due a disaster or emergency, an exercise may not be necessary.

9. Authorities and References

9.1 Federal Policies, Plans, and Authorities

Robert T. Stafford Disaster Relief and Emergency Assistance Act
Public Law 93-288, amended by Public Law 100-707
US Code, Title 42, Chapter 68

The Robert T. Stafford Disaster Relief and Emergency Assistance Act provides for disaster assistance by the federal government to local and state governments in carrying out their responsibilities to alleviate the suffering and damages resulting from disaster. The act authorizes the establishment of federal and state disaster preparedness programs, systems to disseminate disaster warnings, pre-disaster hazard mitigation programs, and the administration of major disaster and emergency assistance. The areas of federal major disaster and emergency assistance include, but are not limited to: essential services, hazard mitigation, repair, restoration, and replacement of damaged facilities, debris removal, unemployment assistance, individual and family grant programs, and fire management assistance.

Comprehensive Emergency Response Plans
US Code, Title 42, Chapter 116

This section of federal code requires the Local Emergency Planning Committee (LEPC) to have an Emergency Response Plan, specifically to address hazardous materials hazards. In Park County, the LEPC serves as an all-hazard advisory committee for the county. The LEPC meets the second Thursday of each month in the City-County Complex. This Emergency Operations Plan serves as the county's Emergency Response Plan.

National Response Framework

The National Response Framework (NRF) is an all-discipline, all-hazards document that establishes a single, comprehensive framework for the management of domestic incidents. This framework provides the structure and mechanisms for the coordination of federal support to state, local, and tribal incident managers and for exercising direct federal authorities and responsibilities. The NRF assists in the important homeland security mission of preventing terrorist attacks within the United States, reducing the vulnerability to all natural and man-made hazards, minimizing the damage, and assisting in the recovery from any type of incident that occurs. (US Department of Homeland Security, National Response Framework Brochure, no date)

Under the National Response Framework, all incidents are handled at the lowest possible organizational and jurisdictional level. Police, fire, public health, medical, emergency management, and other personnel are responsible for incident management at the local level.

National Incident Management System

The National Incident Management System (NIMS) integrates effective practices in emergency preparedness and response into a comprehensive national framework for incident management. NIMS enables responders at all levels to work together more effectively to manage domestic incidents no matter what the cause, size, or complexity. NIMS establishes standards for organizational structures, processes, procedures, planning, training, exercising, personnel qualification, equipment acquisition and certification, interoperable communications processes, procedures, and systems, information management systems, and supporting technologies such as voice and data communications systems, information systems, data display systems, and specialized technologies. (Federal Emergency Management Agency website, September 2005)

9.2 State Policies, Plans, and Authorities

Montana Code Annotated, Title 10, Chapter 3, Disaster and Emergency Services

This section of Montana law provides the authority and assigns responsibilities for the prompt and timely reaction to an emergency or disaster. The law ensures that the preparation of the county, city, and town will be adequate during disasters or emergencies to generally provide for the common defense, protect the public peace, health, and safety, and preserve lives and property.

Montana Code Annotated, Title 50, Chapter 2, Local Boards of Health

This section of Montana law outlines the responsibilities of the local board of health and the local health officer, including communicable disease containment. The local boards may "identify, assess, prevent, and ameliorate conditions of public health importance through isolation and quarantine measures" (MCA 50-2-116) The local health officer shall "take steps to limit contact between people in order to protect the public health from imminent threats, including by not limited to ordering the closure of buildings or facilities where people congregate and canceling events and establish and maintain quarantine and isolation measures as adopted by the local board of health." (MCA 50-2-118)

Montana Disaster and Emergency Plan

The Montana Disaster and Emergency Plan outlines the authorities and responsibilities of state government during emergencies and disasters. The plan addresses the actions the state will take during times of disaster. According to state law, the state disaster and emergency plan and program may provide for: prevention and minimization of injury and damage caused by disaster; prompt and efficient response to an incident, emergency, or disaster; emergency relief; identification of areas particularly vulnerable to disasters; recommendations for preventive and preparedness measures designed to eliminate or reduce disasters or their impact; organization of personnel and chains of command; coordination of federal, state, and local disaster and emergency activities; and other necessary matters. (MCA 10-3-301) The Administrative Rules of Montana 37.114.101 to 1016 further outline these responsibilities.

Local Government Disaster Information Manual

The Local Government Disaster Information Manual, prepared by Montana Disaster and Emergency Services (DES), provides informational resources for managing disasters at the local level. The manual contains many checklists, handbooks, and references specifically for the County Disaster and Emergency Services Coordinators and other local officials. This manual is available on the Montana DES website.

Intrastate Mutual Aid

Montana Code Annotated Title 10, Chapter 3, Part 9 establishes an intrastate mutual aid system. This system allows Park County to request and receive resources throughout the state if needed in a disaster.

Montana Homeland Security Strategic Plan

Montana's Homeland Security Strategic Plan was developed by the Montana Strategic Planning Committee for Homeland Security with the purpose to "…identify strategic direction for enhancing local, tribal, regional, and state capability and capacity to prevent and reduce Montana's vulnerability from Weapons of Mass Destruction (WMD) terrorism incidents." This plan sets forth statewide goals and actions for preventing, preparing for, responding to, and recovering from Weapons of Mass Destruction events.

Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment

The Montana Hazard Assessment analyzes the history, probability, and vulnerability of major hazards across the state. The Mitigation Plan establishes the related goals, objectives, and potential actions to prevent or lessen the impact of future disasters. This document is maintained by Montana Disaster and Emergency Services.

9.3 Local Policies, Plans, and Authorities

Park County Emergency Operations Plan

According to state law, each political subdivision eligible to receive funds from Montana Disaster and Emergency Services "…shall prepare a local or inter-jurisdictional disaster and emergency plan and program covering the area for which that political subdivision is responsible. This plan shall be in accordance with and in support of the state disaster and emergency plan and program. The political subdivision shall prepare and distribute on behalf of the principal executive officers, in written form, a clear and complete statement of: the emergency responsibilities of all local agencies, if any, and officials; the disaster and emergency chain of command; local evacuation authority and responsibility; and local authority and responsibility for control of ingress and egress to and from an emergency or disaster area." (MCA 10-3-401) This Emergency Operations Plan serves as the primary emergency coordination document for Park County, Montana. Standard Operating Procedures and other guidance within the county serve as additional references and supplement the information contained herein. This plan does

not supersede existing documents, procedures, and guidance except for the previous county Emergency Operations Plan.

Park County Hazard Mitigation Plan

The Park County Hazard Mitigation Plan contains a countywide risk assessment and mitigation strategy for preventing or lessening the impact from disasters. This plan is an important part of the entire emergency management system. The document addresses hazards, and other special situations, along with the proactive measures that can be taken to prevent or reduce the adverse affects of the disasters or hazardous situations it addresses. This plan is maintained by the Local Emergency Planning Committee under the supervision of the Park County Commissioners.

9.4 Acronyms

ADA	Americans with Disabilities Act
ALS	Advanced Life Support
ARES	Amateur Radio Emergency Service
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
CHEMTREC	Chemical Transportation Emergency Center
CIKR	Critical Infrastructure and Key Resource
CISD	Critical Incident Stress Debriefing
CISM	Critical Incident Stress Management
DCI	Department of Criminal Investigation
DEQ	Department of Environmental Quality
DES	Disaster and Emergency Services
DFO	Disaster Field Office
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DNRC	Department of Natural Resources and Conservation
DPHHS	Department of Public Health and Human Services
EAP	Emergency Action Plan
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMP	Electromagnetic Pulse
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HazMat	Hazardous Materials
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IM	Interoperability Montana
IT	Information Technology
JIC	Joint Information Center
LEPC	Local Emergency Planning Committee
LGDIM	Local Government Disaster Information Manual

MARS	Military Affiliate Radio System
MATIC	Montana All Threat Intelligence Center
MCA	Montana Code Annotated
MCI	Mass Casualty Incident
MDT	Montana Department of Transportation
MMI	Modified Mercalli Intensity
MT	Montana
MT DES	Montana Disaster and Emergency Services
NAWAS	National Warning System
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NTSB	National Transportation Safety Board
NWS	National Weather Service
OSHA	Occupational Safety and Health Administration
PA	Public Assistance
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Service
SARA	Superfund Amendments and Reauthorization Act
SCMIC	South Central Montana Interoperability Consortium
SERC	State Emergency Response Commission
SHMIRT	State Hazardous Material Incident Response Team
SOP	Standard Operating Procedure
START	Simple Triage and Rapid Treatment
UC	Unified Command
US	United States
USAR	Urban Search and Rescue
USDA	United States Department of Agriculture
USFA	United States Fire Administration
USFS	United States Forest Service
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapons of Mass Destruction
WUI	Wildland Urban Interface
YNP	Yellowstone National Park

ANIMAL CARE
ANNEX A

A1. Purpose, Situation, and Assumptions

A1.1 Purpose

The purpose of this Animal Care Functional Annex is to guide and coordinate agencies and organizations in providing care for animals during a disaster, emergency, or incident within Park County. Many people consider their animals to be family members, or in the case of livestock, an important part of their livelihood. Disasters, emergencies, and incidents can threaten the safety and well being of animals. Providing for the basic care of animals can make important life-safety decisions easier for individuals and a disaster or emergency situation more tolerable.

A1.2 Situation Overview

Many residents of Park County have animals, either as pets and/or livestock. Decisions to leave pets or livestock behind during an evacuation or when a structure is compromised can be excruciating for owners, as most shelters do not allow pets or animals, with the exception of service animals. In some types of disasters, emergency responders may encounter lost or injured animals. Providing an animal care option may make emergency decisions easier for residents and emergency responders.

Based on USDA agricultural census data, the following provides data on the number of livestock animals in Park County:

- 42,000 cattle/cows, including calves (2010)
- 3,488 horses and ponies (2007)
- 2,904 honey bee colonies (2007)
- 2,100 sheep, including lambs (2010)
- 800 chickens (2007)
- 221 mules, burros, and donkeys (2007)
- 201 llamas (207)
- 200 bison (2007)

Source: US Department of Agriculture, 2011.

The number of domestic pets is somewhat harder to quantify, but the American Veterinary Medical Association provides the percent of households owning dogs, cats, birds, and horses and the average number owned per household (of those owning) in the United States. Using these statistics, an estimate for Park County can be generated based on the 2000 census figure of 6,828 households in Park County. Note that based on the rural nature of the county, these estimates are likely low, as shown by the USDA census figures for horses.

- 4,867 cats
- 2,542 dogs

- 666 birds
- 430 horses

Sources: US Census Bureau, 2011; American Veterinary Medical Association, 2011.

An important concept to recognize is that in many types of incidents where individuals are displaced from their homes, a large majority of individuals may take their animals elsewhere, usually to family or friends in unaffected locations.

A1.3 Planning Assumptions

- An incident that displaces a significant number of individuals from their homes, either because of damages or evacuation, may create a need for animal care.
- Facilities or locations exist within or near Park County where animal care services can be provided.
- Emergency shelters and evacuation centers do not allow pets or animals.

A2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Animals need to be moved from a potential hazard area.*

Generally, when animals need to be moved from an area due to an approaching hazard, such as a wildland fire or hazardous material release, the owners carry the responsibility for moving the animals. Personal vehicles and trailers are used, or livestock may be led to pastures outside of the hazard area, if available. In situations where the owner is not able to move the animals to safety in a timely manner, friends, neighbors, and community volunteers may step in to assist. Emergency responders should remain focused on managing the incident; however, responders may facilitate the evacuation of animals by communicating the need for assistance to other organizations and allowing the movement of related vehicles to and from the area. Note, however, that such efforts must be stopped if compromising the safety of responders or the owners, always a top priority.

- *Decision Point: Animals are in need of shelter.*

American Red Cross shelters do not allow animals, with the exception of service animals, so when a public shelter is opened, potential shelter residents are faced with uncertainties regarding animal care, in addition to the concerns related to the disaster. Fortunately, most disasters are not so extensive that the entire region is impacted. In these types of disasters, most individuals displaced from their homes elect to stay with and take their animals to unaffected family or friends.

In larger-scale disasters where public shelters are needed, an animal shelter may also be necessary in order to adequately care for members of the communities. The following should be considered when opening an animal shelter:

- Location: Is the space or facility adequate to care for the number and types of animals expected? Is fresh water available? Is there dedicated space for separation of animals and exercise? Can animal waste be adequately collected and disposed of? Is the animal shelter in close proximity to the public shelter? Can existing animal care facilities be used?
- Staffing: Is staffing needed for the animal shelter or is owner-care adequate? Are those staffing an animal shelter trained in animal care? Is a veterinarian available for medical needs and advice? Can volunteers and organizations such as 4-H be used?
- Equipment/Supplies: Have owners been advised to bring a crate or kennel, food, and other items necessary for the care and protection of their animals? If not, where will such supplies be obtained?
- Safety/Security: If not managed by owners, what level of identification and paperwork will be required for the animals and their owners? What vaccinations, if any, are required of the animals? Can owners check in/out their animals for interaction and play time?

➢ *Decision Point: Animals in impacted areas are in need of rescue and veterinary care.*

Following a disaster, emergency responders may encounter animals in distress. While rescue and care of humans is the primary concern, the impacts to animals cannot be ignored. If possible, animal rescue teams should be established using local volunteers or mutual aid. In either case, team members should be vaccinated and trained for animal rescue. A process for treating injured animals should be established, including procedures for when euthanasia is necessary. A system for initial care and identification of the animals should be established along with procedures for reuniting the animals with their owners. Animal rescue groups may be able to assist with temporary foster care and/or placement of unclaimed animals.

A3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Identify, contact, and coordinate with private organizations and/or volunteers needed to support animal care functions.
- Establish emergency animal shelters, as needed.

Public Health

- Support animal care needs through the Veterinarian on the Board of Health.
- Provide technical assistance on health risks, including vaccinations recommended for those working with animals.

Voluntary Organizations Active in Disasters (VOAD)

- For those organizations with an animal care mission, provide animal care services, as requested.

Veterinary Providers

- Identify and assist with animal sheltering locations.
- Provide guidance and support on animal specific issues.
- As available, assemble initial animal care and rescue teams.

Other Entities

- Request animal care services, as needed.
- Perform other duties as needed and assigned.

A4. Direction, Control, and Coordination

In the absence of a specific agency responsible for animal care, Park County Disaster and Emergency Services would likely be utilized to establish and coordinate animal care needs through volunteer organizations. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Local plans related to this annex (horizontal coordination) include:

- Park County Health Department, Agricultural Emergency Preparedness Plan

A5. Information Collection and Dissemination

A5.1 Information Collection for Planning

Table A5.1A lists the key information needed and possible sources for animal care activities.

Table A5.1A Possible Information Sources

Information Type	*Source*
Estimates of the types and numbers of animals needing care	– Incident Command / Unified Command – Planning Section – Operations Section – Emergency Operations Center
Animal shelter statistics and resources	– Shelter Manager – Disaster and Emergency Services

A5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

When providing information on animal care to the population, the following details should be included in the statements, as applicable:

- Description of the animal care services being provided
- Animal shelter location(s), if applicable
- Items to bring to the animal shelter (crate or kennel, food, bedding, water dish, medications, other comfort items, etc.)

A6. Communications

See the Communications Annex for more details on emergency communications in Park County.

A7. Administration, Finance, and Logistics

A7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

A7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

A8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

A9. Authorities and References

A9.1 Authorities / References

None.

A9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

A10. Attachments

None.

COMMUNICATIONS
ANNEX B

B1. Purpose, Situation, and Assumptions

B1.1 Purpose

The purpose of this Communications Functional Annex is to describe emergency communications during a disaster, emergency, or incident within Park County. Communications are an essential part of effective operations for nearly any type of hazard or incident. Limited or ineffective communications can often be a hindrance to performing essential emergency functions in a timely fashion.

B1.2 Situation Overview

Nearly all disaster and emergency situations require some form of communication between dispatch, responders, and other support organizations. This communication can be face-to-face, but with the exceptions of an Incident Command Post or Emergency Operations Center, resources are not often co-located. Public safety radio is the primary form of emergency communications in Park County, the City of Livingston, and the Town of Clyde Park. Pagers are used to dispatch fire responders (except Cooke City where phone calls are used). National Park Service emergency vehicles have satellite phones. In general, these forms of communication are reliable, but not in all locations. Terrain and buildings often limit the range and usefulness of radio communications. In areas lacking clear radio signals, alternative communications methods such as runners, relay vehicles, satellite phones, landline phones, cellular phones, and/or amateur radio may be used.

Public safety communications users in Park County include:

911 Dispatch

- Livingston / Park County 911 Dispatch (all of Park County, except Cooke City, Gardiner, and Jardine areas)
- Yellowstone National Park Communications Center (Cooke City, Gardiner, and Jardine areas)

Law Enforcement

- Livingston Police Department
- Montana Highway Patrol
- Park County Sheriff's Department

Fire Departments / Districts

- Cooke City / Silvergate Fire District
- Clyde Park City Fire Department
- Clyde Park Rural Fire District #2
- Gateway Hose Company
- Livingston Fire and Rescue
- Paradise Valley Fire and EMS
- Park County Rural Fire District #1

- Wilsall Rural Fire District #3

Emergency Medical / Ambulance Services

- Gardiner Ambulance
- Livingston Fire and Rescue
- Paradise Valley Fire and EMS
- Yellowstone National Park Emergency Medical Services

Search and Rescue

- Park County Sheriff's Department Search and Rescue (Livingston)
- Park County Sheriff's Department Search and Rescue (Cooke City)

Livingston Public Works and Park County Road Department also use radio communications and Livingston HealthCare has a paging system.

Table B1.2A shows the local public safety frequencies used in Park County, primarily for tactical operations, and Table B1.2B lists the statewide mutual aid frequencies that may be used in Park County. Note that written authorizations are required for use of the public safety, mutual aid, and proprietary frequencies.

Table B1.2A Park County Public Safety Communications Frequencies

Name	**Use**	**Type**	**Frequency (Transmit / Receive)**
Cooke City Repeater	Cooke City Emergency Services Cooke City Search and Rescue	Repeater	153.830 MHz / 154.445 MHz
Coulter Repeater	Cooke City Emergency Services Cooke City Search and Rescue	Repeater	166.975 MHz / 166.375 MHz
Paradise Valley Tactical Repeater	Paradise Valley Tactical Operations	Repeater	154.190 MHz / 158.9625 MHz
Law	Law Enforcement	Simplex	155.595 MHz
Livingston Fire	Livingston Fire and Rescue	Simplex	154.340 MHz
North Repeater	Northern Park County Fire Dispatch	Repeater	154.415 MHz / 158.835 MHz
County Fire	Rural Fire Services	Repeater Simplex	154.415 MHz
YNP North Repeater	Gardiner Emergency Services	Repeater	166.925 MHz / 166.325 MHz

Table B1.2B Montana Mutual Aid Communications Frequencies

Name	**Use**	**Type**	**Frequency (Transmit / Receive)**
Gold	Inter-discipline communications, Command	Simplex	153.905 MHz
Brown	Between Incident Command and Command Staff, Command and Control functions	Simplex	155.820 MHz
Silver	Within Law Enforcement disciplines	Simplex	155.790 MHz
Red	Within Fire disciplines, Tactical channel 3	Simplex	154.070 MHz

Table B1.2B Montana Mutual Aid Communications Frequencies (continued)

Name	Use	Type	Frequency (Transmit / Receive)
Tan	Within EMS disciplines Between Regional Hospitals and Ambulances	Simplex	155.340 MHz
Blue	Within Law Enforcement disciplines, Emergency Notification Between Law Enforcement and Ambulances	Simplex	155.475 MHz
Black	Law Enforcement Tactical Team coordination	Simplex	153.800 MHz
Maroon	Fire command and control, Expanded command	Simplex	154.280 MHz
Coral	Fire ground operations, Water operations	Simplex	154.265 MHz
Scarlet	Fire ground operations, Tactical channel 2	Simplex	154.295 MHz
Ruby	Within Fire disciplines	Simplex Repeater	153.830 MHz
Garnet	Fire control	Simplex Repeater	159.345 MHz
White	Between Local Hospitals and Ambulances	Simplex	155.280 MHz
Pink	Between EMS disciplines and dispatch	Simplex	155.385 MHz
Gray	Within EMS disciplines (MCI incidents only)	Simplex	155.325 MHz
Violet	Within Search and Rescue disciplines	Simplex	155.160 MHz
Purple	Within Search and Rescue disciplines	Simplex	155.220 MHz
Yellow	Montana DNRC	Simplex	151.220 MHz
Green	US Forest Service	Simplex	171.475 MHz
Alpha	Emergency Repeater	Repeater	172.225 MHz / 170.475 MHz
Bravo	Emergency Repeater	Repeater	172.375 MHz / 170.575 MHz
Charlie	Inter-discipline communications	Narrowband	154.4525
Delta	Inter-discipline communications	Narrowband	155.7525
Echo	Inter-discipline communications	Narrowband	158.7375
Fox	Inter-discipline communications	Narrowband	159.4725

Source: State of Montana Mutual Aid and Common Frequencies, June 2005.

The primary communications problems in Park County are limited coverage, especially south of and including Yankee Jim Canyon, Springdale, north of Clyde Park, and the Main and West Boulder areas, interoperability, and responder training.

B1.3 Planning Assumptions

- Effective coordination of emergency response requires some form of communications.
- Communications systems may fail during a disaster or emergency.
- During period of heavy activity, some channels may become saturated with radio traffic.
- Lack of communications discipline and proper technique can reduce the effectiveness of communication systems.

B2. Concept of Operations

Communications are an essential aspect of coordinated emergency response and the Incident Command System. To facilitate the use of emergency communications, the following decision points provide guidance on communications usage and alternatives.

- *Decision Point: Public safety radio communications are needed for a relatively small incident.*

The **Gold** frequency is used for communications with incident command, dispatch, mutual aid, and interdisciplinary responding resources. The **Local Tactical** frequencies are used for incident operations.

- *Decision Point: Expanded communications are needed for more complex incidents.*

See Table B1.2B for the Montana Mutual Aid channels and their intended uses for expanding incidents.

- *Decision Point: Responders need to communicate with each other during a disaster or emergency.*

The following guidelines are provided to facilitate effective emergency communications and are in compliance with National Incident Management System guidelines:

- Clear text: Avoid agency specific language, acronyms, and ten-codes.
- Common terminology: Terminology, particularly for organizational functions, resource elements, and facilities, as outlined by the Incident Command System should be used.
- Span of control: An individual's span of control should range between three and seven. This span of control should be supported by the communications system, if possible.
- Standard procedures: Procedures, such as the five-step, positive message acknowledgement sequence, should be established and standardized across communication system users.

Source: State of Montana Mutual Aid and Common Frequencies, June 2005.

- *Decision Point: Radio communications need to be prioritized.*

Radio traffic is prioritized in the following way, based on Priority Use Levels established on the state mutual aid and common frequencies:

1. Immediate Peril – An immediate threat to human life exists
2. Disaster or Extreme Emergency – An imminent threat to human life or of large scale property destruction exists
3. Routine Emergency – Distinguished from the above by scale or nearness of threat
4. Urgent Administrative and Itinerant
5. Training, Drills, and Administrative

Source: State of Montana Mutual Aid and Common Frequencies, June 2005.

Given that many disasters will require a relatively large number of responders, operational communications will probably take place on tactical channels. The types of communications over the command channels will likely be limited to:

- Initial dispatch of resources to the incident

- Communications between Incident Command and 911 Dispatch
- Communications between Incident Command and the Emergency Operations Center, if activated

➢ *Decision Point: A communications plan is needed.*

During larger and escalating incidents, a written communications plan may be needed. Attached to this annex is ICS Form 205: Incident Radio Communications Plan. This plan format can be used for all types of incidents and is an important element of an Incident Action Plan.

➢ *Decision Point: Public safety radio communications systems have failed or are ineffective.*

When radio communications are not an effective means of communicating during a disaster or emergency due to the lack of coverage, equipment failure, or any other reason, the following should be considered:

- Is the incident small enough to use only face-to-face communications?
- Can cellular and/or satellite phones be used for more distance communications with dispatch and others not on scene?
- Is a portable repeater an option?
- Is an amateur radio net warranted and can it be established?

➢ *Decision Point: Amateur radio communications are needed.*

Groups such as Amateur Radio Disaster Services (ARES) and Radio Amateur Civil Emergency Services (RACES), including Montana based groups, exist to support emergency response. During incidents where communications systems fail or need to be supplemented, requests for amateur radio assistance can be made through Park County Disaster and Emergency Services.

B3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, establish incident communications.
- When arriving on the scene, check in with Incident Command via radio communications or otherwise.

911 Dispatch

- Alert and dispatch local emergency responders.
- Coordinate communication channel usage.
- Work with Incident Command to assign tactical incident frequencies based upon geographic and functional separation.
- Evaluate the need for additional communications resources.

Disaster and Emergency Services

- Fulfill communications requests, as needed. Examples include, but are not limited to:
  - Amateur radio resources
  - Portable repeaters and other communications equipment

Law Enforcement

- Provide support with search and rescue portable repeaters, if requested.

Voluntary Organizations Active in Disasters (VOAD)

- Provide communications support, as requested. (ARES and RACES groups)

Other Entities

- Evaluate the need for additional communications resources.
- Request additional communications resources in coordination with 911 Dispatch, Incident Command, and/or the Emergency Operations Center.
- Perform other duties as needed and assigned.

B4. Direction, Control, and Coordination

Incident Command will vary depending on the incident requiring public safety communications but will most often involve law enforcement, fire departments, emergency medical services / ambulance, and/or 911 dispatch based on their regular use of radio communications. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Other related local plans (horizontal coordination) include:

- Proposed Park County Fire Incident Communications Plan

Other related state and federal plans (vertical coordination) include:

- State of Montana Mutual Aid and Common Frequencies Manual

B5. Information Collection and Dissemination

B5.1 Information Collection for Planning

Table B5.1A lists the key information needed and possible sources for public safety communication system information.

Table B5.1A Possible Information Sources

Information Type	Source
Operating status of public safety communication systems	○ 911 Dispatch
Potential communication resources	○ Disaster and Emergency Services

B5.2 Public Information

In general, public information is not an element of emergency public safety communications. Please refer to other annexes for public information considerations during different types of incidents or functions. If alternate communications systems are used during an incident, this may be mentioned as part of a public information package. Information regarding the public information function can be found in the Public Information Annex.

B6. Communications

The communications methods, frequencies, and usage during disasters, emergencies, and incidents are at the discretion of the Incident Commander and 911 Dispatch. See Table B1.2A and Table B1.2B for more details on the frequencies available in Park County.

B7. Administration, Finance, and Logistics

B7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

B7.2 Logistics

Communications equipment is often highly specialized and requires the technical knowledge and expertise of individuals for installation and implementation. For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

B8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

B9. Authorities and References

B9.1 Authorities / References

- Montana Department of Administration, *State of Montana Mutual Aid and Common Frequencies*, June 2005.
- Proposed Park County Fire Incident Communications Plan, January 13, 2011.
- South Central Montana Interoperability Consortium, *Interoperable Communications Plan*, August 29, 2005.

B9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

B10. Attachments

Incident Radio Communications Plan, ICS Form 205
Communications List, ICS Form 205A

INCIDENT RADIO COMMUNICATIONS PLAN (ICS 205)

1. Incident Name:	2. Date/Time Prepared: Date: Time:	3. Operational Period: Date From: Date To: Time From: Time To:

4. Basic Radio Channel Use:

Zone Grp.	Ch #	Function	Channel Name/Trunked Radio System Talkgroup	Assignment	RX Freq N or W	RX Tone/NAC	TX Freq N or W	TX Tone/NAC	Mode (A, D, or M)	Remarks

5. Special Instructions:

6. Prepared by (Communications Unit Leader): Name: _____ Signature: _____

ICS 205	IAP Page _____	Date/Time: _____

ICS 205
Incident Radio Communications Plan

Purpose. The Incident Radio Communications Plan (ICS 205) provides information on all radio frequency or trunked radio system talkgroup assignments for each operational period. The plan is a summary of information obtained about available radio frequencies or talkgroups and the assignments of those resources by the Communications Unit Leader for use by incident responders. Information from the Incident Radio Communications Plan on frequency or talkgroup assignments is normally placed on the Assignment List (ICS 204).

Preparation. The ICS 205 is prepared by the Communications Unit Leader and given to the Planning Section Chief for inclusion in the Incident Action Plan.

Distribution. The ICS 205 is duplicated and attached to the Incident Objectives (ICS 202) and given to all recipients as part of the Incident Action Plan (IAP). All completed original forms must be given to the Documentation Unit. Information from the ICS 205 is placed on Assignment Lists.

Notes:

- The ICS 205 is used to provide, in one location, information on all radio frequency assignments down to the Division/Group level for each operational period.
- The ICS 205 serves as part of the IAP.

Block Number	Block Title	Instructions
1	**Incident Name**	Enter the name assigned to the incident.
2	**Date/Time Prepared**	Enter date prepared (month/day/year) and time prepared (using the 24-hour clock).
3	**Operational Period** • Date and Time From • Date and Time To	Enter the start date (month/day/year) and time (using the 24-hour clock) and end date and time for the operational period to which the form applies.
4	**Basic Radio Channel Use**	Enter the following information about radio channel use:
	Zone Group	
	Channel Number	Use at the Communications Unit Leader's discretion. Channel Number (Ch #) may equate to the channel number for incident radios that are programmed or cloned for a specific Communications Plan, or it may be used just as a reference line number on the ICS 205 document.
	Function	Enter the Net function each channel or talkgroup will be used for (Command, Tactical, Ground-to-Air, Air-to-Air, Support, Dispatch).
	Channel Name/Trunked Radio System Talkgroup	Enter the nomenclature or commonly used name for the channel or talk group such as the National Interoperability Channels which follow DHS frequency Field Operations Guide (FOG).
	Assignment	Enter the name of the ICS Branch/Division/Group/Section to which this channel/talkgroup will be assigned.
	RX (Receive) Frequency (N or W)	Enter the Receive Frequency (RX Freq) as the mobile or portable subscriber would be programmed using xxx.xxxx out to four decimal places, followed by an "N" designating narrowband or a "W" designating wideband emissions. The name of the specific trunked radio system with which the talkgroup is associated may be entered across all fields on the ICS 205 normally used for conventional channel programming information.
	RX Tone/NAC	Enter the Receive Continuous Tone Coded Squelch System (CTCSS) subaudible tone (RX Tone) or Network Access Code (RX NAC) for the receive frequency as the mobile or portable subscriber would be programmed.

Block Number	Block Title	Instructions
4 (continued)	TX (Transmit) Frequency (N or W)	Enter the Transmit Frequency (TX Freq) as the mobile or portable subscriber would be programmed using xxx.xxxx out to four decimal places, followed by an "N" designating narrowband or a "W" designating wideband emissions.
	TX Tone/NAC	Enter the Transmit Continuous Tone Coded Squelch System (CTCSS) subaudible tone (TX Tone) or Network Access Code (TX NAC) for the transmit frequency as the mobile or portable subscriber would be programmed.
	Mode (A, D, or M)	Enter "A" for analog operation, "D" for digital operation, or "M" for mixed mode operation.
	Remarks	Enter miscellaneous information concerning repeater locations, information concerning patched channels or talkgroups using links or gateways, etc.
5	**Special Instructions**	Enter any special instructions (e.g., using cross-band repeaters, secure-voice, encoders, private line (PL) tones, etc.) or other emergency communications needs). If needed, also include any special instructions for handling an incident within an incident.
6	**Prepared by** (Communications Unit Leader) • Name • Signature • Date/Time	Enter the name and signature of the person preparing the form, typically the Communications Unit Leader. Enter date (month/day/year) and time prepared (24-hour clock).

COMMUNICATIONS LIST (ICS 205A)

1. Incident Name:	2. Operational Period: Date From: Time From:	Date To: Time To:

3. Basic Local Communications Information:

Incident Assigned Position	Name (Alphabetized)	Method(s) of Contact (phone, pager, cell, etc.)

ICS 205A
Communications List

Purpose. The Communications List (ICS 205A) records methods of contact for incident personnel. While the Incident Radio Communications Plan (ICS 205) is used to provide information on all radio frequencies down to the Division/Group level, the ICS 205A indicates all methods of contact for personnel assigned to the incident (radio frequencies, phone numbers, pager numbers, etc.), and functions as an incident directory.

Preparation. The ICS 205A can be filled out during check-in and is maintained and distributed by Communications Unit personnel. This form should be updated each operational period.

Distribution. The ICS 205A is distributed within the ICS organization by the Communications Unit, and posted as necessary. All completed original forms must be given to the Documentation Unit. If this form contains sensitive information such as cell phone numbers, it should be clearly marked in the header that it contains sensitive information and is not for public release.

Notes:

- The ICS 205A is an optional part of the Incident Action Plan (IAP).
- This optional form is used in conjunction with the ICS 205.
- If additional pages are needed, use a blank ICS 205A and repaginate as needed.

Block Number	Block Title	Instructions
1	**Incident Name**	Enter the name assigned to the incident.
2	**Operational Period** • Date and Time From • Date and Time To	Enter the start date (month/day/year) and time (using the 24-hour clock) and end date and time for the operational period to which the form applies.
3	**Basic Local Communications Information**	Enter the communications methods assigned and used for personnel by their assigned ICS position.
	• Incident Assigned Position	Enter the ICS organizational assignment.
	• Name	Enter the name of the assigned person.
	• Method(s) of Contact (phone, pager, cell, etc.)	For each assignment, enter the radio frequency and contact number(s) to include area code, etc. If applicable, include the vehicle license or ID number assigned to the vehicle for the incident (e.g., HAZMAT 1, etc.).
4	**Prepared by** • Name • Position/Title • Signature • Date/Time	Enter the name, ICS position, and signature of the person preparing the form. Enter date (month/day/year) and time prepared (24-hour clock).

CONTINUITY OF GOVERNMENT
ANNEX C

C1. Purpose, Situation, and Assumptions

C1.1 Purpose

The purpose of this Continuity of Government Functional Annex is to guide and coordinate agencies and organizations in the resumption of government authority within Park County. During times of emergencies and disasters, maintaining authority within local government is vitally important. Some disasters may prevent current elected officials from performing their duties and replacements must be established quickly to maintain order. Lines of Succession for specific officials are established by Montana law. In some cases, Delegations of Authority may also be pre-established to define the responsibilities that may be transferred to other officials.

C1.2 Situation Overview

Continuity of government operations may be needed upon the death or incapacitation of several elected officials. Such circumstances rarely occur, but if they do, are likely related to a significant disaster or emergency.

Elected offices in Park County include:

- Board of County Commissioners (3 members)
- Clerk and Recorder
- Clerk of District Court
- Coroner
- County Auditor
- County Attorney
- District Court Judge
- Justice of the Peace
- Public Administrator
- Sheriff
- Superintendent of Schools
- Treasurer

Elected offices in the City of Livingston include:

- Commissioners (5 members)
- City Judge

Elected offices in the Town of Clyde Park include:

- Mayor
- Town Council (5 members)

Other critical positions exist within county, city, and town governments, however, these positions are generally appointed by the governing body or an administrative executive such as the City Manager.

C1.3 Planning Assumptions

- Vacancies exist in positions essential to government authority.
- At least one person within the lines of succession is capable of filling or appointing the vacant positions.

C2. Concept of Operations

Montana law outlines, in most cases, how vacancies for elected positions are to be filled. The following decision points highlight the specifics within law by position. County commissioners and other elected officials may transfer their responsibilities (where not already specified by state law) to other officials during times of disaster in the event of their death or unavailability. Delegations of authority should be in place for all critical functions prior to a disaster to minimize confusion and delays.

- *Decision Point*: ***County Commissioner*** *position(s) needs to be filled.*

  1. Vacancy is to be filled by remaining county commissioners. Reference: MCA 7-4-2106
  2. If a quorum of remaining county commissioners cannot be established, the county compensation board may appoint enough commissioners to allow for a quorum to be established. Reference: MCA 7-4-2106
  3. During or following an enemy attack, new commissioners are appointed by the judge(s) of the judicial district in which the vacancy occurs. Reference: MCA 10-3-603
  4. If the judge(s) are not available from the judicial district where the vacancy occurs, the district judge who holds court in the county seat closest to the county seat where the vacancy is makes the appointment. Reference: MCA 10-3-603

- *Decision Point*: ***City Commission*** *position(s) needs to be filled.*

  1. Vacancy is filled by the remaining commission members. Reference: MCA 7-3-4317, Livingston City Code 2-14(F)
  2. If all commission positions become vacant at one time, the board of county commissioners appoints members. Reference: MCA 10-3-604

- *Decision Point*: ***Mayor and/or Town Council*** *position(s) needs to be filled.*

  1. Vacancy is filled by majority vote of the remaining council members. Reference: MCA 7-4-4112
  2. If all council positions become vacant at one time, the board of county commissioners appoints members. References: MCA 7-4-4112, MCA 10-3-604

- *Decision Point*: ***County Sheriff*** *position needs to be filled.*

  1. Vacancy is filled by the Undersheriff until a Sheriff is elected or appointed and duly qualified. Reference: MCA 7-32-2122
  2. Sheriff is appointed by county commissioners. Reference: MCA 7-4-2206

- *Decision Point*: ***District Court Judge*** *position needs to be filled.*

  1. Vacancy is appointed by the Governor based on a nominee list submitted by the commission on courts of limited jurisdiction. Reference: MCA 3-1-1010

- *Decision Point*: ***County Coroner*** *position needs to be filled.*

  1. The coroner or a qualified deputy coroner of another county is appointed by county commissioners. Reference: MCA 7-4-2902

- *Decision Point*: ***County Attorney*** *position needs to be filled.*

  1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2702

- *Decision Point*: ***Justice of the Peace*** *position needs to be filled.*

  1. Vacancy is appointed by county commissioners. Reference: MCA 3-10-206

- *Decision Point*: ***Clerk and Recorder***, ***County Treasurer***, *and/or* ***Clerk of District Court*** *position(s) needs to be filled.*

  1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2206

- *Decision Point*: ***Disaster and Emergency Services Coordinator*** *and/or* ***Other County Department*** *position(s) needs to be filled.*

  1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2206

- *Decision Point*: ***City Manager*** *position needs to be filled.*

  1. Vacancy is appointed by city commissioners. Reference: MCA 7-3-4361

- *Decision Point*: ***City Executive / Department Head*** *position(s) needs to be filled.*

  1. Vacancy is appointed by the city manager. Reference: MCA 7-3-4363

- *Decision Point: Notifications need to be made regarding activation of Continuity of Government operations.*

Generally, the person vacating the position or the individual(s) making the appointment or determination of the vacancy, if applicable, will contact the individual filling the position directly. Other options include having a 911 dispatcher call specific individuals to inform them of their role in maintaining government authority, or if standard means of communications are not available, law enforcement or other local officials may provide notification in person.

C3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Principal Executive Officers / Local Elected Officials

- Perform duties in appointing individuals to position vacancies, as applicable by law.
- Ensure critical government continuity is maintained.

911 Dispatch

- Notify applicable individuals of Continuity of Government activation, as requested.

Law Enforcement

- Assist the Principal Executive Officers / Local Elected Officials and/or 911 Dispatch with notification of applicable individuals of Continuity of Government activation through personal contact, if needed.

Coroner

- Confirm deaths of Principal Executive Officers / Local Elected Officials and other positions, if needed.
- Assist the Principal Executive Officers / Local Elected Officials and/or 911 Dispatch with notification of applicable individuals of Continuity of Government activation through personal contact, if needed.

Government Administration

- Support newly appointed officials in performing their duties.

Other Entities

- Perform other duties as needed and assigned.

C4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4. Continuity of government operations are often separate from the tactical disaster operations.

Other related state plans related to this annex (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Continuity of Government Plan

C5. Information Collection and Dissemination

C5.1 Information Collection for Planning

Information related to Continuity of Government activities may be hard to acquire due to communication disruptions and other disaster related challenges. If possible, confirmation of position vacancies may be acquired from the following sources:

- Individual vacating the position
- Coroner (if vacancy is due to a death)
- Death certificate (if vacancy is due to a death)
- Family member (if vacancy is due to a death or incapacitating illness or injury)

Confirmation of a filled vacancy should be made with the individual or governing body making the appointment and the individual filling the vacancy.

During times of disaster, these confirmations may be in writing or provided verbally (via telephone or emergency radio) until written confirmation is possible. At a minimum, dated personal records and/or notes should include the individual position(s) vacated, reason(s), person providing the confirmation of such, method of the confirmation, individual appointed to the vacancy, and method and time of notification and acceptance.

C5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

During times of disaster and civil unrest, the general public often worries about who is “in charge” and the stability of government. Timely public information may diminish perceptions of anarchy and provide comfort for the citizenry. Therefore, clear, consistent, and coordinated messages should be provided by county, city, and/or town governing bodies. The types of questions the general public may want answers to include:

- What vacancies were created and why?
- Who are the individuals that will be or are filling the vacancies?
- Who appointed or authorized the filling of the vacancies?

- How long is the appointment for?
- Are basic government functions being performed?

C6. Communications

See the Communications Annex for more details on emergency communications in Park County.

Local elected officials, with the exception of the Sheriff, typically do not carry the traditional emergency radios that first responders do. Therefore, communications with these officials and their potential replacements will likely occur via telephone, cellular telephone, or in person.

C7. Administration, Finance, and Logistics

C7.1 Finance/Administration

The Continuity of Government function generally does not involve financial transactions, however, the incident leading to leadership vacancies may, and standard disaster resource and financial tracking should be used. For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1. Administratively, all records outlining delegations of authority and appointments of individuals to various positions must be maintained.

C7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

C8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

C9. Authorities and References

C9.1 Authorities / References

- Montana Code Annotated 3-1-1010: Lists Submitted to Governor and Chief Justice – Report on Proceedings
- Montana Code Annotated 3-10-206: Vacancies
- Montana Code Annotated 7-3-4317: Vacancies
- Montana Code Annotated 7-3-4361: Appointment of City Manager
- Montana Code Annotated 7-3-4363: Powers and Duties of City Manager

- Montana Code Annotated 7-4-2106: Vacancy on Board of County Commissioners
- Montana Code Annotated 7-4-2206: Vacancies
- Montana Code Annotated 7-4-2702: Procedure to Fill Vacancy in Office of County Attorney
- Montana Code Annotated 7-4-2902: Vacancy in Office of County Coroner or Disqualification of Coroner
- Montana Code Annotated 7-4-4112: Filling of Vacancy
- Montana Code Annotated 7-32-2122: Duties of Undersheriff
- Montana Code Annotated 10-3-603: Filling Vacancy in Boards of County Commissioners
- Montana Code Annotated 10-3-604: Filling Vacancy in City or Town Governing Bodies

C9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

C10. Attachments

None.

CONTINUITY OF OPERATIONS
ANNEX D

D1. Purpose, Situation, and Assumptions

D1.1 Purpose

The purpose of this Continuity of Operations Functional Annex is to guide and coordinate agencies in maintaining government function during periods of disaster or emergency. Continuity of operations first and foremost ensures that critical, lifesaving, and vital public safety functions are performed when normal government operations are disrupted. Through continuity of operations, eventually, all government services can be restored from alternate facilities and transitioned into permanent locations, if needed.

D1.2 Situation Overview

Any number of disaster or emergency situations may disrupt government operations or render facilities or offices unsafe. In these cases, functions, beginning with those that are most critical to life and safety, need to be resumed as expeditiously and efficiently as possible.

The most critical functions for life and safety provided by the jurisdictions and private entities in Park County that must be maintained include:

- Core Government Authority
- 911 Communications
- Law Enforcement Response
- Medical Response
- Fire/Rescue Response
- Disaster and Emergency Services Coordination
- Jail Services
- Public Health
- Emergency Healthcare
- Utilities

Table D1.2A shows the critical county, city, and town government facilities within Park County.

Table D1.2A Park County Primary Government Facilities

Facility	Location	Function
City-County Complex	414 East Callender Street Livingston	County Government City Government Emergency Services Jail
Clyde Park Town Hall	516 Miles Avenue Clyde Park	Town Government

D1.3 Planning Assumptions

- An incident occurs that is significant enough to cease critical government operations at the normal location.
- Personnel resources exist to maintain government operations at an alternate location.
- Alternate facilities remain that allow for transfer of operations.

D2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Incident occurs or affects government offices.*

Evacuation of the facility, if necessary, is the first step to assure the safety of the occupants. Each government facility should have a specific evacuation plan. Supervisors need to account for employees and contractors.

Devolution is the ability to transfer statutory authority and responsibility for essential functions from one organization to another. Park County does not have formalized devolution procedures, however, the statewide mutual aid system would allow for assigning specific responsibilities to appropriate mutual aid partners, if necessary.

- *Decision Point: Critical government functions need to relocate.*

When a primary facility is rendered inoperable, an alternate facility must be located, activated, and communicated to the employees and the public. Local government services can be relocated by identifying alternate facilities, contracting for leased/rented space (if needed), setting up work stations and communications, and informing essential workers of the new location. In addition, providing pre-event guidance to local government employees on what to do in the event of a building emergency and an associated relocation will facilitate this process.

The local governing body is responsible for relocating government services, if necessary. In the case of a large scale disaster, the local governing bodies should coordinate with the Emergency Operations Center

to support disaster priorities and avoid confusion in establishing a new facility, particularly when competition for limited space may exist among government and emergency response organizations. Note that in some cases, departments may be separated into different facilities if conditions require.

For each of the critical functions, alternate facilities have been pre-identified, as shown in Table D2A.

Table D2A Pre-Defined Alternate Facilities

Critical Function	Primary Location	Alternate Location(s)
Core Government Authority – Park County	City-County Complex	Park County Fairgrounds Livingston Civic Center
Core Government Authority – City of Livingston	City-County Complex	Park County Fairgrounds Livingston Civic Center
Core Government Authority – Town of Clyde Park	Clyde Park Town Hall	Clyde Park Community Center Shields Valley High School
Dispatch Communications	City-County Complex	Park County Search and Rescue Barn Park County Rural Fire Station #1
Law Enforcement Response	Law Enforcement Vehicle	Closest unaffected law enforcement vehicle Sheriff's mobile command vehicle
Medical Response	Ambulance	Closest unaffected ambulance
Fire/Rescue Response	Fire Response Vehicle	Closest unaffected fire response vehicle
DES/Emergency Operations Center	City-County Complex	Sheriff's mobile command vehicle Park County Rural Fire Station #1 Sheriff's office in Gardiner Other Rural Fire Stations Gallatin County Mobile Command Center
Jail	City-County Complex	Neighboring county jail (Gallatin, Broadwater, etc.)
Public Health, Nursing Services	City-County Complex	Sheriff's mobile command vehicle Livingston HealthCare Pharmacy Schools
Emergency Healthcare	Livingston HealthCare	Evergreen Livingston Health and Rehab Center Robin Lane Physical Therapy Park High School Gym and Cafeteria Park County Fairgrounds Area Churches
Utilities	Utility Repair Vehicle	Closest unaffected utility repair vehicle

The important records and databases maintained in Park County and back-up locations, if any, are shown in Table D2B.

Table D2B Vital Records and Databases

Record	Location	Back-up
Birth and death certificates	City-County Complex	First Interstate Bank
Park County resolutions	City-County Complex	First Interstate Bank
Park County financial records	City-County Complex	First Interstate Bank
Park County GIS files	City-County Complex	First Interstate Bank
Park County personnel records	City-County Complex	First Interstate Bank
City of Livingston resolutions	City-County Complex	First Interstate Bank
City of Livingston financial records	City-County Complex	First Interstate Bank
City of Livingston personnel records	City-County Complex	First Interstate Bank

Table D2B Vital Records and Databases (continued)

Record	Location	Back-up
Town of Clyde Park resolutions	Clyde Park Town Hall	
Town of Clyde Park financial records	Clyde Park Town Hall	
Town of Clyde Park personnel records	Clyde Park Town Hall	

- *Decision Point: Essential employees need to resume operations in an alternate location.*

During times of disaster, information dissemination is vital to the coordination and productiveness of local government employees. Employees essential to disaster operations need instructions on when and where to report to work. These workers also need to know their shift schedule, what to bring, if they will be able to return home at the end of their shift, the length of their expected assignment, and if they will be able to communicate with their families. Non-essential employees must also be kept informed of their pay status and anticipated work schedule.

Essential government employees will be notified by their supervisor or designee. Every supervisor should have a Personal Accountability Plan, containing employee home and work telephone numbers, home address, and emergency contact information, as part of their basic supervisor responsibilities. This plan is to be kept by supervisors both in an alternate location and in the office. Its contents will ensure that supervisors can contact their subordinates during non-business hours. The Personal Accountability Plan should also address accounting for employees during business hours should their work facility be evacuated.

Non-essential workers and employees' families will be kept informed through the public information system. See the Public Information Annex for additional information on this function.

- *Decision Point: Non-critical functions can resume.*

Depending on the specific circumstances requiring relocation, non-critical functions may be re-established at the same time as critical functions, deferred until critical functions are established, or suspended indefinitely. Similar to critical functions, a facility must be identified and set-up and employees and the public will need to be notified of the new location.

- *Decision Point: Permanent operations need to be established.*

The final stage of the Continuity of Operations Plan is to reestablish all government functions in the original facility or a new, permanent facility. During this phase, all personnel should be provided with instructions and the status and location must be communicated to all partner agencies and customers.

D3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Ensure adequate back-up of essential documents, records, and files.
- Develop and exercise evacuation plans for all facilities.
- Develop personal accountability plans for each supervisor that includes employees' contact numbers and addresses.
- Promote employee development of family emergency plans and disaster preparedness kits. Having family emergency plans and 72-hour (or longer) disaster preparedness kits will increase the chances of employees communicating with their families following a disaster and will decrease the level of concern employees have for their family members. Employees will be much more productive, particularly during times of crisis, if they know that their loved ones have an emergency plan and supplies on hand.
- Establish written Delegations of Authority for critical functions that are not pre-determined by law. Supervisors and employees should have a common understanding of when such responsibilities are transferred and have adequate training to perform the duties.
- Train and exercise the sudden transfer of operations to an alternate facility.
- Be prepared to serve as an alternate facility for other organizations.

Principal Executive Officers / Local Elected Officials

- Activate this Continuity of Operations Annex when necessary.
- Coordinate with facility managers, Disaster and Emergency Services, law enforcement, public health, and information technology/communications coordinators regarding alternate facility locations.
- Select an alternate location to resume critical functions.
- Keep employees informed of changes in government operations.

Disaster and Emergency Services

- Support and coordinate Continuity of Operations activities between jurisdictions.

Government Administration

- Assist Principal Executive Officers / Local Elected Officials in selecting alternate facilities for operations.
- Make purchases necessary to resume operations in alternate locations.
- Assist with setting up alternate work sites.

Other Entities

- Perform other duties as needed and assigned.

D4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the inaccessibility or destruction of a government facility, however, the decisions regarding restoration of government operations at an alternate facility will likely be made by the Principal Executive Officers / Local Elected Officials or facility supervisor if only housing a single department. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Other related state plans related to this annex (vertical coordination) include:

- State of Montana Continuity of Operations Plans developed by individual agencies

D5. Information Collection and Dissemination

D5.1 Information Collection for Planning

Table D5.1A lists the key information needed and possible sources when considering, planning for, and implementing Continuity of Operations activities.

Table D5.1A Possible Information Sources

Information Type	Source
Possible alternate facilities	○ Local Real Estate Agents ○ School Administrators ○ Partner Organizations / Jurisdictions
Communications / data capabilities and issues	○ Local telephone and internet providers

D5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Local government provides many public services that are based from government facilities. Therefore, if a facility is damaged or inaccessible, the public will want and/or need to know where to go for those services. Initially, the following information should be provided to the public:

- Notification of the building closure
- Assurance that services will be provided as soon as possible
- Assurance that a new facility is being located or set up

Once an alternate facility has been secured, set up, and an opening date/time is confirmed, the following information should be provided to the public:

- The types of services that will be available
- The location(s) of the services (and directions, if needed)
- The hours of operation
- The expected duration of services from that location, if known

D6. Communications

See the Communications Annex for more details on emergency communications in Park County.

Local elected officials and staff, with the exception of the Sheriff, typically do not carry the traditional emergency radios that first responders do. Therefore, communications with these officials and employees will likely occur via telephone, cellular telephone, or in person.

D7. Administration, Finance, and Logistics

D7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

D7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

D8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

D9. Authorities and References

D9.1 Authorities / References

- Montana Code Annotated 10-3-608: Relocating Seat of Local Government

D9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

D10. Attachments

None.

DAMAGE ASSESSMENT
ANNEX E

E1. Purpose, Situation, and Assumptions

E1.1 Purpose

The purpose of this Damage Assessment Functional Annex is to guide and coordinate agencies and organizations in conducting damage assessments following a disaster. Timely damage assessment may facilitate state and federal assistance following an incident and provide important information for incident response and recovery planning.

E1.2 Situation Overview

Damage assessment is a function that evaluates the extent of damage in the jurisdictions, usually within 12-36 hours, from an incident, emergency, or disaster. This information is used at the local level for incident planning and assistance requests. At the state and federal levels, the damage assessment is used to determine if a state or federal disaster will be declared and the types of assistance that will be made available. A basic inventory of Park County reveals the following assets could sustain damage:

- Public facilities and equipment
- Residential structures and property (about 8,300 housing units)
- Businesses (about 800 establishments)
- Communications infrastructure
- Electric infrastructure
- Natural gas infrastructure
- Petroleum pipeline infrastructure
- Storm water and flood control infrastructure
- Transportation infrastructure
- Water and sewer infrastructure

The assessment of damages may be conducted by various independent teams, including, but not limited to:

- Government (local, state, and/or federal)
- American Red Cross
- Utility Companies
- Insurance Companies

E1.3 Planning Assumptions

- Information on the damage incurred is needed for planning and/or declaration purposes.

E2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: A rapid needs assessment is necessary to evaluate immediate response needs.*

The "size-up" provided by the first emergency response units arriving on the scene of an incident is an example of an initial damage assessment. A rapid needs assessment is a broader (in the geographic sense) evaluation of the impacts to Park County communities. This type of assessment strives to quickly evaluate the damage for the purposes of immediate needs for life safety. The rapid needs assessment typically includes:

- Identification and severity of the areas impacted
- Estimate of the number of people impacted
- Status of infrastructure operations and outages
- Identification of immediate life safety needs

The initial rapid needs assessment may be conducted by emergency responders or Emergency Operations Center personnel using 911 reports, field reports (from assessment teams and/or incident command posts), and/or aerial assessments.

- *Decision Point: A damage assessment of public property is needed.*

When public property and infrastructure is damaged in a disaster, an assessment of the extent of damages should be performed. This process may be as simple as gathering information from the affected departments and companies or as extensive as assembling a team of local, state, and federal representatives to evaluate the losses. The facilities and systems that should be assessed, as applicable, include:

- Public Buildings, Facilities, and Equipment
- Schools and Property
- Transportation Infrastructure (Bridges, Roads, Airports, Railways, etc.)
- Electric Infrastructure
- Water Infrastructure
- Waste Water / Sewer Infrastructure
- Storm Water and Flood Control Systems
- Communications Infrastructure
- Natural Gas Infrastructure
- Petroleum Pipeline Infrastructure

If possible, a report listing the damage locations, a description of the damage, the number of people affected by the outage or loss, costs to date on emergency restoration measures, an estimate of the permanent repair cost, and ideas for mitigating similar future losses, should be developed, even if incomplete.

- *Decision Point: An understanding of the extent of damage to private property is needed.*

The process of assessing the damage to private property depends on the number of properties involved. When only a few structures are impacted, the damage may be assessed on a property by property basis by emergency responders or others through visual inspection and interviews with the property owners, including gathering information on the extent of insurance coverage.

In larger scale disasters, a less detailed approach is needed. A "windshield survey" may be more appropriate. With this type of assessment, structures are generally categorized as having been "destroyed," sustained "major" damage, or sustained "minor" damage. The result is an assessment containing the total number of structures within each category, ideally by jurisdiction and possibly neighborhood. The goal is to collect, organize and report the damage assessment to Montana Disaster and Emergency Services (DES) within 12-36 hours of the incident. American Red Cross disaster volunteers are trained in conducting these types of assessments and may be a valuable partner to coordinate with.

E3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Coordinate community-wide damage assessments.
- Submit damage assessment reports to Principal Executive Officers / Local Elected Officials and Montana Disaster and Emergency Services.

911 Dispatch

- Provide information on reported damages to DES/EOC, as applicable.

Voluntary Organizations Active in Disasters (VOAD)

- Assist with community-wide damage assessments. (American Red Cross)

State and Federal Emergency Management Entities
including Montana DES and FEMA

- Conduct state/federal Rapid Needs Assessments and Preliminary Damage Assessments, as needed.

Other Entities

- Report assessed damages to DES/EOC, as applicable.
- Perform other duties as needed and assigned.

E4. Direction, Control, and Coordination

Incident Command and/or Unified Command will vary depending on the incident causing the need for damage assessment. Park County Disaster and Emergency Services is primarily responsible for the damage assessment function, but may require the assistance of and information from other agencies. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

E5. Information Collection and Dissemination

E5.1 Information Collection for Planning

Table E5.1A lists the key information needed and possible sources needed for a damage assessment.

Table E5.1A Possible Information Sources

Information Type	*Source*
Extent of community damage	– Law Enforcement – Fire Departments – American Red Cross – Building Inspectors
Extent of infrastructure damage	– Street and Road Departments – Utility Providers – Water and Sewer Departments / Districts – Government Administration
Extent of government property damage	– Government Administration – School Administrators

E5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Through electronic media and other means, surveys may be established to gauge the level of damage in the communities. The public may also benefit from knowing that damage assessment teams may be moving through the area and driving slowly by homes.

E6. Communications

See the Communications Annex for more details on emergency communications in Park County.

E7. Administration, Finance, and Logistics

E7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

E7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

E8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

E9. Authorities and References

E9.1 Authorities / References

None.

E9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

E10. Attachments

None.

DIRECTION AND CONTROL
ANNEX F

F1. Purpose, Situation, and Assumptions

F1.1 Purpose

The purpose of this Direction and Control Functional Annex is to describe the notification and management of response organizations during a disaster, emergency, or incident within Park County. Without clear direction and control during an incident, confusion and inefficient response may result. This annex provides information on initial notification, incident assessment, incident command, and Emergency Operations Center (EOC) activities.

F1.2 Situation Overview

Park County, the City of Livingston, and the Town of Clyde Park are vulnerable to a wide variety of hazards that could trigger the activation of this Emergency Operations Plan. Each type of incident is unique in its direction and control needs; however, some basic principles can be applied to all types of incidents. All incidents within Park County, the City of Livingston, and the Town of Clyde Park are to be managed using the National Incident Management System (NIMS), Incident Command System (ICS).

Most incidents are first reported via 911 calls and the appropriate response organizations are then notified by their dispatch center. Subsequent notifications, resources requests, incident planning, and operations are conducted as necessary. Table F1.2A shows the response organizations within Park County that may have direction and control responsibilities. Note that federal and state agencies may have their own direction and control responsibilities within their jurisdictions.

Table F1.2A Park County Direction and Control Agencies

Type	Organization
911 Dispatch	Livingston / Park County 911 Dispatch
911 Dispatch	Yellowstone National Park Communications Center
Law Enforcement	Livingston Police Department
Law Enforcement	Park County Sheriff's Department
Fire Services	Clyde Park City Fire Department
Fire Services	Clyde Park Rural Fire District #2
Fire Services	Cooke City / Silvergate Fire District
Fire Services	Gateway Hose Company
Fire Services	Livingston Fire and Rescue
Fire Services	Paradise Valley Fire and EMS
Fire Services	Park County Fire Warden's Office
Fire Services	Park County Rural Fire District #1

Table F1.2A Park County Direction and Control Agencies (continued)

Type	Organization
Fire Services	Wilsall Rural Fire District #3
EMS / Ambulance (separate from fire services)	Gardiner Ambulance
Public Health	Park County Health Department
Principal Executive Officers	Clyde Park City Hall / Mayor's Office
Principal Executive Officers	Livingston City Commission
Principal Executive Officers	Livingston City Manager
Principal Executive Officers	Park County Commission

The Principal Executive Officers / Local Elected Officials of each jurisdiction have the ultimate responsibility for the health, safety, and welfare of the public they serve. In general, these officials are responsible for declaring disasters and emergencies, ordering evacuations, allocating resources, overseeing jurisdiction-wide operations, and implementing policies related to the disaster. On-scene control is provided by the Incident Commander, usually an officer of an emergency response organization. In many cases, these Incident Commanders work either directly or indirectly for the Principal Executive Officers / Local Elected Officials.

The Park County Disaster and Emergency Services (DES) Coordinator is responsible for emergency and disaster preparedness and the coordination of response and recovery resources. The Coordinator, however, has no statutory authority over any department or organization and acts in a critical support role to Incident Commanders, response organizations, and the Principal Executive Officers. The DES Coordinator is also responsible for organizing and maintaining the Emergency Operations Center (EOC). The primary EOC is located in the basement of the City-County Complex in Livingston with alternate locations of a mobile command vehicle, rural fire stations, or the Sheriff's Office in Gardiner.

F1.3 Planning Assumptions

- Clear direction and control will improve emergency response to an incident.
- Response agencies and local authorities are willing to communicate and coordinate with all other response organizations and agree to work within the principles set forth in the National Incident Management System.
- Direction and control must remain flexible in order to address the wide variety of incidents that may occur in Park County.

F2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: An incident has occurred requiring emergency response.*

Park County emergency responders are most often notified of an incident through a 911 call into the Livingston / Park County 911 Dispatch or the Yellowstone National Park Communications Center. The 911 center notifies the appropriate response agencies using their Standard Operating Procedures (SOPs). Depending on the type of incident, this usually includes law enforcement, fire services, and/or emergency medical services / ambulances. Incident Commanders are designated by the jurisdiction(s) involved.

For certain types of incidents or when requested by the Incident Commander, the Park County Disaster and Emergency Services (DES) Coordinator is notified. The Park County DES Coordinator will then notify the Principal Executive Officer(s) of the affected jurisdiction(s) and the Montana DES Duty Officer, as necessary.

- *Decision Point: Initial assessment of the incident is made.*

Initial information on an incident is often received in the 911 dispatch centers from individuals witnessing the incident. This information is relayed to the emergency responders when notified of or enroute to the incident. First arriving emergency response units usually assess the incident upon arrival and communicate their "size up" to other responding units via public safety radio. This information can also be relayed to other responding units not monitoring radio traffic by 911 dispatch.

Based on the initial assessment, a plan of action can be developed for resources on scene. Additional resources may be requested, including activation of the Emergency Operations Center, and a more formal Incident Action Plan may be developed upon arrival of command staff.

- *Decision Point: Incident command is established.*

The Incident Command System (ICS) is a structure that manages how agencies and organizations work together to respond to a disaster or emergency. ICS provides for emergency operations with one person, or in the case of Unified Command, individuals representing multiple agencies, directing the operations for the incident. This concept allows for coordinated emergency response. See the Base Plan, Section 4, Direction, Control, and Coordination for additional information on this concept. Table F2A lists the likely Incident/Unified Command responsibilities for various types of hazards.

Table F2A Incident/Unified Command Responsibilities

Incident Type	**Discipline** (if more than one listed, Unified Command is likely)
Civil Disturbance	Law Enforcement
Communicable Disease	Public Health
Earthquake	Law Enforcement Fire Services
Flood	Law Enforcement

Table F2A Incident/Unified Command Responsibilities (continued)

Incident Type	**Discipline** (if more than one listed, Unified Command is likely)
Hazardous Materials Release	Fire Services
Hazardous Weather	Law Enforcement Fire Services
Terrorism (chemical, explosive, incendiary, radiological, nuclear)	Law Enforcement Fire Services
Terrorism (biological)	Law Enforcement Public Health
Transportation Accident (mass casualty)	Law Enforcement Fire Services EMS / Ambulance
Urban Fire	Fire Services
Volcano	Law Enforcement Public Health
Wildland Fire	Fire Services

The Incident Commander will establish an Incident Command Post (ICP) close to but at a safe distance from the scene. The ICP is typically in an emergency response vehicle or a specially designed command trailer/vehicle. To the extent possible, NIMS compliant ICS forms should be used.

- *<u>Decision Point</u>: Incident may impact other jurisdictions.*

When an incident may impact other jurisdictions, such as a hazardous material release, wildland fire, or dam failure, the Incident Commander has a responsibility to notify those jurisdictions of the incident. This notification may occur between dispatch centers, directly with the other jurisdiction's emergency response organizations, between DES Coordinators, and/or with state and federal agencies.

In these types of situations, control may be provided through Unified Command involving more than one jurisdiction.

- *<u>Decision Point</u>: Emergency proclamation or disaster declaration is needed.*

Local disaster declarations and emergency proclamations are made by the Principal Executive Officers / Local Elected Officials by order or resolution. Declarations and proclamations may be recommended to the Principal Executive Officers / Local Elected Officials by the Park County Disaster and Emergency Services Coordinator, law enforcement, fire services, or other agency involved in the incident. Assistance is generally provided by Park County Disaster and Emergency Services and the declaration or proclamation is submitted to Montana Disaster and Emergency Services. Templates can be found in the Montana Local Government Disaster Information Manual (available on the Montana DES website).

- *Decision Point: Emergency Operations Center (EOC) activation is needed.*

The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The Principal Executive Officers / Local Elected Officials and other responsible agencies coordinate operations from the EOC, including coordination of resources within the county and coordination with neighboring jurisdictions. Communications with the Incident Command Post is essential.

The activation of the Park County Emergency Operations Center will be situationally dependent. Given a limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Disaster and Emergency Services Coordinator or may involve multiple partners and section chiefs to coordinate resources and requests. EOC representatives must have decision-making authority for their agency.

The EOC is managed by the Park County Disaster and Emergency Services Coordinator, deputy, or other designated person. The EOC can be activated by Park County Disaster and Emergency Services, Principal Executive Officers / Local Elected Officials, or by Incident Command request.

- *Decision Point: Additional resources are needed.*

When additional resources are needed to perform emergency operations, standard practices should be followed. In some cases, this may mean assigning additional local equipment and personnel to the incident or making small purchases. When resources within the jurisdiction are exhausted, mutual aid resources may be requested and used. Specialized resources, such as hazardous material teams, medical volunteers, firefighting helicopters, and tactical teams, may have their own request and fulfillment procedures through specific agencies.

When resources are needed beyond the local capabilities and mutual aid systems, these requests should be made to the Park County Disaster and Emergency Services (DES) Coordinator or the Emergency Operations Center (if activated). DES maintains an Emergency Resource List, including contact information, and can make additional requests to the state. If necessary, the state can make requests to the federal government.

When additional resources are requested or used, detailed tracking methods and records should be maintained for possible future reimbursement purposes. See the Base Plan, Section 7, Administration, Finance, and Logistics for additional information.

F3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, establish an Incident Command Post.
- Consider the need for Unified Command.

Principal Executive Officers / Local Elected Officials

- Oversee jurisdictional response to the incident.
- Assign Incident Command, if not already pre-established.

State and Federal Emergency Management Entities
including Montana DES and FEMA

- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as incident management teams.

Other Entities

- Perform other duties as needed and assigned.

F4. Direction, Control, and Coordination

Additional information on the direction, control, and coordination function can be found in the Base Plan, Section 4.

F5. Information Collection and Dissemination

F5.1 Information Collection for Planning

Direction and control is generally not a function that requires information for planning.

F5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Direction and control is not a concept typically outlined for the public, however, public information regarding the incident is an important responsibility of command staff. In particularly unstable situations, the public may be reassured of the government's and/or response agency's control of the situation.

F6. Communications

See the Communications Annex for more details on emergency communications in Park County.

F7. Administration, Finance, and Logistics

F7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

F7.2 Logistics

Logistical needs of the incident are typically managed through the Incident Command System. The function of direction and control does not usually have any logistical requirements. For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

F8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

F9. Authorities and References

F9.1 Authorities / References

None.

F9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

F10. Attachments

None.

DONATIONS MANAGEMENT
ANNEX G

G1. Purpose, Situation, and Assumptions

G1.1 Purpose

The purpose of this Donations Management Functional Annex is to guide and coordinate agencies and organizations in the post-disaster management of donations in Park County, particularly unsolicited donations. Uncontrolled donations can interfere with disaster operations and present logistical challenges with storage and distribution if a management system, even a very basic one, is not established.

G1.2 Situation Overview

Montanans, by nature, often like to help their neighbors, particularly during times of disaster. Many communities across the state are very self-sufficient due to the willingness of friends and neighbors to assist when needed. This desire to help is an admirable quality during and following disasters but can become overwhelming if not managed properly.

Spontaneous donations, particularly of goods, can quickly go from a few manageable items to a large assortment of items in need of storage, organization, and distribution. Without a designated location and tracking system for these types of donations, well-intended individuals may bring them to the scene of an incident or places like fire stations and inadvertently interfere with critical disaster operations. Items such as food and supplies for first responders may be welcomed initially, but once the supply exceeds demand, concerns for food safety (if items require refrigeration) and what to do with all of the excess items may result.

Several voluntary organizations and individuals in the communities have experience with managing donated items and may be asked to assist in a disaster. Ideally, donations management should not be done by those with other critical roles in an emergency. Spontaneous volunteers and individuals not playing an otherwise critical role in the disaster may be used to support donations management if an appropriate management system is in place. Organizations that may be called up to provide support for donations management include:

- The Salvation Army
- Local Thrift Store Owners and Employees/Volunteers
- Church Groups
- Civic Organizations, such as Fire Auxiliary, Rotary, Masonic, and other Clubs

Monetary donations can be easier to manage and utilize once established. Disaster funds may be established at local banks to benefit those impacted by the disaster. Support organizations, such as the American Red Cross, may have similar donation opportunities.

G1.3 Planning Assumptions

- A disaster has had a large enough impact and media attention to produce excessive amounts of unsolicited donations.

G2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Cash donations are needed.*

Cash donations are typically the most preferable and useful type of donation following a disaster. Cash can be used to purchase items that are identified as needs in the type and quantity needed or distributed directly to the victims. Disaster relief funds may be set up by any non-profit organization willing to manage the donated funds, however, these efforts should be coordinated through the Emergency Operations Center and Public Information Officer to maximize fundraising efforts and minimize public confusion over where to donate.

- *Decision Point: Management of donated goods is needed.*

Sometimes, when a specific item or items are identified as needed during or following a disaster, that need can be communicated to the public and fulfilled in the way of donated items. This approach will require a level of management for receipt, tracking, storage, and distribution of the items and may result in an excess of donations.

Other times, based on the needs portrayed in the media or perceived by those aware of the disaster, unsolicited donations of goods may result. In these cases, the donations may become increasingly problematic and difficult to manage. Therefore, if unsolicited donations are expected or start occurring, as early as possible in the incident, a management system for such goods should be established.

Management of donated items, particularly unsolicited items, may best be managed by the Voluntary Organizations Active in Disaster. These organizations may include a wide variety of groups, but ideally, the selected volunteers should have some experience in warehouse and/or thrift store operations. At a minimum, some oversight should be provided by the Emergency Operations Center to ensure the goods are tracked appropriately and matched and distributed to those in need. The Emergency Operations Center may also need to provide logistical support such as drop-off and pick-up locations, temporary storage warehouses, and perhaps a donations phone hotline. Information on the specific community needs and locations may be coordinated by the Emergency Operations Center or directly between Donations Management volunteers and the Incident Command Post(s).

Public information is a very important function of donations management and may be used to solicit for specific items or to curb unusable donations. The Public Information Officer(s) will need to coordinate with those assessing the needs of the affected public and those managing donations in an effort to clearly portray the items needed and where donations should be taken, if needed. Otherwise, the Public Information Officer(s) can emphasize the needs for cash donations rather than goods, if the donation of goods is becoming overwhelming or ineffective.

G3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. Salvation Army, etc.) for donations management services.

Voluntary Organizations Active in Disasters (VOAD)

- Coordinate the collection and distribution of donated goods to disaster victims.
- Manage disaster-specific financial donations.

Other Entities

- Relay information on donated goods or identified needs to DES/EOC, as applicable.
- Perform other duties as needed and assigned.

G4. Direction, Control, and Coordination

Park County Disaster and Emergency Services is primarily responsible for the donations management function, but may delegate management responsibilities to other individuals and organizations for support and oversight. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

G5. Information Collection and Dissemination

G5.1 Information Collection for Planning

Table G5.1A lists the key information needed and possible sources needed for donations management.

Table G5.1A Possible Information Sources

Information Type	*Source*
Specific community needs	– Incident Command – Law Enforcement – Fire Departments / Districts – American Red Cross
Possible warehouse / temporary storage facilities	– VOAD – Local Real Estate Agents – School Administrators – Other Jurisdictions

G5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Providing clear direction to the public regarding the types of donations needed and the types of donations not needed can make the donations management function much easier and effective. Public information may also be used to communicate with disaster victims regarding the distribution of donated items and funds.

G6. Communications

See the Communications Annex for more details on emergency communications in Park County.

Other than communication between the Incident Command Post(s) and the Emergency Operations Center, most communications regarding donations management would likely take place in person or over the phone. Donations management staff and volunteers generally do not have public safety radios.

G7. Administration, Finance, and Logistics

G7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

G7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

G8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

G9. Authorities and References

G9.1 Authorities / References

None.

G9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

G10. Attachments

None.

MASS CASUALTY AND MASS FATALITY
ANNEX H

H1. Purpose, Situation, and Assumptions

H1.1 Purpose

The purpose of this Mass Casualty and Mass Fatality Functional Annex is to guide and coordinate agencies and organizations during incidents involving mass casualties and/or fatalities within Park County. Effective management of such incidents from the scene to definitive medical care may maximize the survivability and outcome of victims. Coordinated management of mass fatalities is important for the preservation of possible evidence, minimizing the stress to families, ensuring proper and respectful disposition of bodies, and preventing the spread of communicable disease.

H1.2 Situation Overview

Mass casualties and/or fatalities in Park County, the City of Livingston, and the Town of Clyde Park may occur for a variety of reasons, including, but not limited to, avalanches, aviation accidents, bioterrorism, civil disturbances, communicable diseases, dam failures, earthquakes, floods, ground transportation accidents, hazardous material releases, landslides, severe thunderstorms, terrorism, tornadoes, violence, urban fires, volcanoes, wildfires, wind, or any other hazard that can injury or kill people. Most mass casualty and fatality incidents in Park County are related to transportation accidents.

A mass casualty incident in Park County is defined as an incident that requires more than two ambulances. Elements of this plan may be activated if patients are being transported into Park County, as can be the case from areas such as Yellowstone National Park.

Park County has limited resources for emergency medical response and care when considering the potential for mass casualty and/or fatality incidents. Table H1.2A provides an overview of the capabilities. Patients with injuries not exceeding the capabilities of Livingston HealthCare Hospital, the local hospital certified as a critical access hospital with a trauma level IV designation, are usually transported there. During the summer, patients in the Cooke City area may be transported to the West Park Hospital in Cody, Wyoming. Patients exceeding the local emergency room capabilities are either transported to a higher level facility from the scene or from the local hospital. In backcountry situations where helicopter rescue is needed, the patient(s) may be transported to another facility directly.

Table H1.2A Mass Casualty/Fatality Capabilities

Organization/Facility	Capabilities
Gardiner Ambulance	1 ambulance, staffed by volunteers
Livingston Fire Department	4 ambulances, 1 staffed full time with at least 1 paramedic
Paradise Valley Ambulance	2 ambulances, staffed by volunteers
Yellowstone National Park EMS	8 ambulances, seasonally staffed by park employees/concessioners

Table H1.2A Mass Casualty/Fatality Capabilities (continued)

Organization/Facility	Capabilities
Livingston HealthCare Hospital	25 bed critical access hospital Additional medical personnel is available from other facilities Limited, temporary morgue capabilities (18-20 deceased persons)
Community Health Partners	Basic healthcare, Limited emergency capabilities and hours
Mammoth Clinic	Basic healthcare, Limited emergency capabilities and hours
Park Clinic River Drive	Basic healthcare, Limited emergency capabilities and hours
Park Clinic West Crawford	Basic healthcare, Limited emergency capabilities and hours
Park County Coroner	1 coroner
Franzen-Davis Funeral Home	Capacity for 6-8 deceased persons

H1.3 Planning Assumptions

- Situations exist where normal day-to-day operations may not be able to handle a significant number of patients or fatalities.
- A wide range of possible incidents, number of patients, and conditions of patients exists.
- Patients are able to be extricated from the incident scene.
- Limitations exist in the number of trained emergency responders available, transportation units available, and patient care resources.
- The number of patients that can be handled by emergency responders and healthcare facilities on any given day will vary.
- Healthcare facilities (not necessarily in Park County) are available to accept patients.

H2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

➢ *Decision Point: Size Up of the Incident and Declaration of the Mass Casualty Incident (MCI)*

In most cases, the initial notification of an incident is through a 911 call and dispatch by the Livingston / Park County 911 Dispatch Center and/or the Yellowstone National Park Communications Center. Some information regarding the incident severity may be derived from the initial call(s) and dispatch, but the first unit on scene should:

- Provide a brief size-up/description of the incident, including an approximate patient count.
- Establish Incident Command.
- Declare a Mass Casualty Incident (MCI).
- Request additional ambulances through the appropriate dispatch center. Generally, the closest available ambulances will be called for mutual aid and may be located in another county. If possible, additional ambulances should be called from as many locations as necessary until the need is filled.
- Establish staging, treatment, and transport areas and officers (if personnel resources exist).

- Secure scene to access patients.

Upon notification of the MCI, the hospital should:

- Activate the hospital plan (usually done by the Charge Nurse or an administrator).
- Notify other facilities that may receive patients and request bed/patient capacities.

➢ *Decision Point: Triage Begins*

Under the direction of the Incident Commander or Triage Officer (if established), triage of patients using the START (Simple Triage and Rapid Treatment) triage system and the following guidelines:

- Move quickly from person to person checking respirations, perfusion, and mental status as indicated in the START system.
- Tag patients with the appropriate triage tag (Red/Immediate, Yellow/Delayed, Green/Minor, and Black/Deceased). Note: Green/Minor conditions patients can generally walk toward you to a safe location away from the scene.
- Only move deceased persons if their location is affecting the ability to rescue others.
- Report back to the Incident Commander or Triage Officer (if established) with the number of patients within each category.

Upon completion of primary triage, the Incident Commander or Triage Officer (if established) should communicate with the hospital regarding the number of patients within each triage category.

During secondary triage, patients should be moved to the appropriate treatment/immobilization area and prioritized for treatment and transportation. Do not move deceased persons unless absolutely necessary.

➢ *Decision Point: On-Scene Treatment is Needed*

During incidents with extended delays for transportation resources, patients can be additionally prioritized into Group A and Group B, typically within the Red tagged patients. The more severe patients, Group A, are to be transported first. Otherwise, using the supplies available at the scene, patients can be treated and stabilized to the extent possible. If necessary, nearby structures, such as community centers, schools, medical clinics, assisted living facilities, and other structures, may be used to temporarily locate patients, for protection from the weather and other hazards until transportation arrives. If necessary and feasible, decontaminate patients before transporting to the hospital.

➢ *Decision Point: Transport of Patients Begins*

The Livingston HealthCare Emergency Room Physician On Duty, in coordination with the Transport Officer (if established), Paramedic, or Emergency Medical Technician (EMT) on-scene, decides where and how to send patients depending on the location and severity of the incident. In the case of an MCI, the Incident Commander or Transport Officer (if established) should establish early communications with the hospital regarding the number and severity of patients so the hospital can begin communications with other area hospitals. Options for transportation include:

- Ground ambulances
- Helicopters (to nearby locations such as St. Vincent Hospital in Billings or Eastern Idaho Regional Medical Center in Idaho Falls)
- Fixed wing aircraft (generally to more distant locations such as Billings, Salt Lake City, Denver, Seattle, etc.)
- School buses (generally would be used for the Green/Minor "walking wounded" patients)

Note that in most cases, ground ambulances are the fastest way of transporting patients to Billings because helicopters often cannot land in local weather conditions and fixed wing aircraft generally take longer.

Depending on the decisions made, additional resources, such as aircraft, can be requested by the Incident Commander (via dispatch) or the hospital, but communications between the entities are essential to prevent confusion. Ideally, in an MCI, the local hospital should be calling for aircraft resources and communicating with the Incident Commander or Transport Officer (if established) regarding staging areas / landing zones and where to take the patients.

As ambulances are available for transport, the ambulance crew may be split (with some Paramedics/EMTs remaining on-scene for triage and treatment) with fire and/or law enforcement personnel driving the units to the hospital. While enroute to the hospital and/or loading zone, the Paramedics/EMTs should be communicating with the receiving facility or crew regarding the number of patients, triage tag numbers, and condition information. Upon completion of transport, the ambulance should return to the scene unless directed otherwise. A log of the triage tag number and where that patient was taken must be maintained.

- *Decision Point: Treatment of Patients at Area Hospitals*

Communication and coordination between Incident Command and the hospital is essential. Patients will be treated at Livingston HealthCare unless:

- The extent of an individual's injuries exceeds the hospital's capabilities and the patient is transported to another facility either directly from the scene or after arriving at the hospital.
- The capacity of the Livingston HealthCare is exceeded. In this case, the hospital should advise Incident Command of where patients are being diverted, ideally before the transport of patients begins.
- The incident is in the Cooke City area during the summer and transport to the West Park Hospital in Cody, Wyoming is indicated.

From initial triage through definitive care, patients should be tracked using triage tag numbers or an alternate system if tags are not or no longer available. The START triage tag tracking system is compatible with federal patient tracking systems. In addition, the Electronic Medical Record used by area hospitals is an important management tools that should be used to the extent possible, including the integration of triage tag tracking numbers, during mass casualty incidents.

If needed, additional medical personnel can be requested through the Montana Healthcare Mutual Aid System. The system is managed by Montana Department of Public Health and Human Services and local administrators include hospital administrators. Regular mutual aid channels may also be used.

- *Decision Point: Management of Fatalities*

Fatality management in Park County is the responsibility of the Coroner. Therefore, deceased persons should not be moved from the scene (unless necessary for rescue efforts) until released by the Coroner. The following steps should generally be followed when dealing with mass fatalities:

- Notification of the Coroner through the Livingston / Park County 911 Dispatch Center, if not already dispatched or on-scene.
- Under the direction of the Coroner, move the deceased to a temporary morgue, if established.
- Coordinate with Incident Command (or Transport Officer, if established) to determine the number of patients transported and locations.
- Communicate with area hospitals to determine the number of deceased at each location.
- Identify the deceased.
- Notify and assemble teams of family assistance resources such as chaplains, clergy, and counselors.
- Notify next-of-kin.
- Conduct autopsies, if needed, and determine cause of death.
- Streamline the death certificate process, if necessary.
- Release the remains and property to the next-of-kin, upon release by the Coroner.

- *Decision Point: Debriefing of Responders and Staff*

Whether a mass casualty or mass fatality incident, a Critical Incident Stress Debriefing (CISD) for responders and staff may be needed. Livingston HealthCare maintains a Critical Incident Stress Management (CISM) Team. Additional teams from nearby counties or humanitarian organizations may be called, if needed. This type of debriefing, usually facilitated by a mental health professional, allows those involved in the incident to release their feelings and discuss the incident in a safe manner to mitigate long-term emotional trauma created by the extreme stress of the incident.

H3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Conduct Critical Incident Stress Debriefings (CISD), as needed.

911 Dispatch

- Provide advanced notice to emergency responders of the potential of an MCI based on information received through 911 calls.

Emergency Medical Services / Ambulance

- Triage victims.
- Communicate and coordinate with area hospital/medical providers.
- Stage and treat patients, as needed.
- Transport victims to area hospitals.

Fire Departments / Districts

- Control hazardous conditions, such as hazardous material releases and fires, at the scene.
- Extricate and rescue victims, as needed.
- Stabilize the scene for Emergency Medical Services / Ambulance.
- Assist with triage and transport of victims, as applicable.
- Provide emergency medical assistance, as training allows.

Hospitals / Medical Providers

- Initiate hospital emergency plans.
- Coordinate with Emergency Medical Services / Ambulance.
- Provide Critical Incident Stress Management (CISM) services, as requested.

Coroner

- Determine if streamlined mass casualty procedures are needed.
- Coordinate all aspects of incident fatality management.

Law Enforcement

including Montana Highway Patrol

- Provide traffic and perimeter control of the scene, as needed.

Voluntary Organizations Active in Disasters (VOAD)

- Assist with mental health and responder feeding needs.

State and Federal Transportation Entities

including the Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB)

- Investigate transportation accidents within federal investigation responsibilities.
- In coordination with the Public Information Officer, provide information on transportation incidents within their jurisdiction.

Other Entities

- Perform other duties as needed and assigned.

H4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the mass casualties and/or fatalities and will most often be managed through Unified Command as designated by the jurisdiction(s) having authority, usually consisting of the follow organizations:

- Emergency Medical Services / Ambulance
- Coroner
- Hospitals / Medical Providers
- Law Enforcement
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)
- Public Health (if due to a public health emergency)

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Other local plans related to this annex (horizontal coordination) include:

- Livingston HealthCare Mass Fatality Plan

State plans related to this annex (vertical coordination) include:

- State of Montana Department of Public Health and Human Services, Mass Fatality Plan

H5. Information Collection and Dissemination

H5.1 Information Collection for Planning

Table H5.1A lists the key information needed and possible sources during a mass casualty and/or mass fatality incident.

Table H5.1A Possible Information Sources

Information Type	*Source*
Number of casualties and conditions	○ Incident / Unified Command (and Triage Officer, if established)
Number of ground ambulances available to assist with the incident	○ 911 Dispatch
Number of air resources (helicopters and fixed wing) available to assist with the incident	○ 911 Dispatch ○ Livingston HealthCare
Emergency medical care capability/availability	○ Livingston HealthCare ○ Other Area Hospitals
Patient locations	○ Incident / Unified Command (and Transport Officer, if established) ○ Livingston HealthCare
Status of fatalities	○ Park County Coroner

If an aircraft, school bus, or other mass transportation vehicle is involved, the National Transportation Safety Board will need to be notified by the operator for investigation purposes.

H5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Incidents of mass casualties and/or fatalities typically create a large amount of public interest. Basic information about the incident may be released, but information specific to individuals is generally released after family members have been notified and the information is released by the Coroner or law enforcement. The type of information that may be provided in public information statements include:

- The type of incident (i.e. vehicle crash, aircraft accident, hazardous material release)
- The location of the incident
- The number of vehicles involved (if applicable)
- The number of people injured and killed
- Related restrictions and closures
- A phone hotline for possible family members (often the case for commercial aircraft accidents and the line is usually managed by the airline)

In some cases, a family information center may be set up for those missing loved ones. This information center should be in a distinctly different location than a public information center where the media may be located.

H6. Communications

See the Communications Annex for more details on emergency communications in Park County.

H7. Administration, Finance, and Logistics

H7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

H7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

H8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

H9. Authorities and References

H9.1 Authorities / References

- Montana Code Annotated 50-6: Emergency Medical Services
- Montana Code Annotated 27-1-714: Limits on Liability for Emergency Care Rendered at Scene of Accident or Emergency
- Montana Code Annotated 7-4-29: Office of County Coroner
- Montana Code Annotated 46-4-1: Investigation of Death - Autopsy

H9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

H10. Attachments

None.

POPULATION PROTECTION
ANNEX J

J1. Purpose, Situation, and Assumptions

J1.1 Purpose

The purpose of this Population Protection Functional Annex is to guide and coordinate agencies and organizations in the orderly and expeditious evacuation or shelter-in-place of the population in an area within Park County. Evacuations are performed to protect the population from an existing, probable, or threatened incident that poses an immediate risk to life and safety in a given geographic area. Shelter-in-place methods instruct individuals to take shelter within a structure immediately to protect themselves from exterior hazards when an evacuation is not safe or indicated.

J1.2 Situation Overview

Population protection measures in Park County, the City of Livingston, and the Town of Clyde Park may occur for a variety of reasons, including, but not limited to, flood, hazardous material release, terrorism, civil disturbance, volcano, wildfire, dam failure, urban fire, or any other hazard that leads to an unstable, unsafe, or unhealthy structure or situation. The extent of population protection measures may range from an evacuation of a small subdivision at risk from an approaching wildfire to shelter-in-place measures of several blocks due to a hazardous material spill to evacuation or shelter-in-place of the entire county due to an imminent volcanic eruption in Yellowstone National Park.

See the Base Plan, Table 1.3B for resident population figures for several locations in Park County. Note that at any given time of year, a high number of non-residents may be present.

J1.3 Planning Assumptions

- A hazard is threatening or has the potential to threaten a population within Park County.
- Some warning time exists to allow for at least partial implementation of an evacuation or distribution of shelter-in-place instructions.
- The nature of the threat, possibility of escalation, timeline, and available expertise and support are variables in any potential evacuation or shelter-in-place situation.
- Some of the population may refuse to comply with instructions lawfully issued by public officials.

J2. Concept of Operations

Simply defined, an evacuation is movement of people from a place of danger to a place of relative safety. Restriction of access to an area is always part of an evacuation, however not all access restrictions constitute an evacuation. For example, the Incident Commander may deny access to the

scene of an active fire, hazardous material spill, or crime scene, but that does not, in itself, become an evacuation within the intent of this annex. The phases of evacuation are shown in Table J2A. Note that time constraints may not allow for all phases of an evacuation to be completed.

Table J2A Phases of Evacuation

Phase	*Actions*
Advisory	Persons within the affected area will be advised of the emergency and recommended response. If time permits, law enforcement or other emergency services representatives will make personal visits to each residence and business.
Warning	There is a good probability of the need to evacuate. Information about moving property and livestock will be provided. It may be suggested that some residents temporarily relocate during this stage.
Order	Evacuation is mandatory in order to protect the lives of area occupants and the lives of emergency personnel responding to the incident. Roadblocks and 24-hour patrols by law enforcement are instituted to protect property within the evacuated area and control access.
Order Lifted	Occupants are allowed to return as soon as it is safe. This may initially involve brief visits to inspect property. A wide range of assistance may be provided by emergency and human services organizations.

Shelter-in-place is the population protection measure that instructs individuals to secure themselves within a structure, often when the time needed for an evacuation is not available or the extent or nature of the hazard indicates that people should stay indoors.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *<u>Decision Point</u>: Population protection measures are or may be needed.*

When lives are at risk from a particular hazard, population protection measures must be considered. The options generally include shelter-in-place or evacuation. When deciding which measure is more appropriate, the following should be considered:

- Time to implement: Is there enough time to evacuate to a safe area?
- Protection: Will shelter-in-place measures offer enough protection?
- Safety: Evacuations themselves can be dangerous. Does the hazard risk warrant the evacuation risk?
- Geography: Will a mixed approach be most effective? (i.e. some areas are at lower risk than others)
- Special needs considerations: For some populations, such as hospital patients or the elderly, evacuations may be more hazardous than the hazard itself. In other cases, such as airborne smoke or ash, those with respiratory problems may need to evacuate, whereas, the general population can shelter-in-place.

- *Decision Point: Shelter-in-place measures are indicated.*

When an evacuation is not possible, practical, or needed, shelter-in-place measures may be recommended by local officials. The most essential element of shelter-in-place measures is communication with the public, including information on actions that need to be taken to adequately shelter-in-place, specific geographic locations where these actions are essential and recommended, and how long the need to shelter-in-place is expected.

- *Decision Point: An evacuation may be necessary.*

Depending on the nature of the incident, an evacuation may be deemed necessary by law enforcement, fire services, a governing body, or other competent authority. State law provides the following officials the authority to order an evacuation in their jurisdiction upon declaration of a disaster or emergency:

- Chairperson of the Park County Board of Commissioners
- City Manager of the City of Livingston
- Mayor of the Town of Clyde Park
- Montana Governor

Upon the declaration of an emergency or disaster and the issuance of the associated order, the Principal Executive Officer may:

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

References: See MCA 10-3-406 and/or MCA 7-33-2212 for more information.

Although, not explicitly stated in state law, the authorities and responsibilities of the jurisdiction's fire chief, sheriff, law enforcement official, or designee (i.e. Incident Commander) include minimizing the danger to persons from hazards such as fire, hazardous materials, and other threats. The Incident Commander may impose access restrictions of limited duration in response to imminent requirements for safety, security, or for other public safety concerns (such as maintenance of a crime scene), however, these limitations shall be imposed for only very limited durations of time and the smallest possible area. For these reasons, in the instances of a rapidly evolving situation, the authorities to evacuate those from the threatened areas are assumed. References: MCA 7-33-2001, MCA 7-32-2121, and MCA 7-32-4105.

The decision to order an evacuation should include the following considerations:

- Nature of the peril and its immediacy
- Potential impact on the population
- Objectives to be accomplished
- Geographic area and/or extent of the evacuation
- Methods for alerting those in the hazard areas (see Warning Annex)
- Preferred routes and methods of evacuation
- Identification of "safe" locations evacuees can go to (see Shelter / Mass Care Annex)

- Transportation options for those without adequate transportation resources (see Special Needs Annex)
- Security of the evacuated area

When a threat to public safety is anticipated but not yet imminent enough to order an evacuation, an evacuation advisory or warning may be issued. This process allows local authorities to notify the public of the possibility of an evacuation order and allows the public to prepare for an immediate departure or leave before an order is issued.

➢ *Decision Point: An evacuation advisory or warning is issued.*

Once an evacuation advisory or warning is issued, this information should be communicated to the population within the potential evacuation area, and ideally, guidance outlining preparation activities for an evacuation order should be provided. During this phase, "voluntary evacuations" are generally indicated.

➢ *Decision Point: An evacuation order is issued.*

When an evacuation order is issued, the jurisdiction's law enforcement authority is responsible for enforcing the order. The following elements are critical at this decision point:

- Communication of the order with the public at risk
- Restriction of persons into the evacuating area, with the exception of appropriate response personnel and other authorized persons
- Activation of transportation resources for those lacking adequate transportation, if needed
- Collection of evacuee contact information, if time and resources allow

See the Special Needs Annex for additional provisions for those people and facilities with special needs. In some cases, animal care is needed for those in the evacuation area; see the Animal Care Annex for additional information on this function.

In such cases where individuals refuse to evacuate, those wishes will be respected to the extent that such actions will not adversely affect the overall effort and until all who are willing to cooperate have been provided for.

➢ *Decision Point: Initial evacuation is completed.*

Once the initial evacuation is completed, efforts to maintain the evacuated area include:

- Provide continued security
- Make additional efforts to persuade those persons who refused to evacuate to comply with lawful orders

- *Decision Point: Expansion or contraction of the evacuation area is or may be necessary.*

As new information becomes available or the hazard area increases, expansion or contraction of the evacuation area may be needed. If so, processes similar to those implemented for the initial evacuation order or lifting of orders should be followed.

- *Decision Point: Evacuation order may be lifted.*

As the hazard diminishes, considerations must be made regarding how the evacuation order will be lifted:

- Assess the area for potential hazards (i.e. road/bridge stability, loss of utilities, etc.) and take appropriate measures
- Identify the methods to be used for notifying the evacuees
- Develop a system for re-entry that allows legitimate persons (i.e. residents, business owners, employees, etc.) back into the area first
- Develop information for returning evacuees on potential health and safety hazards and actions they should take when returning to the area
- Prepare disaster assistance resources / centers for those that may have suffered losses

- *Decision Point: Re-entry into the evacuated area is allowed.*

Upon release of the evacuation order, authorities should facilitate the following:

- Allow controlled re-entry into the evacuated area, if necessary
- Provide safety information to those entering the area
- Provide disaster assistance information to those that may have suffered losses
- Open the area to normal access

J3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Principal Executive Officers / Local Elected Officials

- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)
- Issue evacuation orders, as needed.
- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)

- Work with Incident Command and/or Disaster and Emergency Services to coordinate the timing of evacuation orders and order terminations.
- Coordinate with Disaster and Emergency Services and the Public Information Officer, through the Emergency Operations Center.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services and/or evacuee registration services.

Law Enforcement

- Notify the public of evacuation orders.
- Manage evacuation operations.
- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Issue shelter-in-place instructions, if necessary.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as needed.
- Provide controlled access upon initial re-entry.
- Provide for the safety and security of jail inhabitants during an evacuation of the jail.

Fire Departments / Districts

- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Issue shelter-in-place instructions, if necessary.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as applicable for wildfires, hazardous material releases, and other hazards.
- Assist with evacuation notifications, as requested.

Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.

Other Entities

- Perform other duties as needed and assigned.

J4. Direction, Control, and Coordination

Incident Command will vary depending on the incident triggering the population protection measures and will most often be managed through Unified Command as designated by the jurisdiction having authority, usually consisting of the follow organizations:

- Law Enforcement
- Principal Executive Officers / Local Elected Officials
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

This annex is to be used in coordination with other local, state, and federal plans. Other related local plans (horizontal coordination) include:

- Location-Specific Evacuation Plans
  - 9th Street Island Evacuation Plan
  - Livingston HealthCare Shelter In Place / Evacuation Plan
  - Main Boulder Evacuation Plan

J5. Information Collection and Dissemination

J5.1 Information Collection for Planning

Table J5.1A lists the key information needed and possible sources when considering, planning for, and implementing population protection measures.

Table J5.1A Possible Information Sources

Information Type	Source
Estimate of the number of people threatened, under the evacuation order, and/or in the shelter-in-place area	○ Incident / Unified Command ○ Park County GIS ○ 911 Dispatch
Potential evacuations sites (shelter, mass care, information, and/or registration)	○ American Red Cross ○ Salvation Army
Resources (number and type) available to assist with the evacuation and evacuees	○ Individual agencies / organizations
Hazard forecasts (potential for hazard growth and/or continuation)	○ Incident / Unified Command ○ National Weather Service, Billings

J5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

In the case of an evacuation, the types of questions evacuees and the general public may want or need answers to include:

- What areas are being evacuated?
- Why do I need to evacuate?
- When do I need to leave?
- What should I bring?
- Where should I go?
- Should I provide alternate contact information (cell phone, phone for where I will be staying) to anyone? If so, whom?

- What should I do with my pets and/or animals?
- What can I do to protect my property from the hazard?
- How will my property be protected from vandals?
- How long do you think the evacuation will last?

In the case of sheltering-in-place, the following information should be provided to the public:

- Reason for sheltering-in-place
- Recommended geographic area to shelter-in-place
- Reminder not to go outside
- How to shelter-in-place: turn off all ventilation/heating systems (including fireplace damper), close and lock all windows and doors, collect your disaster supply kit, select a small interior room with few windows and doors, use duct tape and plastic sheeting to seal off all cracks and vents, and monitor for additional instructions over a radio or other media
- The expected duration of sheltering-in-place

When more of these questions can be realistically and consistently answered, less confusion and frustration will likely result. In some cases, whether or not a person decides to follow population protection instructions can depend on the information they receive and the perception of its accuracy.

J6. Communications

See the Communications Annex for more details on emergency communications in Park County.

J7. Administration, Finance, and Logistics

J7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

J7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

J8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

J9. Authorities and References

J9.1 Authorities / References

- Montana Code Annotated 7-32-2121: Duties of Sheriff
- Montana Code Annotated 7-32-4105: Duties of Chief of Police
- Montana Code Annotated 7-33-2001: Fire Chief – Powers and Duties
- Montana Code Annotated 7-33-2212: Activity Restrictions in High Fire Hazard Areas
- Montana Code Annotated 10-3-406: Authority of Principal Executive Officer

J9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

J10. Attachments

None.

PUBLIC INFORMATION
ANNEX K

K1. Purpose, Situation, and Assumptions

K1.1 Purpose

The purpose of this Public Information Functional Annex is to guide and coordinate agencies and organizations in providing information to the public during a disaster, emergency, or incident within Park County. Public information is an essential part of any emergency situation, as the lack of information can lead to confusion, instability, and anxiety. Timely public information can also reduce the impacts of a disaster by allowing individuals to understand the resources available to them (or not available to them) and make educated decisions that can ultimately save lives and property. The coordination of information between agencies and local officials and unified statements can also improve the accuracy of the information, build confidence, and reduce confusion for the public.

K1.2 Situation Overview

The Base Plan, Table 1.3B shows the jurisdictions, geographic areas, and populations within Park County. Depending on the incident, all or a subset of the populations may be targeted with information.

The local news media outlets for Park County are shown in Table K1.2A. Note that most of these outlets also have an internet component.

Table K1.2A Local News Media Outlets

Name	Type	Coverage
Livingston Enterprise	Newspaper	Greater Livingston Area
Bozeman Daily Chronicle	Newspaper	Greater Bozeman Area
Billings Gazette	Newspaper	Greater Billings Area
KTVQ, Channel 2	Television	Greater Billings Area
KULR, Channel 8	Television	Greater Billings Area
KPRK, 1340 AM	Radio	Greater Livingston Area
KOZB, 97.5 FM	Radio	Greater Livingston Area
KOBB, 93.7 FM	Radio	Greater Bozeman Area
KMMS, 95.1 FM	Radio	Greater Bozeman Area
KISN, 96.7 FM	Radio	Greater Bozeman Area
KCMM, 99.1 FM	Radio	Greater Belgrade Area
KBOZ, 99.9 FM	Radio	Greater Bozeman Area
KXLB, 100.7 FM	Radio	Greater Bozeman Area
KBMC, 102.1	Radio	Greater Bozeman Area
KGVW, 640 AM	Radio	Greater Belgrade Area

Table K1.2A Local News Media Outlets (continued)

Name	Type	Coverage
KBOZ, 1090 AM	Radio	Greater Bozeman Area
KOBB, 1230 AM	Radio	Greater Bozeman Area
KMMS, 1450 AM	Radio	Greater Bozeman Area
KEMC, 88.5, 90.5, 91.1, and 103.9 FM	Radio	Yellowstone Public Radio

K1.3 Planning Assumptions

- The public has a need or strong desire for information regarding an incident within Park County.
- Information provided to the public will potentially reduce impacts caused by or related to the incident.

K2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Public information is needed for an incident involving a single agency.*

In a localized incident involving a single agency or department, public information may be developed and released by the Incident Commander or a designated Public Information Officer (PIO). Agency policies and procedures for releasing public information should be followed.

- *Decision Point: Public information is needed for an incident involving multiple agencies within a single jurisdiction.*

During incidents in a single jurisdiction involving multiple agencies or departments within that jurisdiction and possibly mutual aid from other jurisdictions, a Public Information Officer should be designated. This Public Information Officer may be the Incident Commander, Principal Executive Officer, or another assigned individual. Responders and others involved in the incident should refrain from speaking to the media or issuing statements unless authorized by or in coordination with the Public Information Officer.

- *Decision Point: Public information is needed for an incident involving multiple agencies in more than one jurisdiction.*

Depending on the extent of the incident, a Joint Information Center may be needed. A Joint Information Center (JIC) allows multiple agencies and jurisdictions to come together, often with more than one Public Information Officer, to provide clear, consistent, and coordinated information to the public. Each jurisdiction, incident, and/or agency may have its own Public Information Officer, but these officers work together to avoid releasing conflicting, confusing, or incorrect information.

If just one Public Information Officer is assigned, this individual will often need to work with other incident management staff and organizations involved, including Principal Executive Officers, to form a clear understanding of the incident, develop public information statements, and answer questions from the media and the public. All others should refrain from speaking to the media or issuing statements unless authorized by or in coordination with the Public Information Officer.

- *Decision Point: Public information statement(s) are needed.*

The types of questions public information statements should strive to answer include:

- What happened, is happening, or is going to happen?
- What type of response is occurring?
- Are there any continuing threats to my safety or property?
- What actions can, should, or must I take and for how long?
- What should I not do?
- Where can I go for additional or future information?

The other annexes also contain additional recommendations for public information, specific to that particular function or hazard.

- *Decision Point: Public information needs to be disseminated.*

Outlets for public information include:

- Television
- Radio
- Newspaper
- Electronic (often a component of the outlets listed above, but many agencies have websites, networking, news feeds, email distribution lists, text messaging, etc.)
- Telephone / Reverse calling through 911 dispatch
- NOAA weather radio
- Signage
- Loud speakers
- Face-to-face
- Telephone hotline
- Trailer mounted radio transmitters (via mutual aid)

See the Special Needs Annex for additional information regarding providing public information to those with special needs such as visual, hearing, language, and cognitive impairments.

Options for releasing the information can be through press conferences/briefings, distribution of written statements, media interviews, or a combination thereof. Releases should be made on a regular and consistent basis, if possible. More urgent messages may be disseminated through the Emergency Alert System (EAS), signage, telephone calls, and responders. See the Warning Annex for more information on the dissemination of public warnings and calls for immediate action.

When the safety, privacy, and investigation concerns are met, the media should be given access to the incident area. Media tours of the Incident Command Post and/or Emergency Operations Center may be provided when accompanied by a Public Information Officer and the impact to operations is minimal.

K3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, assign a Public Information Officer (PIO), if needed.
- Provide information to Incident Command or the PIO, as requested, and be sure to clarify if any information is not to be made public.
- Do not provide information to the media unless authorized to do so.
- Refer incident-related media inquiries to the PIO whenever possible.

Principal Executive Officers / Local Elected Officials

- In coordination with the Public Information Officer, provide information to the media.

Disaster and Emergency Services

- Maintain emergency contact information for key media outlets.
- Establish a Joint Information Center, if needed.
- Establish a public information hotline, if needed.

Coroner

- Release public information regarding incident fatalities.

Voluntary Organizations Active in Disasters (VOAD)

- Staff emergency hotlines providing public information, such as 2-1-1 or a locally established call center.

Other Entities

- Perform other duties as needed and assigned.

K4. Direction, Control, and Coordination

Nearly all activations of this plan will include some element of public information. The Public Information Officer (PIO), if established, is a Command Staff position. Otherwise, the public information function is handled directly by the Incident Commander or Unified Command. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Other local plans related to this annex (horizontal coordination) include:

- Park County Pandemic Plan

K5. Information Collection and Dissemination

K5.1 Information Collection for Planning

Table K5.1A lists the key information needed and possible sources for public information activities.

Table K5.1A Possible Information Sources

Information Type	*Source*
Overall incident information	– Incident Command / Unified Command – Planning Section – Emergency Operations Center
Information specific to operations	– Operations Section
Information related to other agency operations	– Liaison Officer and/or Partner Agencies
Media preferences regarding timing of releases, conferences, points of contact, etc. (this may be a secondary concern depending on the urgency of the messages/statements)	– Media outlets (television, radio, newspaper)

K5.2 Public Information

Public information should be reviewed and approved by Incident Command, Unified Command, and/or Principal Executive Officers and coordinated with other agencies and/or Public Information Officers before dissemination using the methods described in Section K2, Concept of Operations.

K6. Communications

See the Communications Annex for more details on emergency communications in Park County.

Note that information broadcast over public safety radio, particularly operational communications, may not be cleared for public release and will need to be verified and approved before being released to the public. Avoid assumptions based on radio transmissions and other operational conversations.

K7. Administration, Finance, and Logistics

K7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

K7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

K8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

K9. Authorities and References

K9.1 Authorities / References

None.

K9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

K10. Attachments

None.

SHELTER / MASS CARE
ANNEX L

L1. Purpose, Situation, and Assumptions

L1.1 Purpose

The purpose of this Shelter / Mass Care Functional Annex is to guide and coordinate agencies and organizations in providing shelter and care to the public during a disaster, emergency, or incident within Park County. Disasters, emergencies, and incidents can leave residents and visitors homeless or displaced without the basic needs of shelter, food, water, or other items. Providing for the basic life-sustaining needs of the population can save lives and make a disaster or emergency situation more tolerable.

L1.2 Situation Overview

Shelter and/or mass care in Park County, the City of Livingston, and the Town of Clyde Park may occur for a variety of reasons, including, but not limited to, flood, hazardous material release, terrorism, civil disturbance, volcano, wildland fire, dam failure, urban fire, or any other hazard that leads to an unstable, unsafe, or unhealthy structure or situation. The extent of shelter and/or mass care operations may range from the population of a small subdivision level to countywide.

Base Plan, Table 1.3B shows the jurisdictions, geographic areas, and resident populations within Park County. Depending on the incident, all or a subset of the populations may need shelter and/or mass care. In addition, non-resident populations may also be present in the communities.

An important concept to recognize is that in many types of incidents where individuals are displaced from their homes, a large majority of individuals take shelter elsewhere, usually with family or friends in unaffected locations.

The American Red Cross and Park County Disaster and Emergency Services maintain possible shelter locations. Those locations are not listed here to reduce the chance of the public going to a possible shelter location thinking that all shelters will be opened in an emergency; shelters will only be opened as needed.

L1.3 Planning Assumptions

- An incident that displaces a significant number of individuals from their homes, either because of damages or evacuation, may create a need for shelter and/or mass care.
- Facilities or locations exist within or near Park County where shelter and/or mass care services can be provided.

L2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Individuals are in need of shelter.*

When people are displaced from their homes, either because of damages or evacuation, shelter arrangements may be needed. Historically in Montana, many people will go and stay with family or friends that are not impacted by the incident. Others, however, may need temporary shelter until long term arrangements are made or they can return home.

The American Red Cross is tasked and trained nationally to provide this service, however, local government is also authorized to open and manage shelters, if desired. When requesting a shelter, please provide the following information:

- Brief overview of the type of incident (i.e. why do people need shelter?)
- Approximate number of people needing shelter (note: this is different than the number of people affected)
    - If this is not known, an estimate of the number of people affected or the number of households affected.
- Preferred shelter location and facility contact information, if a preference exists. Otherwise, the American Red Cross maintains a list of possible shelter locations and contact information.
- Approximate or likely event duration, if known.

When selecting a shelter location, the following should be considered but are not necessarily required:

- Safety (fire detection/suppression system, security, structural integrity such as if the building can sustain aftershocks following an earthquake, etc.)
- Proximity to the incident location (the shelter should be far enough away to be in a safe location, but also close enough so that those affected are close to information and such)
- Availability (is school in session, are church services scheduled, etc.)
- Kitchen facilities
- Shower facilities
- Accessibility (handicapped accessible entry and restrooms)
- Back-up power
- Communications (cell service, radio coverage, etc.)
- Proximity to animal emergency shelters/locations

Important things to note when opening a shelter:

- Depending on the location and type of incident, the American Red Cross may need a few hours before being able to set up a shelter.
- Pets (except for service animals) are not allowed in American Red Cross shelters.

- The American Red Cross may be able to make some accommodations for those with special needs, but is not able to open a special needs shelter. See the Special Needs Annex for more information.
- Providing a liaison or local volunteer or two that are familiar with the area may be very useful for the American Red Cross volunteers that may not be as familiar with the area.
- For obvious reasons, individuals may need to be decontaminated or screened before entering a shelter.

Once a shelter is operational, shelter managers should maintain regular communications with the Incident Command Post, Emergency Operations Center, and/or Disaster and Emergency Service Coordinator. Informational briefings should also be provided on a regular basis for shelter residents.

The shelter is closed when no longer needed or when housing arrangements have been made.

➢ *Decision Point: A Reception / Evacuation Center is needed.*

A Reception Center may be established before a shelter is opened. A Reception Center, sometimes called an Evacuation Center, is a location, usually close to the incident where people can go to "register" their contact information before leaving the area. This information can be important for contacting individuals that are staying with family or friends or in alternate locations. Individuals may need to be contacted with specific questions or information from emergency responders, if someone is concerned with their whereabouts, or with recovery information. A Reception Center can also be used as a temporary spot for those waiting for the shelter to open. Often, the Reception Center is at the same location, such as the lobby or corner of the room, where the shelter will be.

➢ *Decision Point: Mass feeding of the public and/or responders is needed.*

The American Red Cross and/or the Salvation Army can feed responders and/or disaster victims, when needed. If a shelter is open, feeding of shelter residents is provided and generally occurs there. Feeding operations can be expanded to include responders and others affected by the incident, if needed. Separate feeding arrangements can also be made for responders, if warranted. In cases where residents are not displaced but are in need of food and/or water, mobile feeding operations are possible.

When requesting mass feeding for the public and/or responders, please provide the following information and allow as much preparation time as possible:

- Brief overview of the type of incident.
- Approximate number and type of people (responders and/or victims) in need of feeding.
- Possible feeding locations (on scene, in a facility, from a mobile unit, etc.). For facility locations, please provide contact information for the facility.
- Which meals are needed (breakfast, lunch, dinner, snacks, or a combination).
- Approximate or likely event duration, if known.

- *Decision Point: Other support services are needed for the mass care of the population.*

When caring for the population that has just suffered a disaster, additional basic mass care services may be needed. Often these services can be provided at a shelter or disaster recovery center. Generally, these services are provided by Voluntary Organizations Active in Disaster (VOAD) agencies such as the American Red Cross with support from Disaster and Emergency Services and others, as needed:

- Connecting disaster victims with concerned family and/or friends. (Note that when connections cannot be made, information on potentially missing persons is to be passed on to law enforcement.)
- Counseling and basic mental health services
- Clothing
- Items needed for basic survival
- Clean-up kits
- Other unmet needs

- *Decision Point: Due to the extent of damages or incident location, mass care is needed outside of Park County.*

In Montana, the American Red Cross is served by a statewide chapter and is part of a national organization. Therefore, if mass care and/or sheltering services are needed to be located outside Park County, the process is generally the same. When the shelter location is being selected and arrangements are being made to support the shelter, coordination should occur with the receiving jurisdiction's Disaster and Emergency Services Coordinator, designee, or similar official. Similar operations may be occurring in that jurisdiction as well and coordination at the multi-jurisdictional level may be required and beneficial.

L3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services.
- Provide logistical support for shelter operations.

Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.

- Assist with medical and mental health needs.

Other Entities

- Request shelter and/or mass care services, as needed.
- Perform other duties as needed and assigned.

L4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

State plans related to this annex (vertical coordination) include:

- Montana VOAD Interim Mass-Care Feeding Plan
- State of Montana Disaster and Emergency Plan, Food Distribution Plan
- State of Montana Disaster and Emergency Plan, Human Service Programs Plan (in development)

L5. Information Collection and Dissemination

L5.1 Information Collection for Planning

Table L5.1A lists the key information needed and possible sources for shelter / mass care activities.

Table L5.1A Possible Information Sources

Information Type	*Source*
Estimates of those needing shelter and/or mass care	– Incident Command / Unified Command – Planning Section – Operations Section – Emergency Operations Center
Shelter statistics and resources	– American Red Cross – Shelter Manager
Feeding statistics and resources	– American Red Cross – Salvation Army – Other feeding providers
Status of other mass care services	– American Red Cross – Other mass care service providers

L5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

When providing information on shelter services to the population, the following details should be included in the statements, as applicable:

- Shelter location(s)
- Reception center information
- Projected shelter opening time
- Items to bring to the shelter, if possible (such as medications, special dietary items, change of clothes, infant supplies, "niceties" like a pillow from home, favorite snacks, book, games, toys, etc.)
- Items not to bring to the shelter (alcohol, pets, etc.)

For mass feeding operations, the following details should be included in the statements, as applicable:

- Feeding location(s)
- Feeding time(s)
- Food and/or water distribution points

Special care should be taken to provide public information regarding the incident to shelter residents and other displaced or affected individuals. Ideally, information centers should be located close to shelters for easy access or special briefings can be conducted at the shelters. Rumor control within a shelter and/or disaster area can be a daunting task, but regular, timely informational briefings can keep misinformation to a minimum.

L6. Communications

See the Communications Annex for more details on emergency communications in Park County.

L7. Administration, Finance, and Logistics

L7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

L7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

Supplementary food and other needed supplies are authorized for purchase by the county in emergency circumstances.

L8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

L9. Authorities and References

L9.1 Authorities / References

None.

L9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

L10. Attachments

None.

SPECIAL NEEDS
ANNEX M

M1. Purpose, Situation, and Assumptions

M1.1 Purpose

The purpose of this Special Needs Functional Annex is to guide and coordinate agencies and organizations in meeting the specialty needs of the population during a disaster, emergency, or incident within Park County. Persons with special physical or mental needs generally manage their lives competently and enjoy a full range of activities commensurate with their limitations. Emergencies, however, can create situations in which such individuals are at greater risk than the general population. Anticipating and planning for specialty needs during all types of disasters will allow for more efficient and effective response to those needs.

M1.2 Situation Overview

Special needs populations exist within all jurisdictions of Park County, including the City of Livingston and the Town of Clyde Park. The extent of those with special needs and types of special needs likely varies throughout the year. Certainly, some permanent residents may have special needs that are more readily identified by neighbors and through organizations in the communities that provide services to those residents. Others may be seasonal residents and more challenging to identify. Yet others may be some of the many tourists that travel to and through Park County each year. In any case, the specific special needs populations are hard to identify, plan for, and prepare for until the incident occurs. Given the wide variety of needs that may need to be met, this annex highlights the most likely special needs in an emergency situation, but flexibility must be maintained for unexpected and unique circumstances.

In general, persons having special needs may be thought of for planning purposes as belonging to one or more subgroups:

- Those having sensory impairments, such as reduction or loss of hearing or sight.
- Persons having mobility impairments, such as loss of a limb or limbs, partial or full paralysis, or reduction in range of motion.
- Those having mental impairments, including persons who are mentally ill or those suffering permanent or temporary reduced mental capacity.
- Health-related disabilities, including diabetes and other illnesses requiring special medication, treatment, equipment, and/or dietary needs.
- Children can be considered a special needs population, especially when not in the care of their parents or guardians. Often, the younger the child, the greater the needs.
- Park County is primarily an English-speaking area, so language barriers can hinder essential communications with the non-English speaking populations.

- Low income, homeless, and/or transient populations may not have a safe place of residence, transportation, or the basic living necessities needed to respond or protect themselves during an incident.

An extremely important element to recognize is that not every older person has special needs within the context of this annex and efforts to impose special treatment can sometimes be counterproductive. Therefore, the elderly in general are not categorized as a special needs population, but many do have needs within the previously mentioned subgroups.

Table M1.2A provides statistics on potential special needs subgroups in Park County. Table M1.2B lists the facilities with specific special needs populations within Park County, modified from the Park County Hazard Mitigation Plan. Note that all locations may not be listed.

Table M1.2A Park County Population Statistics (based on 2000 Census data)

	Cooke City – Silver Gate^	Clyde Park	Gardiner^	Livingston	Wilsall^	Unincorporated Areas of Park County	TOTAL, all areas of Park County
Population	140	310	851	6,851	237	8,533	15,694
Under age of 18	12	73	177	1,556	56	2,066	3,695
65 years or older	14	50	66	1,272	47	1,014	2,336
In group quarters	0	0	0	179	0	35	214
With a disability	23	71	104	1,448	50	1,238	2,757
Speak English less than "very well"	0	0	11	18	2	62	80
Below poverty level	21	29	69	831	39	920	1,780

Source: US Census Bureau, 2000.
^ unincorporated area

Table M1.2B Special Needs Facilities in Park County, Montana

Name	Address	Type
Arrowhead School	1489 East River Road, Pray	School
Blessings Abound	Quasar Lane, Livingston	Child Care
Caslen Living Centers	1301 Wineglass Lane, Livingston	Assisted Living
Caspari Montessori Institute	211 East Geyser Street, Livingston	School
Christikon	4661 Boulder Road, McLeod	Youth Camp
Community Health Partners	126 South Main Street, Livingston	Healthcare
Cooke City School	101 Broadway, Cooke City	School
Counterpoint, Lewis Street Activity Center	116 East Lewis Street, Livingston	Special Needs Activity Center

Table M1.2B Special Needs Facilities in Park County, Montana (continued)

Name	Address	Type
Counterpoint, Milky Way Group Home	603 East Milky Way, Livingston	Group Home
Counterpoint, Ninth Street Group Home	629 North 9th Street, Livingston	Group Home
Diamond K Lodge	1200 West Montana Street, Livingston	Assisted Living
East Side Elementary School	401 View Vista Drive, Livingston	School
Evergreen Health and Rehabilitation Center	510 South 14th Street, Livingston	Skilled Nursing
Frontier Personal Care Center	121 South 3rd Street, Livingston	Assisted Living
Gardiner School	510 Stone Street, Gardiner	School
Gwynne Moore	622 Meadowlark Lane, Livingston	Child Care
Head Start	201 South F Street, Livingston	Child Care
Let Them Bee Little Childcare	North 8th Street, Livingston	Child Care
Little Feet Preschool	424 West Lewis Street, Livingston	School
Little Partners	112 West Lewis Street, Livingston	Child Care
Livingston HealthCare	504 South 13th Street, Livingston	Hospital
Mammoth Clinic	Mammoth Hot Springs, Yellowstone National Park	Healthcare
Miles Building Apartments	107 South 2nd Street, Livingston	Low Income Housing
Montessori Island School	160 Miller Drive, Livingston	School Child Care
Ms. Patti's Pitter Patter Child Care	North 8th Street, Livingston	Child Care
Park Clinic River Drive	1001 River Drive, Livingston	Healthcare
Park Clinic West Crawford	1315 West Crawford, Livingston	Healthcare
Park County Special Education Cooperative	129 River Drive, Livingston	School
Park High School	102 View Vista Drive, Livingston	School
Pine Creek School	2575 East River Road, Livingston	School
PrintingForLess.com Child Care	100 Printing For Less Way, Livingston	Child Care
Safe Haven Childcare	224 South G Street, Livingston	Child Care
Saint Mary's School	511 South F Street, Livingston	School
Seeds of Love	14 Coulee Drive, Livingston	Assisted Living
Senior Citizen Center	121 South 3rd Street, Livingston	Senior Housing
Sherwood Inn Apartments	325 South Main Street, Livingston	Senior, Low Income Housing
Shields Valley Elementary School	308 South Hannaford Street, Wilsall	School
Shields Valley High School	405 1st Street East, Clyde Park	School
Shields Valley Montessori	Clyde Park	School
Sleeping Giant Middle School	301 View Vista Drive, Livingston	School
Snoopy Cooperative Preschool	Gardiner	School
Springdale School	102 1st Street, Springdale	School

Table M1.2B Special Needs Facilities in Park County, Montana (continued)

Name	Address	Type
Summit Place Apartments	1102 Summit Place, Livingston	Disabled, Low Income Housing
Thomas Moore School	30 Sirius Drive, Emigrant	School
Twin Pines Montessori	319 East Montana Street, Livingston	School
Washington School (after school program)	315 North 8th Street, Livingston	School
Wiggles N Giggles	East Geyser, Livingston	Child Care
Winans Elementary School	1015 West Clark Street, Livingston	School
Yellowstone Bible Camp	27 Mill Creek Road, Pray	Youth Camp

Note: Only licensed child care facilities with a capacity greater than 10 were included.

Potential disaster and emergency issues for those with special needs include:

- Communication / Information for the visually impaired, hearing impaired, and language barriers.
- Warning and protective actions for the visually impaired, hearing impaired, mentally impaired, language barriers, and children.
- Evacuation for the mobility impaired and those lacking transportation.
- Sheltering and care for those with health-related disabilities.
- Equipment and infrastructure needs (such as electricity) for those with health-related disabilities.

M1.3 Planning Assumptions

- A hazard is threatening or has affected a special needs population within Park County.
- The unique needs of particular individuals or populations require special response by Park County first responders, public health, and/or Disaster and Emergency Services.
- Ordinary procedures routinely utilized by responders, caregivers, and Disaster and Emergency Services may not suffice for those with special needs during times of disaster.

M2. Concept of Operations

In incidents where support networks and services are not disrupted, the special needs populations may not require special operations. Generally, the smaller scale incidents can be easily managed with regard to special needs. During the larger scale incidents where the care and needs of the population is threatened or disrupted, special accommodations may be required.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Identification of Special Needs*

Many of those with some form of impairment, particularly in the rural communities, are known to the community in which they reside. New or seasonal persons may not be known by the community at

large. Some special needs persons may avoid being identified as such because they fear heightened vulnerabilities to crime or they may fear discrimination if their disability is revealed. And some just do not want to accept their limitations.

Some special needs populations are involved in full or part-time institutional care. Clinics, the hospital, assisted living facilities, group homes, schools, and other licensed care facilities form the core of the special needs population. Others receive care in private residences. Organizations such as churches, home oxygen services, or senior citizen agencies may also provide some assistance.

Ultimately, the only way to accurately identify and assess the special needs of the population during a disaster or emergency is through feedback and communication with the public, first responders, and support organizations. For example, a telephone hotline, or in the absence of such 911 or a non-emergency line, may allow individuals, families, friends, and neighbors to call in with specific needs during an extended power outage or period of limited transportation during a winter storm or following an earthquake. Another example may be law enforcement officials conducting an evacuation find people in the hazard area lacking transportation or with a language barrier in need of translation. Similarly, visits and welfare checks by community members may identify the need for medication or food deliveries. No matter what the situation, as special needs are identified, the needs should then be fulfilled through the Incident Command System and/or communicated to Disaster and Emergency Services. As much as practicable, specific requests including type, quantity, and location for the needed resource should be made.

- *<u>Decision Point</u>: Providing Warning and Public Information*

Awareness and response to emergency situations commonly begins with recognition of its existence through direct observation or through organized public information disseminated by radio, telephone, television, electronic media, and loudspeaker or by being informed by a friend or family member. Conventional response usually involves special planning and/or positive action as necessary to accommodate the problem.

Traditional means of exchanging information, particularly notification methods, are frequently not accessible to or usable by people with disabilities or special needs. Such a flow of information is crucial to ensure that all citizens have the information necessary to make sound decisions and take appropriate, responsible action. Often using a combination of methods will be more effective than relying on one method alone, such as combining visual and audible alerts, directions, or notifications, and will reach a greater audience than one method would alone. Disaster and Emergency Services, public health, and responders need to be sensitive and innovative.

Those individuals that cannot hear, see, comprehend, or physically respond to the problem must receive special consideration in times of emergency or crisis. Considerations for special needs populations when providing warnings and/or essential public information may include:

- Using multiple, duplicative means for distributing warnings and information, such as through television scrolls for the hearing impaired and radio and tones for the sight impaired.
- Translating the message into another language or languages.

- Communicating directly with recognized caregivers.
- Providing a communications avenue for those with additional needs.

See the Warning Annex and Public Information Annex for additional information on these functions.

➢ *Decision Point: Managing an Incident at a Special Needs Facility*

Incidents involving special needs facilities, such as the hospital, assisted living facilities, group homes, schools, and day cares require coordination between facility management and emergency responders. Ideally, these facilities have pre-planned such events so that evacuation procedures, transportation options, and alternate facility locations are identified. Someone with a broad understanding of these plans, generally an administrator from the facility, should be integrated into the command structure of the incident. Steps and considerations for Unified Command (including facility management, incident responders, and possibly public health) include:

- Evaluation of the threat to the facility. If threats exist, possible options include:
  - Sheltering-in-place without moving patients / clients / students
  - Evacuating just outside the facility
  - Evacuating to a nearby like facility
  - Evacuating to a distant like facility
  - Evacuating to a shelter designated as a special needs shelter where staff and support services are available
  - Evacuating to a general public shelter with some special accommodations
- If and when to activate the facility emergency response plan and/or evacuation plan.
- Establishment of an alternate location or evacuation point.
- Preparation and staging of patients / clients / students, if time allows, including obtaining needed equipment, supplies, and transportation units.
- Transportation of the patients / clients / students to an alternate location.
- Resumption of essential operations at the alternate location until a more permanent plan can be developed.

➢ *Decision Point: Fulfilling Special Equipment and Supply Needs*

Once specific needs for equipment and/or supplies are identified, those needs can be fulfilled in a variety of ways, provided the following have the equipment and/or supplies available:

- Local government and/or response agencies
- Local vendors and/or medical facilities
- Vendors and/or medical facilities in larger nearby cities such as Bozeman or Billings
- Mutual aid from other jurisdictions
- Requests to Montana DES to access state and/or federal resources

Note: Equipment and/or supplies provided in a disaster or emergency should be tracked and accounted for to the extent possible and necessary.

- *Decision Point: Fulfilling Transportation Needs*

Evacuations are the primary reason for needing transportation for special needs populations. A limited evacuation, such as a school fire or similar localized event, can frequently be handled by indigenous resources. In this example, the senior administrative official may simply use the school buses normally assigned (in the case of a school incident) and coordinate utilization of parental and staff vehicles with little need for additional external transportation assistance.

Efficient transport of individuals and associated support equipment from public and private facilities within the county, such as assisted living facilities, the hospital, and private residences (including reduced mobility, immobile, or other special needs individuals) is an important consideration. The type and amount of transportation resources required (as well as ingress and egress routes) will vary by season, severity, and the very nature of the incident. Ideally, facilities should have some level of advanced planning for facility evacuations, including the transport of patients, clients, or students. Determination of assembly areas, boarding locations, and alternate facility locations require close coordination with incident officials to preclude interference with response activity and possibly other facility evacuations.

Resources for transportation may include busses, vans, and/or ambulances. Park County is somewhat limited in the number of specialty transportation resources it has, so resources from neighboring counties may be required.

- *Decision Point: Fulfilling Personnel Needs*

Caring for those with special needs can require significantly more personnel resources than the general population. Examples of specific personnel resources that may be required include:

- Medically Trained – nurses, doctors, emergency medical technicians, and others with medical training
- Translators – bilingual members of the community or volunteer organizations and/or university students/instructors
- Social workers and/or mental health professionals
- Support – teachers, child care professionals, shelter workers, and/or community volunteers

Many of these types of personnel are not traditional first responders and may need to be provided with specific tasks and direction to be integrated into the incident response; however, their abilities and knowledge related to special needs populations can be invaluable. Personnel resources that cannot be fulfilled through incident management should be requested through Disaster and Emergency Services.

- *Decision Point: Conducting Home Visits and Welfare Checks*

Many times during a disaster or emergency, a place of comfort and familiarity is the safest place for those with special needs to stay. In these cases, periodic visits to ensure adequate food, water, heat, and medical supplies may be warranted. These visits can be as simple as caregivers, family, neighbors, and friends increasing their awareness, vigilance, and frequency of visits. If this is not possible or the

individual does not have a support network, visits and/or phone calls by emergency workers, public health, and/or volunteers may be warranted.

- *Decision Point: Mass Care Needs*

Sheltering and mass feeding operations should accommodate those with disabilities, however, the number of facilities in the communities that are completely handicapped accessible and have emergency power are very limited. In addition, American Red Cross shelter workers may not have the skills or resources necessary for the specific care of those with special needs. Accommodations can often be made, however, through requests for specific needs such as access to an electric outlet, special dietary requirements, refrigeration of medications, use of service animals, and other unique needs. If a large number of those with special medical or other needs require shelter, or accommodations at the public shelter cannot be made, a special needs shelter managed by local government may be required. The following considerations should be made before opening a special needs shelter:

- Accessibility (including restrooms)
- Back-up Power
- Staff (nurses and others with medical training)
- Equipment (those in the shelter should bring their own necessary equipment, but equipment to refill oxygen tanks, if needed, should be considered)
- Disposal (area for biomedical waste)
- Bedding
- Water
- Feeding Supplies
- Refrigeration for Medications
- Provisions for Caregivers and Service Animals
- Communications

Ideally, special needs shelters should be co-located or near shelters for the general population for logistical and support purposes. Special needs individuals may be required to bring a caregiver, if that level of care is needed.

M3. Organization and Assignment of Responsibilities

All responders and others involved in public safety planning and response must be aware that they may encounter persons having special needs and that they may have to act with initiative, creativity, and, above all, sensitivity to respond appropriately to those needs.

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Maintain an awareness of possible special needs and pass on identified needs (translator, transportation, special assistance, etc.) to the appropriate officials.

Disaster and Emergency Services

- Coordinate delivery of medical equipment, supplies, and medications to shelter sites, care facilities, and/or residences.
- Open and coordinate special needs shelters, if warranted.

Emergency Medical Services / Ambulance

- Transport those with non-emergency special needs to designated locations, as resources allow.

Public Health

- Coordinate home visitations for those with special needs, as needed.
- Coordinate with churches, care facilities, senior citizen centers, and other government and non-governmental organizations that may be conducting related or supportive efforts with special needs populations.

Hospitals / Medical Providers

- Coordinate home visitations for those with special needs, as needed.
- As providers for those with special health needs, maintain appropriate plans and resources for evacuating and caring for the hospital population in disaster or emergency situations.

Schools

- Maintain appropriate plans and resources for evacuating and caring for school children in disaster or emergency situations.
- Communicate with parents, as needed.

Other Entities

- Perform other duties as needed and assigned.

M4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the disaster or emergency and will most often be managed through Unified Command as designated by the jurisdiction having authority, usually consisting of the follow organizations:

- Hospitals / Medical Providers (if involving a hospital or medical care facility)
- Care Facility Administrator (if involving an assisted living facility, group home, or other facility providing care for special needs populations)

- School Administrator (if involving a school or schools)
- Day Care Administrator (if involving a day care)
- Law Enforcement
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)
- Public Health (if due to disease or other public health emergency)

In general, health care facilities, schools, group homes, and child care facilities are responsible for the internal operations of their facility and the attendant provision of care services at all times. When notified of an emergency or incident requiring their participation, the person in charge in the facility at the time of the incident becomes the person responsible for emergency actions within the facility in accordance with their own established protocols.

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Other local plans related to this annex (horizontal coordination) include:

- Livingston HealthCare Shelter In Place / Evacuation Plan
- Park County Pandemic Plan

M5. Information Collection and Dissemination

M5.1 Information Collection for Planning

Table M5.1A lists the key information needed and possible sources related to incidents involving special needs populations.

Table M5.1A Possible Information Sources

Information Type	*Source*
Estimate of the number of people with special needs that may be affected and the types of needs they may have	– Hospital/Facility/School Administrator – Local Special Needs Service Providers
Potential special needs evacuations sites and shelters	– Hospital/Facility/School Administrator – Park County Disaster and Emergency Services
Resources (number and type) available to assist with special needs	– Individual agencies / organizations – Local businesses and supply companies Park County Disaster and Emergency Services

M5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Incidents involving care facilities, including hospitals, schools, group homes, or day cares, or when such facilities are evacuated, media and public interest is generally high. In addition, those with special needs in the communities may have immediate concerns regarding their well being following a larger scale disaster.

At a minimum, to improve the content and trustworthiness of the public information for incidents involving a special needs facility, a facility administrator should be designated the Public Information Officer or be part of the public information team or Joint Information Center.

The type of information that may be provided in public information statements include:

- Description of incident
- Actions being taken to protect the population, specifically the special needs population(s) at risk
- Alternate procedures (such as a new emergency room location or student pick-up location) for the public to be aware of
- A phone hotline for family members of those being cared for by the facilities affected
- A phone hotline for members of the special needs communities with concerns or actual needs

Recognize that when targeting information to those with special needs, the nature of their impairment(s) may well be a barrier to the flow of public information. In other cases, for a wide variety of economic, social, and physical reasons, the individuals may be denied access to these more common sources of information and routine practices must therefore be adjusted accordingly.

M6. Communications

See the Communications Annex for more details on emergency communications in Park County.

M7. Administration, Finance, and Logistics

M7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

M7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

M8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

M9. Authorities and References

M9.1 Authorities / References

- ADA Guide for Law Enforcement Officers: Communicating with People Who Are Deaf or Hard of Hearing
- ADA Guide for Local Governments: Making Community Emergency Preparedness and Programs Accessible to People with Disabilities

M9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

M10. Attachments

None.

WARNING
ANNEX N

N1. Purpose, Situation, and Assumptions

N1.1 Purpose

The purpose of this Warning Functional Annex is to guide and coordinate agencies and organizations in warning the public of potentially life-threatening situations within Park County. Rapidly evolving events can necessitate the notification of people in the county; protective actions may preserve life and property.

N1.2 Situation Overview

Warnings in Park County, the City of Livingston, and the Town of Clyde Park may occur for a variety of reasons, including, but not limited to, bioterrorism, communicable disease, dam failure, flood, hazardous material release, hazardous weather, terrorism, civil disturbance, violence, utility outage, volcano, wildland fire, or any other hazard that leads to a situation requiring protective actions by the public. Warnings are most often issued for weather events.

Base Plan, Table 1.3B shows the populations within Park County. Depending on the incident, all or a subset of the populations may be targeted with warnings.

As technology improves, the number of methods to disseminate warnings effectively is increasing. The options currently available to Park County include:

- Emergency Alert System (EAS)
- NOAA Weather Radio
- Reverse calling through Livingston / Park County 911 Dispatch (note: this option currently does not exist for the Cooke City, Gardiner, Jardine, and Silver Gate areas)
- Public address systems / Loud speakers
- Door-to-door/Face-to-face notifications

In many cases, a combination of methods may be most effective.

The Emergency Alert System radio station in Park County is KPRK 1340 AM in Livingston. KGLT 91.9 FM in Bozeman may also provide some coverage in Park County. EAS activation may trigger alerting through radio, television, and electronic media methods. A NOAA Weather Radio transmitter is located in Livingston.

N1.3 Planning Assumptions

- An incident within or affecting Park County may threaten lives and/or property if warning is not provided.
- The need for warnings differs from the need for public information based on the immediacy and potential for life-saving actions.
- A single warning dissemination system is not capable of effectively warning everyone in the county.

N2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Public warning is needed for a weather event.*

The National Weather Service is the only agency authorized to issue weather warnings. Park County, the City of Livingston, and the Town of Clyde Park are served by the National Weather Service office located in Billings. If local officials feel weather warnings are needed (i.e. a tornado is spotted, flooding is occurring, etc.), this information should be relayed and/or discussed with the National Weather Service.

In some cases, language can be added to weather warnings to alert and provide the public with additional information such as emergency travel only restrictions and road closures during winter weather or other hazardous weather events.

Weather related emergency messages are typically disseminated through the Emergency Alert System (EAS) over designated broadcasters, NOAA Weather Radios, and electronic media. Local officials may supplement these warnings through the use of other dissemination methods such as reverse calling or vehicle mounted public address systems, as needed.

- *Decision Point: Public warning is needed for a non-weather event.*

The public may need warning for events that are not weather-related such as hazardous material releases and escaped prisoners. In cases where local officials need to issue the warning, the following information should be included:

- Brief description of the hazard
- Geographic extent and locations included in the warning
- Duration of the warning
- Protective actions recommended

If using the Emergency Alert System (EAS), the message should be less than two minutes in broadcast length. (Montana Emergency Alert System (EAS) State Plan, July 2008.) See the attachment for an EAS message template.

See the Special Needs Annex for additional information regarding providing warnings to those with special needs such as visual, hearing, language, and cognitive impairments.

Generally, the Incident Commander or designee develops the warning and chooses the method(s) of dissemination. Decision points follow for the various dissemination methods.

- *Decision Point: Door-to-door and/or public address system notifications are needed.*

Door-to-door notifications are typically used for incidents affecting a relatively small geographic area or when other methods fail, time factors do not allow for the use of other methods, or the imminent threat warrants personal notification. Obvious limitations to door-to-door notifications include the level of personnel resources needed to perform the notifications. If possible, notification strike teams should be assembled. Vehicle mounted public address systems may also be used in this capacity; this is a primary warning method in outlying communities.

- *Decision Point: Reverse calling is needed.*

Reverse calling allows Livingston / Park County 911 Dispatch to call multiple phone numbers relatively quickly in an emergency situation and provide a recorded message, usually the warning information. To implement reverse calling, the following process is used:

- Incident Commander or designee notifies Livingston / Park County 911 Dispatch of the need for reverse calling and provides the warning message and geographic area to receive the message.
- Livingston / Park County 911 Dispatch then records the message and initiates the calls through their reverse calling system and procedures.
- Livingston / Park County 911 Dispatch notifies the Incident Commander or designee when the calling begins and when the calling is completed.
- Incident Commander or designee may choose to verify receipt of the messages and success of the system by checking with those in the warned area.

Note that Livingston / Park County 911 Dispatch currently has reverse calling capabilities, but the Yellowstone National Park Communications Center that serves the Cooke City, Gardiner, Jardine, and Silver Gate areas does not. Those rural communities may have some neighbor-to-neighbor calling possibilities, if enough people in the communities are notified through fire department phone trees and such and then subsequently call neighbors, friends, and family to informally get the message to others.

- *Decision Point: Activation of the Emergency Alert System (EAS) and/or NOAA Weather Radio is needed.*

The Emergency Alert System (EAS) is a system that interrupts regular programming and broadcasts a signal and emergency information over designated radio stations and NOAA weather radios. This

information is also frequently re-broadcast by other radio and television stations. NOAA weather radios may provide tone alerts, depending on the type of message and receiver features. Internet and cell phone users may additionally receive alerts through email, text messages, and software applications, depending on user preferences.

To activate EAS and/or NOAA Weather Radios in Park County, the following process is used:

- Incident Commander or designee determines that the risk to life or property warrants immediate notification of the general public.
- Incident Commander or designee creates the warning / emergency message (see attachment) and notifies the Livingston / Park County 911 Dispatch and Park County Disaster and Emergency Services Coordinator of the need for EAS activation in Park County.
- The Livingston / Park County 911 Dispatch or the Incident Commander or designee (depending on the transmission capabilities) sends the message to the National Weather Service (NWS) in Billings. (Note: If the NWS Billings office is unreachable, their back-up office is the National Weather Service in Glasgow, then Great Falls, then any other NWS office.)
    - The individual contacting the NWS should state, "This is (name and title) of (organization). I request that the Emergency Alert System be activated for Park County because of (description of emergency)."
    - The message is preferably sent to the NWS via fax, but other methods can be used.
- The National Weather Service will authenticate the request, and if authenticated, will activate the EAS.
- Designated broadcasters and NOAA Weather Radios transmit the message.

Source: Montana Emergency Alert System (EAS) State Plan, July 2008.

N3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Maintain emergency contact information for the National Weather Service and key media outlets.

911 Dispatch

- Facilitate activation of the Emergency Alert System (EAS), as requested by Incident Command or the Disaster and Emergency Services Coordinator.
- Implement reverse calling procedures, as requested by Incident Command or the Disaster and Emergency Services Coordinator.

Other Entities

- Provide warning to the public on hazardous conditions, as applicable.
- Perform other duties as needed and assigned.

N4. Direction, Control, and Coordination

Depending on the type of incident requiring warning, the Incident Command and/or Unified Command may lie with law enforcement and/or fire departments/districts. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

State and federal plans related to this annex (vertical coordination) include:

- Montana Emergency Alert System (EAS) State Plan
- National Warning System Operations Manual

N5. Information Collection and Dissemination

N5.1 Information Collection for Planning

Table N5.1A lists the key information needed and possible sources for warning activities.

Table N5.1A Possible Information Sources

Information Type	*Source*
Weather Warnings and Forecasts	– National Weather Service, Billings
Non-Weather Warnings and Recommended Protective Actions	– Incident / Unified Command
Homeland Security Threats	– Law Enforcement – Montana All Threat Intelligence Center – National Warning System

N5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

All warnings issued to the public should include the following information:

- Brief description of the hazard
- Geographic extent and locations included in the warning
- Duration of the warning
- Protective actions recommended

When clear, factual, and trustworthy information is provided in warnings, the public is more likely to take the protective actions listed in the warning. Less urgent public information following the event or

after the warning period is over is often needed. See the Public Information Annex for more information.

N6. Communications

See the Communications Annex for more details on emergency communications in Park County.

N7. Administration, Finance, and Logistics

N7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

N7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

N8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

N9. Authorities and References

N9.1 Authorities / References

- Montana Emergency Alert System (EAS) State Plan, July 2008
- United State Code of Federal Regulations (CFR), Title 47, Part 11: Emergency Alert System (EAS)

N9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

N10. Attachments

EAS Activation Form for an Emergency Message

EAS Activation Form for an Emergency Message

This message will override TV and Radio Station Broadcasting. Keep message to no more than 2 minutes of airtime.

Date\Time_____

Person Making Request_____

Agency of Person Making Request_____

Specific Type of Emergency (Hazmat, etc) _____

Affected Counties _____

Specific Affected Area (if available) _____

Duration of Emergency_____

Phone Number to Verify or Contact for More Information_____

Name of Person Completing This Form_____

Exact Message for Broadcast (should include nature of emergency, what area is affected, specific instructions to the public, where to obtain more information, etc.)

_____

_____

_____

_____

_____

_____

CIVIL DISTURBANCE
ANNEX P

P1. Purpose, Situation, and Assumptions

P1.1 Purpose

The purpose of this Civil Disturbance Hazard-Specific Annex is to guide and coordinate agencies and organizations during civil disturbances within Park County. If not managed properly, civil disturbances can escalate and threaten additional lives and property. General incident management principles and disaster and emergency processes should be applied to any civil disturbance, but this annex provides additional information specific to these types of incidents.

P1.2 Situation Overview

Civil disturbances threaten the safety and security of the general public. If not addressed appropriately, a civil disturbance can escalate to the point of loss of life and property. These incidents can occur for a variety of reasons and in a number of ways. They can be instigated by things such as extremist groups, large public gatherings, political differences, social differences, or individuals. Large scale protests, strikes, school violence, riots, hostage situations, and contentious court decisions are all examples of the types of events that may require the activation of this plan.

In these types of situations, law enforcement responsibilities may become highly complex and require significant resources. These situations may require resources from other jurisdictions.

Possible civil disturbance losses include:

- Deaths and injuries.
- Critical facility and infrastructure physical and functional losses.
- Structure and contents losses.
- Business disruption losses.

P1.3 Planning Assumptions

- Civil disturbances may have some warning, such as planned protests and impending strikes; others may occur without warning, such as school violence and hostage situations.
- Most civil disturbances in Park County are localized to a single location or area.
- Small scale civil disturbances will not require activation of this plan.

P2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

➢ *Decision Point: A situation or event in Park County may lead to a civil disturbance.*

Certain types of events, such as planned protests or demonstrations, dignitary visits, court rulings, or strikes, may cause concern for civil disturbances. Although usually peaceful, these types of events allow for advanced planning that local officials may benefit from, both as an exercise and also in the case that a civil disturbance does occur.

Law enforcement and local officials should perform the following:

- Develop a written Incident Action Plan.
- Alert and/or activate off-duty and reserve peace officers.
- Notify mutual aid and assisting agencies of event and possible requests.
- Consider establishing and staffing an Incident Command Post and/or the Emergency Operations Center, if needed.
- Maintain close observation of and security for the planned event.

➢ *Decision Point: A civil disturbance is occurring in Park County.*

When civil disturbances occur, law enforcement has the responsibility of restoring order. The following actions may be taken to do so:

- Establish Incident Command.
- Determine immediate health and safety hazards.
- Contain the problem area(s) and person(s), if possible.
- Establish an Incident Command Post.
- Establish a controlled perimeter.
- Activate off-duty and reserve peace officers, as needed.
- Establish a staging area to organize resources safely.
- Request assistance from specialized tactical teams and mutual aid agencies, if needed.
- Conduct emergency operations such as treating injured persons and fire suppression, as needed. (See the Mass Casualty and Mass Fatality Annex for additional information on this function.)
- Conduct evacuations or advise sheltering-in-place, if needed and possible. (See the Population Protection Annex for additional information on this function.)
- Calm the situation through standard tactical procedures such as crowd dispersion, negotiations, and containment.
- Arrest individuals and utilize mass arrest procedures, if and as needed.
- Identify a Public Information Officer (PIO) and begin disseminating information as appropriate. (See the Public Information Annex for additional information on this function.)
- Activate the Emergency Operations Center (EOC) for coordination, logistical support, resource management, and/or public information, if needed.

- Request state and/or federal assistance, as needed. (Note: these requests should be made through Park County Disaster and Emergency Services and/or the Emergency Operations Center.)
- Notify the appropriate authorities. (Note: School shootings and bombings or threats do not fall under the Federal Bureau of Investigation's (FBI) criteria for terrorism; however, such events are encouraged to be reported to the FBI.)

P3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Law Enforcement
including Montana Highway Patrol

- Conduct special operations for civil disturbances, as appropriate.
- Restore order.

Other Entities

- Perform other duties as needed and assigned.

P4. Direction, Control, and Coordination

Incident Command for most civil disturbances will be with law enforcement. If significant injuries or fires have occurred due to the civil disturbance, command may be expanded to include emergency medical services / ambulances and/or fire departments / districts. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

P5. Information Collection and Dissemination

P5.1 Information Collection for Planning

Table P5.1A lists the key information needed and possible sources when preparing for and conducting operations during civil disturbances.

Table P5.1A Possible Information Sources

Information Type	*Source*
Localized Threat Information	– Law Enforcement – Montana All Threat Intelligence Center
Resources Available to Assist	– Park County Disaster and Emergency Services – Montana Disaster and Emergency Services

P5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Road and area closures and expected duration
- Shelter, mass care, and mental health services information, if necessary

P6. Communications

See the Communications Annex for more details on emergency communications in Park County.

P7. Administration, Finance, and Logistics

P7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

P7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

P8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

P9. Authorities and References

P9.1 Authorities / References

- Montana Code Annotated 10-3-7: Tactical Incident Assistance
- Montana Code Annotated 45-8-1: Conduct Disruptive of Public Order

P9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

P10. Attachments

None.

EARTHQUAKE
ANNEX Q

Q1. Purpose, Situation, and Assumptions

Q1.1 Purpose

The purpose of this Earthquake Hazard-Specific Annex is to guide and coordinate agencies and organizations following earthquakes affecting Park County. Earthquakes can cause immediate and significant damage to structures and infrastructure, trapping occupants, disrupting essential services, and creating continuing threats due to damaged infrastructure. General incident management principles and disaster and emergency processes should be applied to any incident, but this annex provides additional information specific to earthquakes.

Q1.2 Situation Overview

Park County is in one of the most active earthquake areas of the nation. The county lies near the junction of the Intermountain Seismic Belt and Centennial Tectonic Belt and is in close proximity to Yellowstone National Park, a very active geologic area. Known, potentially active faults in Park County include Emigrant Fault, East Gallatin Reese Creek Fault, Gardiner Fault, Mammoth Fault, and Mol Heron Creek Fault. The Emigrant Fault in the Paradise Valley is generally the most active fault.

Earthquakes within and centered outside Park County can have profound impacts. The most significant damage from most earthquakes is to construction. Bridges are particularly vulnerable to collapse. Buildings vary in susceptibility, depending upon construction and the types of soils on which they are built. Fires caused by ruptured gas mains may also destroy structures. Dam failures, avalanches, and landslides may also be resultant hazards. The 500 year earthquake for Park County is expected to cause over $52 million in building-related economic losses. (Park County Hazard Mitigation Plan, August 2005)

Geologists primarily measure earthquake severity in two ways: by magnitude and by intensity. Magnitude is based on the area of the fault plane and the amount of slip. The intensity is based on how strong the shock is felt and the degree of damage at a given location. The most commonly used scales are the Richter magnitude scale, moment magnitude scale, and modified Mercalli intensity (MMI) scale. Table Q1.2A shows a comparison of magnitude and intensity and a description of likely impacts.

Table Q1.2A Earthquake Magnitude and Intensity Scales

Richter Magnitude	Typical Max. MMI	Typical Maximum Effects
1.0 – 3.0	I	Not felt except by a very few under especially favorable conditions.
3.0 – 3.9	II – III	Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck.

Table Q1.2A Earthquake Magnitude and Intensity Scales (continued)

Richter Magnitude	Typical Max. MMI	Typical Maximum Effects
4.0 – 4.9	IV – V	Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
5.0 – 5.9	VI – VII	Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys broken.
6.0 – 6.9	VII – IX	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
7.0 and higher	VIII or higher	Damage total. Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bent greatly. Objects thrown into the air.

Source: US Geological Survey website, 2011.

Possible earthquake losses include:

- Structure and contents losses, including critical facilities.
- Critical function losses.
- Loss of potable water.
- Sewer line breaks.
- Gas line breaks.
- Electric and communications outages.
- Damages to roads, bridges, and runways.
- Business losses.
- Historical losses.
- Deaths and injuries.

Q1.3 Planning Assumptions

- Most earthquakes occur without warning.
- The geographic extent of earthquake impacts may range from localized in a single community to countywide.
- The initial earthquake may be a predecessor to a larger earthquake.
- Strong earthquakes may be followed by aftershocks.
- Communications and transportation capabilities may be limited following an earthquake.
- Critical facilities may be impacted and response capabilities affected by strong earthquakes.

Q2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: A damaging earthquake occurs and local response is needed.*

Most people can recognize large earthquakes and responders may be able to assume some level of damage has occurred. Since earthquakes can damage communications infrastructure and overwhelm the 911 centers, some level of automatic mobilization may be needed. After ensuring loved ones are safe, local responders should prepare supplies and equipment for extended emergency operations and respond to their nearest duty/work station, unless instructed otherwise. Note that bridges and roadways can be significantly damaged in earthquakes and extreme caution should be used when traveling.

Even if communications systems are operational, dispatchers may initially be too overwhelmed to adequately and formally alert all responders. Off duty responders should monitor radio traffic and coordinate with agency/department supervisors, if possible. Judicious use of radio and telephone communications is recommended.

Park County and Livingston principal executive officers / local elected officials, Disaster and Emergency Services coordinators, and other emergency management personnel (such as Public Information Officers, technical support staff, etc.) should respond to the Emergency Operations Center (EOC) to begin resource requests, coordination, and management. Depending on the damage to structures, the EOC may be in its primary or alternate locations. Clyde Park officials should respond to the Clyde Park Fire Station initially.

Following a major earthquake, an overwhelming number of incidents within the earthquake incident are likely and response and dispatch agencies may be forced to prioritize incident responses.

- *Decision Point: Initial coordination of resources is needed.*

Community fire stations are the most logical initial staging locations following an earthquake, especially when communications systems are inoperable or overwhelmed. Once prepared with the necessary equipment and supplies, responders should report to the closest community fire station for assignment. Possible assignments immediately following a large earthquake include:

- Respond to reported medical emergencies.
- Control hazardous material releases (gas leaks are common following earthquakes). See the Hazardous Material Release Annex for additional information.
- Extinguish fires.
- Extricate injured persons from collapsed structures.
- "Sweep" the community for trapped persons, gas leaks, fires, water breaks, and other hazards.
- Evacuate people from dam inundation areas, if dam failure is indicated or likely. See the Population Protection Annex and Flood / Dam Failure Annex for additional information.
- Provide mutual aid to a more severely impacted jurisdiction.
- Perform community damage assessments. See the Damage Assessment Annex for additional information.

- *Decision Point: Community members are in need of immediate rescue, shelter, and/or care.*

Following an earthquake that destroys or renders residences uninhabitable, the public will likely have basic survival needs. Initially, search and rescue operations with local fire department resources and mutual aid may be conducted, perhaps eventually supplemented by national urban search and rescue teams. See the Mass Casualty and Mass Fatality Annex for additional information on handling high numbers of injuries and fatalities.

Shelter and mass care services can be provided at locations inspected for structural damage and deemed able to withstand aftershocks. See the Shelter / Mass Care Annex for more information on providing these services.

- *Decision Point: Initial damage assessments are needed.*

Unless otherwise directed or needed, responders should make a quick visual evaluation of the following facilities in their local communities:

- Unreinforced masonry buildings (older stacked brick structures)
- Schools
- Commercial / industrial structures with basements or elevators
- Major or large scale structures or commercial / industrial facilities
- Facilities with hazardous materials
- Bulk fuel facilities
- Roadways
- Bridges
- Dams
- Landslide / washout prone locations
- Operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks, etc.)
- Electrical distribution facilities
- Hospitals and nursing homes
- Structures with high occupancy loading

Findings of these initial evaluations should be provided to the Emergency Operations Center or local Incident Commander. See the Damage Assessment Annex for additional information.

- *Decision Point: Structure evaluations and long term recovery efforts are needed.*

Site-by-site structure evaluations by qualified building inspectors may be needed to ensure critical facilities, businesses, and residences are sound enough for occupancy, especially with the occurrence of aftershocks. Mutual aid resources and federal resources will likely be needed to perform this function. Similar inspection and repair processes should be conducted by the water, sewer, and utility operators and street and road departments. In some cases, repairs to infrastructure may take weeks or longer. When public property is damaged, the processes outlined in the Base Plan, Section 7.1, Finance/Administration should be followed.

Since most homeowners insurance policies do not cover earthquake damages, state and/or federal assistance may be needed for disaster recovery. See Sections 2.5 and 2.6 of the Base Plan for more information on the assistance programs available. Refer to the Public Information Annex for more information on providing recovery information to the public.

Q3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services.
- Through the EOC, coordinate community-wide damage assessments.

Fire Departments / Districts

- Extricate and rescue victims.

Government Administration

- Using building inspectors and engineers, either employees, mutual aid, and/or contracted, inspect buildings for damage and determine occupancy status (red = do not enter; yellow = some damage, minimal occupancy; green = normal occupancy).

Other Entities

- Assess damages to associated structures and infrastructure.
- Conduct emergency repairs, as needed.
- Perform other duties as needed and assigned.

Q4. Direction, Control, and Coordination

Incident Command for earthquake incidents will most often be managed through Unified Command as designated by the jurisdiction(s) having authority, usually consisting of the follow organizations:

- Law Enforcement
- Fire Departments
- Disaster and Emergency Services
- Principal Executive Officers / Local Elected Officials

Unified Command will be utilized for overall management of the earthquake. On scene Incident Commanders (ICs) will be utilized for incidents. These ICs will come from various emergency response agencies as available. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Q5. Information Collection and Dissemination

Q5.1 Information Collection for Planning

Table Q5.1A lists the key information needed and possible sources following an earthquake.

Table Q5.1A Possible Information Sources

Information Type	*Source*
Extent of community damage	– Law Enforcement – Fire Departments – American Red Cross – Building Inspectors
Extent of infrastructure damage	– Street and Road Departments – Utility Providers – Water and Sewer Departments / Districts
Number of casualties and conditions	– Local/Area Hospitals – Emergency Medical Services / Ambulance – Fire Departments
Number of fatalities	– Park County Coroner
Shelter populations / Mass care statistics	– American Red Cross – Salvation Army – Disaster and Emergency Services
Technical information on earthquakes	– Montana Bureau of Mines and Geology

Q5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public:

- Recommended actions (leave home if significantly damaged, inspect utilities and shut off if damaged or unsure, open cabinets carefully, help neighbors, etc.)
- Road, bridge, and area closures
- Shelter locations
- Feeding and/or food and water distribution points
- Disaster assistance centers
- Disaster recovery information

Q6. Communications

See the Communications Annex for more details on emergency communications in Park County.

Q7. Administration, Finance, and Logistics

Q7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

Q7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

Q8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

Q9. Authorities and References

Q9.1 Authorities / References

- US Geological Survey website, Magnitude / Intensity Comparison, 2011.

Q9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

Q10. Attachments

None.

FLOOD / DAM FAILURE
ANNEX R

R1. Purpose, Situation, and Assumptions

R1.1 Purpose

The purpose of this Flood / Dam Failure Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of flooding and dam failure within Park County. Floods and dam failures can threaten lives and property and requires coordination between response organizations for effective operations. General incident management principles and disaster and emergency processes should be applied to any flood or dam failure incident, but this annex provides additional information specific to these types of incidents.

R1.2 Situation Overview

The primary flood threats in Park County, the City of Livingston, and the Town of Clyde Park are along the rivers and streams, in low-lying areas or depressions from rapid rainfall or snowmelt, and downstream of dams. Park County has many rivers and streams, but the most flood-prone include the Yellowstone River, Shields River, and Fleshman Creek. Floodwaters can result from overall high precipitation levels (rain and/or snow), rapid snowmelt, heavy thunderstorms, ice jams, conditions upstream, or dam failure. Park County and the City of Livingston have a history of extensive flood problems, usually from snowmelt in the higher elevations. Ninth Street Island just outside of Livingston is an inhabited river island where residences and infrastructure are repetitively threatened by flood. Flash floods can occur almost anywhere, but areas near wildfire burn areas and canyon draws are more vulnerable.

The Yellowstone River in Park County is approximately 84 miles long, running from the Yellowstone Park boundary through the Paradise Valley and Livingston to Springdale. The Yellowstone has two river gauges in Park County at Corwin Springs and near Livingston at Carter's Bridge.

The flood stage for the Yellowstone River is 11 feet at Corwin Springs. At 11 feet, brushland and adjacent prairie are in flood. At 12 feet, waters reach trailers along the river. In 1918, this location crested at 11.5 feet. In 1996, this location crested at 10.92 feet. (National Weather Service, 2011)

The flood stage for the Yellowstone River is 9 feet at Carter's Bridge. At 9 feet, some minor overflow occurs along the lowest areas throughout the reach of the river and across the road to Ninth Street Island. At 9.21 feet, the roads to Mill Creek, Cinnabar Basin, and Trail Creek are covered with water with water reaching some homes on Ninth Street Island and a few farms. In 1997, this location crested at 10.72 feet. (National Weather Service, 2011)

The Shields River in Park County is approximately 44 miles long, running from the north end of the county by Wilsall to the Yellowstone River. Flood stage is 5.5 feet at the gauge 7 miles northeast of Livingston. In 1948, this location crested at 7.39 feet. (National Weather Service, 2011)

Most dams are classified based on the potential hazard to life and property should the dam suddenly fail. Note the hazard rating is not an indicator of the condition of the dam or its probability of failure. Definitions are as follows:

- Low Hazard Potential: Dams assigned the low hazard potential classification are those where failure or misoperation results in no probable loss of human life and low economic and/or environmental losses. Losses are principally limited to the owner's property.
- Significant Hazard Potential: Dams assigned the significant hazard potential classification are those dams where failure or misoperation results in no probable loss of human life but can cause economic loss, environment damage, disruption of lifeline facilities, or impact other concerns. Significant hazard potential classification dams are often located in predominantly rural or agricultural areas but could be located in areas with population and significant infrastructure.
- High Hazard Potential: Dams assigned the high hazard potential classification are those where failure or misoperation will probably cause loss of human life.

Source: Federal Guidelines for Dam Safety, Hazard Potential Classification System for Dams, Federal Emergency Management Agency, April 2004.

Park County has 24 dams – 1 high hazard, 4 significant hazard, and 19 low hazard. Table R1.2A shows the high and significant hazard dams in Park County. Some dams have Emergency Action Plans (EAPs). These EAPs usually include a notification scheme which interfaces with that of the county and includes notification of a limited number of key personnel should a breach or other disaster appear to be possible. Although not particularly likely, seismic activity, poor maintenance, overwhelming flow conditions, and terrorist activities can all lead to the catastrophic failure of a dam.

Table R1.2A High and Significant Dams in Park County

Dam Name	Water Body	Hazard	Owner	EAP?
Cottonwood Dam	Cottonwood Creek	High	State of Montana	Yes
Arthun Dam	Tributary of Antelope Creek	Significant	Len Arthun	Unknown
Kaiser Dam	Tributary of Muddy Creek	Significant	Park Swandal	Unknown
Nauharodney Dam Crazy Mountain Dam	Hammond Creek	Significant	Crazy Mountain Ranch	Yes
Lower O'Halloran Dam	Looking Glass Creek	Significant	Loyce O'Halloran	Unknown

Source: National Inventory of Dams, US Army Corps of Engineers.

Possible flood and dam failure losses include:

- Flooded roadways.
- Road, bridge, and culvert losses.
- Water and sewer system losses.
- Electric and telephone service disruptions.
- Railroad losses.
- Structure and contents losses, including critical facilities.

- Business losses.
- Crop and livestock losses.
- Deaths and injuries.

R1.3 Planning Assumptions

- Flash flooding and dam failure may occur without warning.
- The geographic extent of flood and dam failure impacts may range from localized at a single site to an entire river stretch to locations countywide including areas not typically prone to flooding or along waterways.
- The duration of floodwaters may range from hours to days.
- Extreme impacts, more than have been seen in Park County historically, are possible, especially from dam failure.

R2. Concept of Operations

Flood forecasts, advisories, watches, and warnings are provided by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Billings. Flood conditions may or may not be preceded by some type of watch or warning. Table R2A lists the various flood products that may be issued. The NWS will cancel the watches and warnings once the threat has passed.

Table R2A NOAA / NWS Flood Products

Type	*Level*	*Criteria / Definition*
Hydrologic	Outlook	Provides long lead time information about flood potential or water supply conditions.
Flood	Watch	Identifies areas where there is a risk of flooding, but flooding is not certain.
Flood	Warning	Warns of floods developing more than 6 hours after causative event. May provide information on forecast stream levels and describe impacts of past flooding at forecast levels.
Flash Flood	Warning	Warns of rapidly developing flooding occurring within 6 hours of the causative event.
Flood / Flash Flood	Statement	Updates or expands information in the previously issued warning.

Source: National Weather Service Hydrologic Information Center website, Explanation of Statements Issued by Local Offices, 2011.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: A hydrologic outlook is issued containing a moderate or high probability of flood conditions.*

Since flooding is not occurring, but is probable in the upcoming days or weeks, initial preparations should begin. Agencies and organizations should raise the awareness level of employees/members and consider the following:

- Will many employees/members be on vacation or otherwise unavailable?
- Will equipment and/or vehicles be out of service for non-critical maintenance or service or should service be expedited?
- Are supply stocks for items such as sand bags, pumps, or fuel low?

Awareness and ensuring adequate supplies and equipment are available are usually the most important elements in this phase.

- *Decision Point: A flood watch is issued.*

Preparations for the event should begin and may include, depending on forecasted levels, the following:

- Modification of work schedules to ensure adequate staffing levels throughout the event, especially if expected to occur over a weekend or holiday period.
- Vehicle and equipment preparations to allow for rapid and sustained deployment.
- Supply purchases needed to sustain operations throughout the event.
- Designation of individuals to monitor conditions in flood prone locations.
- Notification of local officials of the potential for flooding.
- Consideration of an Evacuation Advisory or Warning for those in known hazard areas, such as Ninth Street Island. (See the Population Protection and Warning Annexes for additional information.)

- *Decision Point: A flood or flash flood warning is issued or flood conditions are occurring.*

Weather forecasting is not a perfect science, so flooding may occur without warning, or conversely, a warning may be issued and the expected conditions do not occur or occur with less severity. Situational awareness by monitoring conditions throughout the county and in neighboring jurisdictions is important to operations. As conditions dictate, initiate response operations, such as ordering evacuations, closing roadways and flooded areas, or sandbagging public or critical property. Note: Local policy is that sandbags are not provided to individuals. Individuals are encouraged to obtain and manage their own sandbagging needs. Continue to monitor, maintain operations, communicate with partner organizations and the public, and make changes to staffing levels, as needed. Accurate personnel and equipment records must be maintained for possible reimbursement requests should the event escalate to the disaster or emergency level. See the Population Protection, Public Information, and Warning Annexes for additional information on these functions.

- *Decision Point: An event or conditions are occurring that might threaten the integrity of a dam or impacts downstream are possible.*

When a dam incident occurs that doesn't immediately threaten lives and property downstream, an Incident Commander and/or Incident Management Team should be established to:

- Assess the situation.
- Secure areas that would likely be threatened first with little warning, such as the dam itself and immediately downstream.
- Provide timely, accurate information to the public.

When assessing the situation, the following questions may be asked of the dam owners/operators or other subject matter experts:

- What conditions have created the concern?
- What is the probability of catastrophic failure?
- Will water releases be significantly higher than usual? If so, how high?
- What are the expected impacts downstream and upstream?

Once the situation is assessed, appropriate protective measures may be taken to prepare for the impacts, including the development of public information, and warning, if necessary, of those that may be impacted. See the Public Information Annex and Warning Annex for additional information on these functions. If escalation of the incident seems probable, preparations for future actions, such as the development of incident action plans, putting additional resources on alert, and preparing warning messages and methods should be considered.

- *Decision Point: Dam failure is imminent or occurring with impacts downstream likely.*

When dam failure is imminent or occurring and lives are threatened, warning of those in the hazard area is an immediate priority. See the Warning Annex for additional information. In addition to warning messages distributed by local officials, a Flash Flood Warning would likely be issued by the National Weather Service in Billings.

If evacuation of the threatened area is ordered and/or recommended, please refer to the Population Protection Annex and Shelter / Mass Care Annex for additional information on those functions.

Once the warning function is completed and protective actions have been taken, monitoring and reporting of the situation should be continued, and public information should be provided at regular intervals. See the Public Information Annex for additional information. Once floodwaters have receded, damage assessment and recovery efforts can begin or continue.

- *Decision Point: A flood event has caused property or infrastructure losses.*

When safe to do so, response organizations can respond to immediate threats to life and property. Actions may include rescues, closing roads and other damaged areas, pumping water out of structures, and providing shelter and/or mass care for those displaced from their homes. See the Shelter / Mass

Care Annex for additional information on this function. Depending on the level of response needed, the Park County Emergency Operations Center may be opened.

Losses throughout the communities should be assessed and evaluated for possible disaster and/or emergency declarations. See the Damage Assessment Annex for additional information on this function. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

When public property is damaged, the processes outlined in the Base Plan, Section 7.1, Finance/Administration should be followed.

Since most homeowners insurance policies do not cover flood damages (unless a separate flood insurance policy is in place), state and/or federal assistance may be needed for disaster recovery. See Sections 2.5 and 2.6 of the Base Plan for more information on the assistance programs available. Refer to the Public Information Annex for more information on providing recovery information to the public.

R3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.

Water and Sewer Departments / Districts

- Protect essential water and sewer facilities and infrastructure to the extent possible.

Street and Road Departments
including Montana Department of Transportation

- Mitigate flood losses, if possible.
- Assess damages to roadways and bridges.

Other Entities

- Perform other duties as needed and assigned.

R4. Direction, Control, and Coordination

Incident Command for flood and dam failure incidents will most often be managed through Unified Command as designated by the jurisdiction(s) having authority, usually consisting of the following organizations:

- Law Enforcement
- Disaster and Emergency Services

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

Dam specific plans for Park County (horizontal coordination) include:

- Cottonwood Dam Emergency Action Plan, State of Montana
- Crazy Mountain / Nauharodney Dam Emergency Action Plan, Crazy Mountain Ranch

Local plans that have been used for flood events (horizontal coordination) include:

- Park County Sheriff's Office, 9th Street Island Evacuation Plan

R5. Information Collection and Dissemination

R5.1 Information Collection for Planning

Table R5.1A lists the key information needed and possible sources when preparing for and conducting operations during flood and dam failure events.

Table R5.1A Possible Information Sources

Information Type	*Source*
Dam Conditions	– Dam Owner/Operator – Montana DNRC Dam Specialists – Private Engineers
Dam Inundation Areas	– Dam Emergency Action Plan – Dam Owner/Operator – GIS Specialists
Local Conditions/Observations	– Law Enforcement – Street and Road Departments – Disaster and Emergency Services
River/Stream Levels, Weather Warnings, and Forecasts	– National Weather Service, Billings

R5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated water body rises and/or river levels
- Areas expected to be impacted
- Expected upstream/reservoir impacts (in the case of dam failure)
- Anticipated duration
- Protective actions needed or recommended
- Shelter and mass care information
- Disaster recovery information

R6. Communications

See the Communications Annex for more details on emergency communications in Park County.

R7. Administration, Finance, and Logistics

R7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

R7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

R8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

R9. Authorities and References

R9.1 Authorities / References

- Explanation of Statements Issued by Local Offices, National Weather Service Hydrologic Information Center, January 2011.

- Federal Guidelines for Dam Safety, Hazard Potential Classification System for Dams, Federal Emergency Management Agency, April 2004.
- Montana Code Annotated 85-15: Dam Safety Act
- National Inventory of Dams, US Army Corps of Engineers.
- National Weather Service, Advanced Hydrologic Prediction Service, January 2011.

R9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

R10. Attachments

None.

HAZARDOUS MATERIAL RELEASE
ANNEX S

S1. Purpose, Situation, and Assumptions

S1.1 Purpose

The purpose of this Hazardous Material Release Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of an uncontrolled hazardous material release within or affecting Park County. Hazardous material incidents require careful response by a variety of agencies to adequately protect the public and responders. General incident management principles and disaster and emergency processes should be applied to any hazardous material release incident, but this annex provides additional information specific to these types of incidents.

S1.2 Situation Overview

For the purposes of this plan, "hazardous material" means a hazardous substance, a hazardous or deleterious substance as defined in MCA 75-10-701, radioactive material, or a combination of a hazardous substance, a hazardous or deleterious substance, and radioactive material. (State of Montana Hazardous Materials Response Plan, 2006)

A hazardous material release is the contamination of the environment (i.e. air, water, soil) by any material that because of its quantity, concentration, physical characteristics, or chemical characteristics threatens human, animal, or plant health, the environment, or property.

These types of releases can cause immediate, prolonged, and/or delayed effects to those in the area, downwind, and/or downstream. A hazardous material release can come from a fixed facility, via its transportation, or intentionally in the case of terrorism, drug production, and illegal dumping.

Hazardous material releases can occur anywhere, but the most hazardous areas in Park County include along the railroad operated by Montana Rail Link, primary roadways such as Interstate 90, US Highway 89, and the Livingston Interstate 90 detour route, and fixed locations such as the Yellowstone Pipeline Company (ConocoPhillips) refined petroleum products pipeline, gas stations, propane providers, water and sewer treatment facilities, automotive stores, hardware stores, and agriculture supply stores. Many of the businesses are listed with the Local Emergency Planning Committee (LEPC) and kept in a Hazardous Material File located at the City-County Complex and by the Fire Department in their respective jurisdiction.

Hazardous materials are stored in sizable quantities in almost every community and rural area. Unknown hazardous materials sites such as methamphetamine labs may also exist. These materials and substances can be, among other things, explosive, corrosive, radioactive, poisonous, or at the least a pollutant.

Many Park County responders are trained to the Hazardous Material awareness or operations levels, and therefore, are limited to defensive operations with hazardous materials. Defensive operations consist of confining the release without direct contact with the material. Offensive operations and larger responses may require responders trained to the technician level and the associated specialized equipment. The State of Montana has State Hazardous Material Incident Response Teams (SHMIRTs), designated as support units to provide 24-hour coverage, seven days a week, located in Billings, Bozeman, Great Falls, Helena, Kalispell, and Missoula.

Although the Fire Departments have been assigned primary responsibility for hazardous materials control, all departments with a first responder mission must train their personnel in recognition of and as first-step protection measures for hazardous materials.

Park County has a Local Emergency Planning Committee (LEPC) consisting of representatives from a variety of offices and departments that is responsible for planning and preparing for a hazardous material release.

Possible hazardous material release losses include:

- Blocked roadways.
- Deaths and injuries.
- Structure and contents losses, primarily due to explosion or contamination.
- Business disruption losses.
- Crop and livestock losses.
- Environmental losses.

S1.3 Planning Assumptions

- Hazardous material releases usually occur without warning.
- Hazardous material releases may be the result of terrorism or criminal activity.
- The geographic extent of hazardous material releases may range from localized at a single site to an extended area downwind and/or downstream.
- All responding departments and agencies will respond to hazardous material incidents relative to the level of member training.
- Park County response capabilities are limited to defensive operations.
- Emergency response vehicles are equipped with hazardous material reference materials or guidebooks.
- The complexities of hazardous material releases may be beyond the normal capabilities of responders in Park County. Assistance from outside the county must be sought early in the response.
- State and/or federal hazardous materials response teams and other support agencies will be able to respond with technical expertise and resources upon request by the local officials.
- Extreme impacts, more than have been seen in Park County historically, are possible.

S2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Responders are alerted to a possible or definitive hazardous material release.*

During all responses, but especially involving or potentially involving responses with hazardous material releases, all cautions and safety protocols must be followed. Responders should NOT respond beyond their level of training.

When responding to a reported or possible hazardous material release, responders should:

- Respond from upwind, uphill, and upstream.
- Use the following safety practice: if the incident cannot be covered from your line of sight by holding up your thumb with an extended arm, you are too close. At a minimum, stop a safe distance away from where you can visually survey the emergency.
- First on scene unit should establish Incident Command, provide a "size up" of the scene, including safe travel routes for other responding units.
- Evaluate the situation to determine if a hazardous material is present, and if so, try to identify the material. This may include obtaining information from witnesses or participants such as the driver in the case of a vehicle accident, examination of shipping/cargo papers, placards, and type of container.
- If the materials are not identified and the hazards unknown, conduct operations as if the materials are toxic and likely to have explosive properties.
- Identify a safe Unified Command Post location for fire and law enforcement.
- Secure the scene to deny entry into the "hot zone" by all individuals, except those with the proper training and equipment.
- Perform life saving operations and immediate scene stabilization with the appropriate protective equipment and training. Limit emergency operations to the extent of expertise and equipment available to responders; in Park County, this is defensive operations that do not involve direct contact with the material. Remember that on scene operations may make the incident more, rather than less, dangerous.
- Ensure that contaminated individuals are decontaminated before moving into contamination-free zones such as hospitals. (Note: Many hospitals have decontamination equipment. State teams may also have this capability.) Inform ambulance crews and the hospitals of possible contamination hazards and notify the hospitals of the need for decontamination equipment.
- Establish a staging area. Some key points for selecting a staging area are:
  - Accessibility to the scene.
  - Upwind of incident site.
  - Security.
  - Outside of the inner perimeter activity.
  - Ability to use communications, phones, etc.
  - Lighting, visibility.

  - Ample space for parking and refueling.
  - Place to rest.
  - Control of in and out flow of traffic.
- Use and follow the information provided in the US Department of Transportation Emergency Response Guidebook regarding health hazards, fire suppression, spill or leak measures, protective clothing, evacuation distances, and first aid information.
- Contact shipper/owner, CHEMTREC, State DES, State DEQ, or other sources of information about material characteristics and management techniques, as needed.
- Observe weather conditions at the scene and obtain spot weather forecasts as necessary.
- Determine if there are continuing threats to life, property, or the environment.
- Take immediate action to safeguard responders and the public, including evacuations, shelter-in-place, and/or establishing a wider perimeter. See the Population Protection Annex and Warning Annex for additional information.
- Notify and make special considerations for facilities caring for those with special needs such as schools and assisted living facilities. See the Special Needs Annex for additional information.
- Determine strategy and tactics.
- Determine if State Hazardous Material Incident Response Team assistance is needed. If not, take action to stabilize the situation in a way that is within the capabilities of the responders.
- Incident Command should be transferred to more qualified individuals, as needed.
- Additional responders should report to the designated staging area using the safest route and check in.
- Activate the Emergency Operations Center (EOC) if additional support is needed for coordination, logistic support, resource management, and/or public information.

Whether a release is evident or not, the potentially responsible party is responsible for total reimbursement of time and equipment of responding fire and emergency medical resources. SARA Title III requires the responsible party or parties to immediately notify the LEPC and the State Emergency Response Commission (SERC) if there is a release of a listed hazardous substance that exceeds the reportable quantity for that substance. (MCA 10-3-1211)

An owner or agent of the owner of a hazardous material involved in an incident, a person causing an incident, a person transporting a hazardous material involved in an incident, and a person owning or occupying property involved in an incident shall assist the state as requested by the Incident Commander in responding to an emergency situation associated with the incident as may be necessary to address an acute threat to public health or safety or to the environment until the Incident Commander declares that the emergency situation is over. (MCA 10-3-1218)

The Chemical Transportation Emergency Center (CHEMTREC) is a center operated by the Chemical Manufacturer's Association to provide information and/or assistance to emergency responders. CHEMTREC contacts the shipper or producer of the material for more detailed information on the chemical released to facilitate response and cleanup actions. CHEMTREC can be reached twenty-four (24) hours a day, toll free, at 1-800-424-9300.

Even if state response is not required, the Park County Disaster and Emergency Services Coordinator or designee should contact Montana Disaster and Emergency Services to complete a hazardous material incident report.

- *Decision Point: State Hazardous Material Incident Response Team assistance is needed.*

When a hazardous material incident is beyond the capabilities of the Park County emergency responders and assistance is required, a request is made to Montana Disaster and Emergency Services. All jurisdictions in the State of Montana have access to the Regional Hazardous Materials Teams. Assistance can range from a phone consultation, over the phone research, a component of a team being dispatched, or an entire team being dispatched. (State of Montana Hazardous Materials Response Plan, 2006)

In order to receive state assistance, the local jurisdiction must:

- Operate under the National Incident Management System (NIMS)
- Have an appointed Incident Commander (IC)

To request state resource assistance, the Incident Commander should:

- Call the Montana DES Duty Officer at 406-324-4777
- Identify himself/herself
- Identify the jurisdiction(s)
- Identify the location of the incident

The MT DES Duty Officer will contact a hazardous material technician who is a member of a State Hazardous Material Incident Response Team (SHMIRT) and conference the call with the IC. The IC and the hazardous material technician will evaluate the information and determine if additional support is needed. The closest team to Park County is located in Bozeman, but another team may be used if necessary, depending on the statewide circumstances.

Information the State Hazardous Material Incident Response Team will likely need include:

- Exact location of the incident.
- Staging area location.
- "Safe route" to the incident.
- Point of contact at the incident scene.
- Whether or not an Advanced Life Support (ALS) ambulance is available locally or through mutual aid to be dedicated to the team. If not, one will need to be dispatched with the team.
- Current weather conditions at the incident site.
- Support capabilities of the local jurisdiction to take care of team members.
- Local decontamination capabilities and needs specific to the incident.
- Actions that have been taken.
- Information on the responsible party or if it is an orphaned material.

As a support unit, the team operates under the direct authority of the IC. Use of the team does not release the local response agencies from their duty to provide normal response functions. (State of Montana Hazardous Materials Response Plan, 2006)

Once on scene, the State Hazardous Material Incident Response Team will act only in the capacity for which they were requested and shall not be requested to assume the sole responsibility of command of the incident. The team leader will negotiate a written set of rules of engagement and incident action plan with the incident command team that shall be approved by the IC. (State of Montana Hazardous Materials Response Plan, 2006)

Even with a State Hazardous Material Incident Response Team response, the local Incident Command remains responsible for:

- all efforts at the scene including those of state agencies support personnel
- on-site communications
- information releases to the public or press
- enforcement investigation
- site command and control

The IC has the authority to direct all response activities assuring life safety, environmental, and property protection. (State of Montana Hazardous Materials Response Plan, 2006)

Local government is responsible for the collection of all response and cleanup expenses for the incident from the responsible party and reimbursing any state funding source that covers the initial expense of state response to an incident. (MCA 10-3-1216 (1))

➢ *Decision Point: Population protection measures are needed.*

When hazardous materials pose an immediate threat to life, population protection measures are needed. Refer to the US Department of Transportation Emergency Response Guidebook for additional information on isolation and evacuation recommendations. The population at risk may need to be alerted and evacuated or instructed to shelter-in-place. See the Warning Annex and Population Protection Annex for additional information on these functions. Temporary shelter and feeding for displaced individuals may additionally be needed. See the Shelter / Mass Care Annex for additional information on this function.

➢ *Decision Point: Hazardous material release is contained.*

The Incident Commander shall declare that the emergency situation associated with an incident has ended when the acute threat to public health and safety or to the environment has been sufficiently addressed. (MCA 10-3-1209 (3))

While it is the statutory responsibility of the Fire Departments / Districts to respond to hazardous material incidents, it is not the normal responsibility of the departments / districts to conduct removal or remedial action. The responsibility lies with the legally responsible party, be it the land owner,

owner, buyer, shipper, manufacturer, or insurance carrier. (State of Montana Hazardous Materials Response Plan, 2006)

The Park County Health Department, Sanitarian/Environmental Health Officer is responsible for overseeing the clean-up operations and shall contact the responsible party. The insurance carrier or responsible party has the option to carry-out clean-up, transport, and disposal of hazardous material. If no action is taken by the responsible party, then the Sanitarian/Environmental Health Officer shall contract such work with costs to be charged to the responsible party or the insurance company. (State of Montana Hazardous Materials Response Plan, 2006)

If the responsible party is not insured or is unable to pay for accidents and clean-up costs, the government may have to find other means to address clean-up costs. Superfund designation may apply if funding is available; the Environmental Protection Agency and state also have programs specifically designated to help government cover some of the incident costs. (State of Montana Hazardous Materials Response Plan, 2006)

S3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Provide initial and follow-up hazardous material incident reports to Montana Disaster and Emergency Services.

Fire Departments / Districts

- Control hazardous material releases, to the extent training allows.
- Coordinate with Disaster and Emergency Services.
- Request additional resources, such as Hazardous Material Response Teams, as needed.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Provide technical assistance on health and environmental risks, as necessary.
- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.
- Supervise environmental pollutant clean-up operations.

Water and Sewer Departments / Districts

- Be prepared to shut down or isolate public utilities and services if threatened with contamination.

State and Federal Emergency Management Entities
including Montana DES and FEMA

- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as hazardous material teams and incident management teams.

Other Entities

- Perform other duties as needed and assigned.

S4. Direction, Control, and Coordination

All activations of this plan, including those related to hazardous material incidents, are managed in accordance with the National Incident Management System (NIMS), including use of the Incident Command System. In fact, SARA Title III, Occupational Safety and Health Administration (OSHA), and the Environmental Protection Agency (EPA) rules specifically require use of an Incident Management System for hazardous materials incidents. NIMS, when implemented by local government during initial response, will allow state resources to become part of the response network without disrupting local effort. (State of Montana Hazardous Materials Response Plan, 2006)

Incident Command for hazardous material incidents in Park County is the responsibility of the jurisdictional fire department. Unified command will be initiated, often with law enforcement, particularly when evacuations are required or criminal activity is suspected.

Hazardous materials incidents typically fall into two main areas of management. The first is the emergency response and life safety phase. This phase of management involves both fire and law enforcement resources who have a mix of responsibilities in effectively managing the scene, chemical identification, evacuation, safety hazards, and any rescue and triage of patients. Depending on the extent of the hazard, management of control, cleanup, and decontamination could also happen in this phase.

The second phase is the cleanup of an environmental pollutant or material, which poses no immediate life safety threat. This phase is typically managed by the Park County Health Department and/or Montana Department of Environmental Quality and involves the responsible party.

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

This annex is to be used in coordination with other local, state, and federal plans. Other related local plans (horizontal coordination) include:

- Park County Hazardous Material Plan

Other related state plans (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Hazardous Material Response Plan

S5. Information Collection and Dissemination

S5.1 Information Collection for Planning

Table S5.1A lists the key information needed and possible sources when preparing for and conducting operations during hazardous material incidents.

Table S5.1A Possible Information Sources

Information Type	*Source*
Type of Hazardous Material(s)	– Vehicle/Site Owner/Operator – Placards – Hazardous Materials Detection Equipment
Potential Hazards and Public Safety Considerations	– Emergency Response Guidebook – CHEMTREC
Technical Assistance	– Montana Disaster and Emergency Services
Weather Conditions and Forecasts	– National Weather Service, Billings

S5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Expected duration
- Road and area closures
- Shelter and mass care information, if necessary

S6. Communications

See the Communications Annex for more details on emergency communications in Park County.

S7. Administration, Finance, and Logistics

S7.1 Finance/Administration

In most hazardous material incidents, the responsible party, if identified, is responsible for all costs associated with the incident. For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

S7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

S8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

S9. Authorities and References

S9.1 Authorities / References

- Montana Code Annotated 10-3-12: Response to Hazardous Material Incidents
- Montana Code Annotated 75-10-701: Remedial Action Upon Release of Hazardous Substance
- Park County Hazardous Material Plan, 2003
- State of Montana Hazardous Materials Response Plan, October 18, 2006
- Title III of the Federal Superfund Amendments and Reauthorization Act (40 CFR 300-399)
- Occupational Safety and Health Administration Regulations (29 CFR 1910.120): Hazardous waste operations and emergency response

S9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

S10. Attachments

None.

HAZARDOUS WEATHER
ANNEX T

T1. Purpose, Situation, and Assumptions

T1.1 Purpose

The purpose of this Hazardous Weather Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats of and incidents related to hazardous weather within Park County. Hazardous weather events can pose serious threats to the population and can often be warned for. Associated emergency response can save lives. General incident management principles and disaster and emergency processes should be applied to any hazardous weather incident, but this annex provides additional information specific to these types of incidents.

T1.2 Situation Overview

Park County, the City of Livingston, and the Town of Clyde Park are vulnerable to many types of hazardous weather, including, but not limited to, blizzards, extreme cold, fog, hail storms, heavy snow, ice storms, strong winds, thunderstorms, and tornadoes. Often, a combination of extreme weather phenomena leads to particularly hazardous conditions.

Table T1.2A provides historical data on weather conditions in Park County.

Table T1.2A Park County Climate and Weather Statistics

	Livingston, Mission Field 1948 - 2010	**Gardiner 1956 - 2010**
Annual Average Maximum Daily Temperature	57.5°F	58.2°F
Annual Average Minimum Daily Temperature	33.0°F	32.1°F
Annual Average Total Precipitation	14.96 inches	9.74 inches
Annual Average Total Snowfall	60.6 inches	24.7 inches
Highest Temperature Recorded	105°F August 5, 1961	103°F July 21, 1960
Annual Average Number of Days Reaching 90°F or Higher	19.8 days	21.8 days
Lowest Temperature Recorded	-41°F December 24, 1983	-31°F February 3, 1989
Annual Average Number of Days Dropping At or Below Freezing	162.4 days	173.6 days
Annual Average Number of Days Staying At or Below Freezing	39.5 days	38.4 days
Annual Average Number of Days Dropping At or Below 0°F	14.8 days	12.4 days
Highest Annual Precipitation	22.87 inches 1975	15.19 inches 1992

Table T1.2A Park County Climate and Weather Statistics (continued)

	Livingston, Mission Field 1948 - 2010	**Gardiner 1956-2010**
Lowest Annual Precipitation	9.01 inches 1954	6.09 inches 2002
1 Day Maximum Precipitation	2.90 inches June 16,1992	1.87 inches June 16, 1992
Highest Annual Snowfall	113.9 inches 1975	74.5 inches 1967
1 Day Maximum Snowfall	16.4 inches December 4, 1998	18.2 inches January 7, 1962
Largest Hail Events	1.75 inches Livingston, July 18, 1997 7 miles northwest of Hunter Hot Springs, June 30, 2010	
Strongest Non-Thunderstorm Winds	100 mph South of Grey Owl Fishing Access, April 26, 1996 Livingston, Mission Field, December 4, 1996 Annual average of 2 non-thunderstorm wind events over 74 mph Sustained winds of over 60 mph have been recorded at Mission Field	
Highest Thunderstorm Winds	100 mph, Park County, exact location unknown, July 6, 1983	
Strongest Tornadoes	EF2 with winds up to 120 mph 15 miles northeast of Wilsall, July 2, 2010 F4 tornado with winds 207-260 mph Yellowstone National Park, July 21, 1987	

Sources: Western Regional Climate Center, 2010; National Climatic Data Center, 2010.

Common hazardous weather losses include:

- Impassible road conditions due to snow and blowing snow.
- Electric infrastructure losses due to heavy snow, ice, thunderstorms, and strong winds.
- Traffic accident losses from nearly any type of hazardous weather.
- Roofing, siding, and window losses due to hail and wind.
- Structure, infrastructure, crop, and timber losses due to tornadoes, heavy snow, and strong winds.
- Livestock losses.
- Deaths and injuries.

T1.3 Planning Assumptions

- Hazardous weather conditions may occur without warning.
- The geographic extent of hazardous weather conditions may range from localized at a single site to region-wide (including all of Park County and neighboring jurisdictions).
- The duration of hazardous weather conditions may range from hours to days for events like extended extreme cold and persistent winter storm or strong wind patterns to second to minutes for short, intense events such as tornadoes and hail storms.
- Conditions more extreme or with different impacts than have been seen in Park County historically are possible.

T2. Concept of Operations

Hazardous weather forecasts, advisories, watches, and warnings are provided by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Billings. Hazardous weather conditions may or may not be preceded by some type of warning or statement. Park County has many mesoscale and terrain features that may make forecasting hazardous weather events difficult or impossible and may be undetected in remote areas. As the understanding and technology of meteorology improves, however, the ability to forecast and warn for such events may improve as well. Table T2A lists the various hazardous weather products that may be issued.

Table T2A NOAA / NWS Hazardous Weather Products

Type	*Level*	*Criteria / Definition*
Hazardous Weather	Outlook	Alerts the public to the possibility for hazardous weather in the area from 1-7 days in advance.
SEVERE THUNDERSTORMS		
Tornado	Watch	Conditions for tornadoes appear especially favorable over the next several hours. Watches are typically in effect for 4-6 hours.
Tornado	Warning	A tornado is occurring, imminent, or has a high probability of occurring. The warning is usually valid for 15-45 minutes.
Severe Thunderstorm	Watch	Conditions for severe thunderstorms appear favorable over the next several hours. Watches are typically in effect for 4-6 hours.
Severe Thunderstorm	Warning	Thunderstorms with wind gusts of 58 mph or greater and/or hail 1 inch or larger in diameter are occurring, imminent, or has a high probability of occurring. The warning is usually valid for 30-60 minutes.
HIGH WINDS		
High Wind	Watch	Conditions are favorable for non-thunderstorm sustained winds of 50 mph or greater for at least 2 hours or gusts of 75 mph or greater, but the occurrence, location, severity, and/or timing are uncertain.
High Wind	Warning	Non-thunderstorm sustained winds of 50 mph or greater for at least 2 hours or gusts of 75 mph or greater are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
Wind	Advisory	Non-thunderstorm sustained winds of 40-49 mph for at least 2 hours or gusts of 58-74 mph are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
FOG		
Dense Fog	Advisory	Widespread fog with visibilities of ¼ mile or less for a duration of at least 3 hours are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.

Table T2A NOAA / NWS Hazardous Weather Products (continued)

Type	*Level*	*Criteria / Definition*
		WINTER WEATHER
Blizzard	Watch	Conditions are favorable for blizzard conditions (sustained winds or frequent gusts of 35 mph or more with falling and/or blowing snow frequently reducing visibilities to less than a ¼ mile for 3 hours or more) in the next 12-48 hours, but the occurrence, location, severity, and/or timing are uncertain.
Blizzard	Warning	Sustained winds or frequent gusts of 35 mph or more with falling and/or blowing snow frequently reducing visibilities to less than a ¼ mile for 3 hours or more are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
Winter Storm	Watch	Conditions are favorable for hazardous winter weather conditions including heavy snow, blizzard conditions, or significant accumulations of freezing rain or sleet in the next 12-48 hours, but the occurrence, location, severity, and/or timing are uncertain. It may also include wind chills if they are expected with the above listed events.
Winter Storm	Warning	Any one or a combination of the following are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours: - Snow accumulations of 6 inches or more in 12 hours or 8 inches or more in 24 hours below 6,000 feet. - Snow accumulations of 12 inches or more in 24 hours above 6,000 feet - Sustained winds or frequent gusts of 25-34 mph (just below blizzard criteria) with snowfall reducing visibilities occasionally to ¼ mile or less for 3 hours or more. - Severe icing on roads from snow, wind, and/or falling temperatures becomes a significant threat to life and property. - Severe winter conditions such as heavy snow and blowing snow (not meeting blizzard warning criteria) that are making conditions extremely hazardous. - Sleet accumulations of a ½ inch or more.
Winter Weather	Advisory	Any one or a combination of the following are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours: - Snow accumulations of 2-5 inches of snow in 12 hours below 6,000 feet. - Blowing snow reducing local visibilities to below ¼ mile with wind speeds less than 35 mph. - Sleet accumulations of less than a ½ inch. - Winter events that do not reach snowfall criteria but are expected to have greater impacts, such as an event during the morning or evening rush hour or an event that produces considerable icing on roads.

Table T2A NOAA / NWS Hazardous Weather Products (continued)

Type	*Level*	*Criteria / Definition*
WINTER WEATHER		
Ice Storm	Warning	Ice accumulations, generally ¼ inch or more, producing widespread and significant impacts are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
Freezing Rain	Advisory	Ice accumulations from freezing rain or freezing drizzle of less than ¼ inch that result in hazardous conditions on roads and sidewalks, even if impacts are scattered or more localized, are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
Wind Chill	Warning	Wind chills of -40°F or lower with winds 10 mph or greater for a duration of 6 hours or more are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.
Wind Chill	Advisory	Wind chills of -20°F to -39°F with winds of 10 mph or greater for a duration of 6 hours or more are occurring, imminent, or have a high probability (80 percent change or greater) of occurring within 36 hours.

Source: National Weather Service, 2010.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *<u>Decision Point</u>: A hazardous weather outlook is issued containing a moderate probability of hazardous weather over the next 1-7 days or National Weather Service meteorologists are indicating a significant weather event is possible.*

Individual organizations should raise the awareness level of employees/members and consider the following:

- Will many employees/members be on vacation or otherwise unavailable?
- Will equipment and/or vehicles be out of service for non-critical maintenance or service or should service be expedited?
- Are supply stocks or fuel levels low?

Measures generally do not need to be taken based on a hazardous weather outlook, however, initial planning can begin, if necessary, such as the approach of a holiday weekend, preparations for the first winter storm, checking supplies, etc. Awareness is usually the most important element at this phase.

- *<u>Decision Point</u>: A severe thunderstorm or tornado watch is issued.*

Severe thunderstorms and tornadoes are generally small scale phenomena that can only be predicted for a particular location up to 60 minutes in advance. Watches are typically issued when conditions are favorable in a wide area. Chances are decent that somewhere in the county a severe thunderstorm or tornado may occur, but the location of such is quite uncertain. These types of watches, severe thunderstorm more than tornado, are often issued several times per year. For this reason, only basic preparations can be made. Response organizations should ensure employees/members are aware of the potential. Fuel levels in response vehicles should be checked and filled, if needed. Low supplies may

also be replenished, if needed. Contingency plans for outdoor events should be developed for if a warning is issued.

- *Decision Point: A severe thunderstorm or tornado warning is issued or severe thunderstorms or tornadoes are occurring.*

Severe thunderstorm and tornado warnings are generally issued for specific locations, as outlined in the warning. These warnings indicate that a storm meeting severe criteria is developing or moving into the warned area. Organizations within the warned area should alert employees/members and instruct them to take appropriate protection measures. Those attending outdoor events should be instructed to immediately implement contingency plans and take shelter. If a tornado is observed to be moving toward a populated area and time allows, law enforcement may instruct Livingston / Park County 911 Center to initiate reverse calling procedures to instruct the public to take shelter. See the Warning Annex for additional information on this function.

- *Decision Point: A winter weather or high wind watch is issued.*

Winter weather and high wind events are generally larger scale events with some additional lead time and may involve the entire county. Preparations for the event should begin and may include the following, depending on the type of event:

- Review work schedules to ensure adequate staffing levels throughout the possible event.
- Vehicle and equipment preparations to allow for rapid and sustained deployment.

- *Decision Point: A winter weather or high wind warning is issued or hazardous weather conditions are occurring.*

Weather forecasting is not a perfect science, so hazardous weather may occur without warning, or conversely, a warning may be issued and the expected conditions do not occur or occur with less severity. Situational awareness by monitoring weather conditions throughout the county and in neighboring jurisdictions is important to operations. Response to the event should begin and may include the following, depending on the type and severity of the event:

- Modification of work schedules to ensure adequate staffing levels throughout the event.
- Facilitation of communication and coordination between responding agencies.
- Purchase supplies needed to sustain operations throughout the event.

As conditions dictate, initiate operations, such as snowplowing or closing roadways. Emergency responders may be teamed with road crews to facilitate safe emergency response. Continue to monitor, maintain operations, communicate with partner organizations, and make changes to staffing levels, as needed. Accurate personnel and equipment records must be maintained for possible reimbursement requests should the event escalate to the disaster or emergency level.

- *Decision Point: A hazardous weather event has caused property or infrastructure losses.*

When safe to do so, response organizations can respond to immediate threats to life and property. Depending on the level of response needed, the Park County Emergency Operations Center may be opened. Losses to government property should be clearly recorded should reimbursement be requested. When public property is damaged, the processes outlined in the Base Plan, Section 7.1, Finance/Administration should be followed. Losses throughout the communities should also be assessed and evaluated for possible disaster and/or emergency declarations. See the Damage Assessment Annex for additional information. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

- *Decision Point: Roadways closures need to be considered or implemented.*

When the risk to life and property is substantial enough, roadways may be closed. The Montana Department of Transportation has jurisdiction over Interstate 90 and state highways. All other roads may be closed at the discretion of the county, city, and/or town officials. In an emergency, roadways can be closed at the discretion of the Incident Commander and/or jurisdiction having authority. The following should be considered:

- Which roadway(s) should be closed or restricted?
- How will the traveling public be notified of the closures?
- How will the closures be enforced?
- How will other jurisdictions be affected?

T3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Track progress of the storm(s), collect field reports, and communicate with the National Weather Service.
- Communicate with government and school administrators regarding possible closures and early releases.
- Establish a public information hotline/electronic media, if needed.

911 Dispatch

- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.

- Inform Disaster and Emergency Services of the need to contact local government officials and schools.
- Update the road information answering line.

Law Enforcement

- Establish Incident Command, as needed.
- Disseminate information to dispatch and responding agencies on hazardous conditions.
- Coordinate with the Street and Road Departments and other response agencies regarding response to emergencies.

Street and Road Departments
including Montana Department of Transportation

- Coordinate with the Incident Commander (typically law enforcement) and other emergency response agencies regarding response to emergencies.
- Request additional resources as necessary.
- Clear roadways of debris and snow, using established priorities.

Other Entities

- Perform other duties as needed and assigned.

T4. Direction, Control, and Coordination

Incident Command will vary depending on the type of impacts caused by the hazardous weather and will most often be managed through Unified Command as designated by the jurisdiction(s) having authority, usually consisting of the follow organizations:

- Law Enforcement
- Fire Departments / Districts
- Disaster and Emergency Services

Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

This annex is to be used in coordination with other local, state, and federal plans. Other related state and federal plans (vertical coordination) include:

- Montana Emergency Alert System (EAS) State Plan

T5. Information Collection and Dissemination

T5.1 Information Collection for Planning

Table T5.1A lists the key information needed and possible sources when preparing for and conducting operations during hazardous weather events.

Table T5.1A Possible Information Sources

Information Type	Source
Weather watches and warnings Hazard forecasts (potential for hazard growth and/or continuation)	○ National Weather Service, Billings
Road conditions	○ Park County Road Department ○ Montana Department of Transportation ○ Law Enforcement

T5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Weather forecast information, including watches, warnings, and advisories
- Preparedness tips, such as disaster supply kits and winter survival gear
- Details on closures and outages and anticipated duration
- Shelter and mass care information
- Disaster recovery information

T6. Communications

See the Communications Annex for more details on emergency communications in Park County.

T7. Administration, Finance, and Logistics

T7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

T7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

T8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

T9. Authorities and References

T9.1 Authorities / References

- Montana Code Annotated 7-14-2127: Temporary limitation or prohibition of traffic
- Montana Code Annotated 60-5-104: Powers of highway authorities

T9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

T10. Attachments

None.

TERRORISM
ANNEX U

U1. Purpose, Situation, and Assumptions

U1.1 Purpose

The purpose of this Terrorism Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of terrorism within or affecting Park County. Terrorist events require a high level of coordination between those trying to manage the consequences of the attack and those responders investigating and trying to prevent additional attacks. General incident management principles and disaster and emergency processes should be applied to any terrorism incident, but this annex provides additional information specific to these types of incidents.

U1.2 Situation Overview

Terrorism, both domestic and international, is a violent act done to try and influence government or the population of some political or social objective. Terrorist acts can come in many recognized forms or may be more subtle using untraditional methods. The primary recognized forms of terrorism are chemical, explosive, biological, radiological, nuclear, and cyber; however, terrorism's only limitation is the human imagination.

Domestic terrorism involves groups or individuals that perform terrorist acts directed at elements of the government or population without foreign direction. International terrorism involves foreign-based direction, groups, and/or individuals whose activities transcend national boundaries.

Chemical terrorism is the use of chemical agents to poison, kill, or incapacitate the population or animals, destroy crops or natural resources, or deny access to certain areas. Chemical agents can be broken into five different categories: nerve agents, vesicants, cyanide, pulmonary agents, and incapacitating agents.

Terrorism using *explosive and incendiary* devices includes bombs and any other technique that creates an explosive, destructive effect. Bombs can take many forms from a car bomb to a mail bomb. They can be remotely detonated using a variety of devices or directly detonated in the case of a suicide bomb.

Bioterrorism is the use of *biological* agents, living organisms, or material derived from such organisms such as Anthrax, Ricin, and Smallpox, to infect the population, plants, or animals with diseases or illnesses that may lead to death. These agents may be used as a weapon or as part of a weapon and often are not detected immediately as infection may involve some period of time, such as an incubation period, before causing illness.

Radiological terrorism involves the use of radiological dispersal devices to attack the population. Exposure to radiation can cause radiation sickness, long-term illness, and even death. Terrorism experts fear the use of explosive and radiological devices in the form of a "dirty bomb" to attack the population. A "dirty bomb" is a low-tech, easily assembled and transported device made up of simple explosives combined with a suitable radioactive agent.

Nuclear weapons have the potential for causing catastrophic damage through an explosion and subsequent radiation exposure. Many countries have nuclear capabilities. Such weapons at the control of terrorists could cause significant devastation, particularly in an urban area. Most nuclear threats have been related to international unrest and times of war, but the potential for an unprovoked attack or accidental launch exists.

Cyberterrorism is the attack or hijack of the information technology infrastructure that is critical to the US economy through financial networks, government systems, mass media, or other systems. Any cyber attack that creates national unrest or instability would be considered cyberterrorism.

Park County is not particularly at risk from terrorism, however, Yellowstone National Park, a national asset, is in close proximity and individuals with extreme beliefs have been known to reside in Park County. Park County, the City of Livingston, and the Town of Clyde Park do have critical facilities and infrastructure that may be vulnerable to terrorist acts.

Possible terrorism losses include:

- Deaths, injuries, and illnesses.
- Critical facility and infrastructure physical and functional losses.
- Structure and contents losses.
- Business disruption and economic losses.
- Crop and livestock losses.
- Environmental losses.

U1.3 Planning Assumptions

- Terrorist acts usually occur without specific warning.
- The geographic extent of a terrorist act may range from localized at a single site to impacts countywide.
- Terrorist acts may not be initially recognized as such.
- The complexities of terrorism incidents are likely beyond the normal capabilities of responders in Park County. Assistance from outside the county must be sought early in the response.
- Depending on the extent of the incident or incidents, local government may have to operate without outside assistance for a prolonged period of time.
- Extreme impacts are possible.

U2. Concept of Operations

Terrorism is somewhat unique in the way that it is managed. Because of the intentional threat to and attack on life and property, incident management is not only focused on restoring health and safety but an additional important element is dealing with the crime of and continuing threats related to the act.

Crisis management involves the management of resources needed to anticipate, prevent, and/or resolve terrorism threats and acts. At the local level, crisis management is performed by the law enforcement agencies. The lead federal agency is the Federal Bureau of Investigation (FBI). The FBI is tasked with coordinating closely with local law enforcement authorities to facilitate successful law enforcement resolution of the incident. The FBI also coordinates with the Federal Emergency Management Agency, the Central Intelligence Agency, and other federal and state authorities that may be involved.

Consequence management involves the management of resources used to protect public health and safety, restore essential services and government, and provide relief to individuals, businesses, and agencies affected by acts of terrorism. At the local level, consequence management is performed across local government and first response organizations but is most often coordinated by Park County Disaster and Emergency Services. The lead state agency is Montana Disaster and Emergency Services and the lead federal agency is the Department of Homeland Security, Federal Emergency Management Agency.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: A specific terrorist act is threatened with the potential to impact Park County.*

Most terrorist acts are done without warning, but occasionally, bomb threats or intelligence may provide some warning. Generally, at this phase, law enforcement takes measures to try and thwart the act or minimize the impacts such as:

- Increasing security at threatened locations.
- Increasing surveillance of concerning individuals.
- Evacuating and searching threatened facilities.
- Increasing public awareness and reporting of suspicious activity. See the Public Information Annex for additional information on this function.
- Warning the public to take action, as in the case of nuclear attack. See the Warning Annex for additional information on this function.

- *Decision Point: Terrorist act(s) occur elsewhere in the nation and additional security and/or protection measures are needed locally.*

Following a terrorism incident elsewhere in the United States, measures may be needed to prevent additional attacks or to calm public fears. Generally, these measures will be dictated by the type of attack that occurred with direction provided by law enforcement, but may include:

- Increased security measures at critical facilities and infrastructure.

- Increased and/or 24/7 staffing of emergency services such as fire stations, ambulances, hospital, Emergency Operations Center, etc.
- Development of incident-specific procedures.

If the incident elsewhere in the country or even internationally is expected to have an impact locally (e.g. radioactive fallout, spread of biological agent, etc.) measures such as shelter-in-place, isolation, and quarantine might be recommended or implemented.

➢ *Decision Point: Local incident is possibly or suspected to be a terrorist act.*

When an incident is such that it may be a terrorist or criminal act, the scene must be treated somewhat differently to protect responders and evidence. An accidental hazardous material release may present itself as a possible terrorist act, but the incident should be treated as if it were intentional, until found to be otherwise. As always, responders should keep safety as their top priority and consider the following:

- Incident may involve hazardous materials including radiological or biological materials, so respond accordingly. (See the Hazardous Material Release Annex for additional information.)
- First on scene unit should establish Incident Command, provide a "size up" of the scene, including immediate visible hazards to responders.
- Identify a safe Unified Command Post location for law enforcement, fire, and EMS.
- Stay aware of possible secondary acts and invisible hazards such as radiation or secondary explosives targeting responders.
- Treat the incident scene as a crime scene and try to preserve evidence to the extent possible (e.g. don't moved deceased individuals unless essential to save others, etc.)
- Secure a perimeter around the scene and deny entry to unauthorized persons.
- Perform life saving and scene stabilization operations, including triage, if necessary. (See the Mass Casualty and Mass Fatality Annex for more information on managing these types of incidents.)
- Ensure that contaminated individuals are decontaminated before moving into contamination-free zones such as hospitals. (Note: Many hospitals have decontamination equipment. State hazardous material teams may also have this capability.) Inform ambulance crews and the hospitals of possible contamination hazards.
- Establish a staging area. Some key points for selecting a staging area are:
  - Accessibility to the scene.
  - Upwind of incident site.
  - Security.
  - Outside of the inner perimeter activity.
  - Ability to use communications, phones, etc.
  - Lighting, visibility.
  - Ample space for parking and refueling.
  - Place to rest.
  - Control of in and out flow of traffic.
- If a potential chemical, biological, radiological, or nuclear attack, establish a contamination control area to detect contaminating substances and perform decontamination procedures for contaminated personnel and equipment until specialized resources arrive.

- Determine if there are continuing threats to life, property, or the environment, including the possibility of additional attacks.
- Take immediate action to safeguard responders and the public, including evacuations, shelter-in-place, and/or establishing a wider perimeter. See the Population Protection Annex for additional information.
- Notify the appropriate authorities such as the Federal Bureau of Investigations (FBI), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), and Montana All Threat Intelligence Center (MATIC), as needed.
- Notify and make special considerations for facilities caring for those with special needs such as schools and assisted living facilities. See the Special Needs Annex for additional information.
- Determine site-specific strategy and tactics.
- Activate the Emergency Operations Center (EOC) for coordination, logistic support, resource management, and/or public information.
- Request additional personnel, supplies, and equipment, as needed. Requests for state or federal assistance are fulfilled by Montana Disaster and Emergency Services.

➢ *Decision Point: Local information indicates an emerging terrorist attack.*

In some cases, detection of an incident may be more gradual and detected through unusual patterns of illness or symptoms. In these emerging cases, the incident must be managed somewhat differently, especially if an incident "location" is not immediately apparent. Once terrorism is suspected, however, the appropriate precautions should be taken to protect responders and medical personnel, stabilize the situation, manage the incident, and begin an investigation. Possible indications of an emerging terrorist attack include:

- Unexplained casualties such as multiple victims and/or discernible casualty patterns, surge of similar 911 calls, serious illnesses of unexplained origin, or unusually high incidence of nausea, disorientation, difficulty breathing, and/or convulsions.
- Unusual occurrence of dead or dying animals.
- Presence of unusual liquid, spray, or vapor.
- Unusual droplets or oily films.
- Low clouds or fog unrelated to weather.
- Suspicious devices, packages, or unattended items.

➢ *Decision Point: Loss of life and property has occurred from a local terrorist act.*

If a terrorist incident occurred in Park County, incident management could quickly become overwhelming, involving more functions and national and international interest than is usually present during and following local disasters and emergencies. Unified Command, Incident Command, and/or Operational considerations may include:

- Hazardous materials: In additional to being a terrorist/criminal incident, any incident involving chemical, biological, radiological, or nuclear weapons will need to be handled as a hazardous material release as well. See the Hazardous Material Release Annex for more information.

- Mass casualties and/or fatalities: As terrorists seek to make dramatic statements, many incidents include large losses of life and/or injuries. In these cases, see the Mass Casualty and Mass Fatality Annex for more information on this function.
- Building inspection: If structures are affected in the incident, particularly when an explosion is present, building safety may become a top priority. Initially, first responders must follow standard practices to ensure their own safety when trying to rescue others and remain out of unstable structures. As soon as practical, qualified building inspectors and/or engineers should be used to determine the stability of affected structures.
- Investigation: Beginning early in the response, investigation by law enforcement agencies, and public health officials in the case of bioterrorism, is conducted. This process should be facilitated to the extent possible to allow for evidence gathering, processing, investigation, and the apprehension of suspects to possibly prevent future attacks.
- Public information: Any terrorist attack will have high levels of media and public attention. Additional resources will likely be needed for the public information function alone. See the Public Information Annex for more information on this function.
- Coordination: Most terrorist incidents will involve a wide variety of federal, state, and local authorities. Local incident managers should be prepared for an influx of officials with a variety of jurisdictional authorities and responsibilities and enable the coordination and support of these efforts. The wide spectrum of possible attacks may also require involvement at the command level from non-traditional response agencies such as public health for bioterrorism, veterinarians for animal bioterrorism, or information technicians for cyberterrorism.

➢ *Decision Point: Terrorist incident involves radiological and/or nuclear materials.*

Initially, standard hazardous material release practices should be followed. See the Hazardous Material Release Annex for additional information. Certainly, state and federal assistance will be needed for radiological and nuclear incidents. Additional information and definitions related to radiological and nuclear incidents follow.

Radioactive Fallout – Fallout can be categorized into either the early (localized) fallout or the delayed (worldwide) fallout. Localized fallout is defined as those particles that reach the earth's surface within 24 hours after the nuclear explosion. The delayed fallout consists of smaller particles that ascend into the upper levels of the atmosphere and are carried to all parts of the earth. The delayed fallout is brought down to the earth's surface by rain or snow over periods ranging from months to years. Fallout is radioactive. Its intensity and hazard to the public is dependent upon the length of time since the nuclear explosion, the distance between the fallout particles and the organism, and the mass (material/substance) between the fallout and the organism. Note: People exposed to radiation do not become radioactive. Radiation sickness is not contagious or infectious; it cannot be "caught" from another person.

Fallout Shelter – The space or facility used to protect the occupants from radioactive fallout. The criterion for the shelter includes a protection factor and a minimum of ten cubic feet of floor space per occupant in a ventilated structure or 500 cubic feet of space per person in an unventilated space.

Protection Factor – A number used to express the relationship between the amount of fallout radiation that would be received by a person in a completely unprotected location compared with the amount that would be received by a person in a protected location. The Protection Factor only refers to fallout and not the other effects (heat and blast) of a nuclear explosion. The Protection Factor relationship can be determined by dividing the radiation measured inside the structure into the outside measured radiation.

Electromagnetic Pulse (EMP) – Energy radiated by a nuclear weapon detonation of a very high frequency range that may damage electronic equipment or components.

If a nuclear attack occurs or is expected, the 911 dispatch centers will be notified through the National Warning System (NAWAS). The county will then alert the public through the methods outlined in the Warning Annex. Information on fallout shelters and other protective actions should be included in the local warning information.

U3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

911 Dispatch

- Alert local emergency responders of the potential of a terrorist act if initial reports indicate such.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Maintain civil authority.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Investigate criminal activities related to the disaster.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA 50-2-116)
- Serve as the link to the Montana All Threat Intelligence Center (MATIC).

Public Health

- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)

Other Entities

- Perform other duties as needed and assigned.

U4. Direction, Control, and Coordination

Terrorist incidents in Park County will often be managed with Unified Command between law enforcement, the jurisdictional fire department, and emergency medical services / ambulance. The Principal Executive Officers / Local Elected Officials are ultimately responsible for the protection of the public. Other state and federal agencies having jurisdiction may also need to be integrated into the command system. Unified Command will facilitate both crisis management and consequence management activities while providing for the anticipated expansion of operations as a wide variety of resources and agency representatives arrive to provide support. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

U5. Information Collection and Dissemination

U5.1 Information Collection for Planning

Table U5.1A lists the key information needed and possible sources when preparing for and conducting operations during terrorism incidents.

Table U5.1A Possible Information Sources

Information Type	*Source*
Biological Agent Information	– Park County Health Department – Montana DPHHS – Veterinary Providers
Localized Threat Information for Law Enforcement	– Law Enforcement – Montana All Threat Intelligence Center
Public Threat Information	– US Department of Homeland Security, National Terrorism Advisory System

U5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of the terrorist's objectives. Consistent and expedited information can calm anxieties and reduce unhelpful public responses such as panic or spontaneous evacuations that hamper response efforts and further the objectives of the initiators of the event.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Awareness and procedures for reporting suspicious activity, if additional attacks are possible
- Road and area closures and expected duration
- Shelter, mass care, and mental health services information, if necessary
- Disaster recovery information

U6. Communications

See the Communications Annex for more details on emergency communications in Park County.

U7. Administration, Finance, and Logistics

U7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

U7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

U8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

U9. Authorities and References

U9.1 Authorities / References

None.

U9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

U10. Attachments

None.

URBAN FIRE
ANNEX V

V1. Purpose, Situation, and Assumptions

V1.1 Purpose

The purpose of this Urban Fire Hazard-Specific Annex is to guide and coordinate agencies and organizations during urban fires affecting Park County. Urban fires can involve many mutual aid and support agencies and have profound impacts on the communities. General incident management principles and disaster and emergency processes should be applied to any urban fire incident, but this annex provides additional information specific to these types of incidents.

V1.2 Situation Overview

An urban fire, for the purposes of this plan, is a large structure fire that encompasses an urban block, a large commercial structure, or a large apartment building. These types of fires have the potential for significant loss of life, the displacement of several households or businesses, and/or significant economic impacts.

Much of Park County is not vulnerable to this hazard due to its rural nature, although, single residential structure fires can have loss of life and other impacts. The areas most vulnerable to urban fire are the City of Livingston, the Town of Clyde Park, and the community of Gardiner. Businesses scattered throughout the county may also be vulnerable.

Park County has eight fire departments/districts. Each department varies in its capabilities but all have at least some fire suppression equipment and training. Departments/districts in Park County regularly provide and receive mutual aid from each other during structure fires. Larger urban fires may require fire resources from outside the county. Support may be provided by law enforcement, utility companies, road and water departments, and voluntary organizations.

Possible urban fire losses include:

- Structure and contents losses.
- Economic losses.
- Deaths and injuries.

V1.3 Planning Assumptions

- Most structure fires will not require activation of this plan.
- Assistance from other firefighting agencies will be needed in large urban fires; agreements are in place to facilitate these efforts.

V2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Additional firefighting resources are needed.*

Fire departments/districts in Park County have mutual aid agreements set up to facilitate requests for mutual aid. In some cases, automatic aid agreements are in place. These requests are processed through 911 dispatch. The State of Montana also has legislation in place that allows for mutual aid from agencies that the fire department/district may not have a specific, formal agreement with. In most cases, these requests are coordinated between 911 dispatch centers.

Agencies providing mutual aid retain command control of their resources but are under operational control of the receiving jurisdiction. The agency providing assistance may request reimbursement from the receiving agency, unless agreements state otherwise or the services are donated.

- *Decision Point: Support services, such as emergency housing, food, clothing, and mental health services, are needed for those displaced or affected by the fire.*

Support services are often provided by Voluntary Organizations Active in Disaster (VOAD). More specifically, the American Red Cross can quickly provide financial support and other services for those affected by a fire. This assistance can be requested through Park County Disaster and Emergency Services or 911 dispatch. Members of the community may also wish to make donations to those affected. Accounts may be set up at local banks or locations may be designated for the drop-off of goods. If donations are expected to or become overwhelming, see the Donations Management Annex for additional information on this function.

Mental health services for individuals or responders may also be provided by the American Red Cross or the Livingston HealthCare Critical Incident Stress Management (CISM) Team.

- *Decision Point: Feeding services are needed for emergency responders during extended responses.*

During extended response periods, meals and/or refreshments may be needed for emergency responders. These services may be provided by the department/district, the Salvation Army, and/or the American Red Cross. This assistance can be requested through Park County Disaster and Emergency Services or 911 dispatch.

Often, members of the community may bring food for responders as a donation to the scene. See the Donations Management Annex for additional information on this function, if the volume of donations becomes difficult to manage.

V3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services.

Law Enforcement

- Investigate criminal activities related to the disaster (such as arson).

Fire Departments / Districts

- Rescue victims.
- Provide structural fire suppression.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Investigate the cause of fires. (MCA 7-33-2001)
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Monitor public health conditions, including smoke conditions.

Utility Providers

- Be prepared to shut down services if threatened or pose an additional hazard.

V4. Direction, Control, and Coordination

Incident Command for urban fire incidents will be managed by the jurisdiction's fire department chief or officer. The first fire department personnel to respond will be responsible for establishing Incident Command and transfer of command as appropriate. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

V5. Information Collection and Dissemination

V5.1 Information Collection for Planning

Table V5.1A lists the key information needed and possible sources when preparing for and conducting operations during urban fires.

Table V5.1A Possible Information Sources

Information Type	*Source*
Firefighting Resources Statuses	– Livingston / Park County 911 Center – Yellowstone National Park Communications Center
Weather Forecasts and Alerts	– National Weather Service, Billings

V5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Area and road closures
- Protective actions needed or recommended
- Shelter and mass care information
- Disaster recovery information

V6. Communications

See the Communications Annex for more details on emergency communications in Park County.

V7. Administration, Finance, and Logistics

V7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

V7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

V8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

V9. Authorities and References

V9.1 Authorities / References

- Montana Code Annotated 7-33-2001: Fire chief – powers and duties.
- Montana Code Annotated 10-3-209: Political subdivision requests for assistance – application to fire districts, fire service areas, and fire companies in unincorporated places – immunity.
- Montana Code Annotated 10-3-9: Intrastate mutual aid system.

V9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

V10. Attachments

None.

VOLCANO
ANNEX W

W1. Purpose, Situation, and Assumptions

W1.1 Purpose

The purpose of this Volcano Hazard-Specific Annex is to guide and coordinate agencies and organizations during volcanic eruptions affecting Park County. Volcanoes can threaten lives and property depending on the extent and proximity of the eruption and may require a coordinated response. General incident management principles and disaster and emergency processes should be applied to any volcano incident, but this annex provides additional information specific to these types of incidents.

W1.2 Situation Overview

Park County has several volcano hazards, some nearby and others more distant. The most probable volcano hazard is ashfall from the Cascade Range hundreds of miles to the west, including Mount St. Helens, Mount Rainer, and Mount Hood. Ash from distant volcanic eruptions can be carried in the upper level winds and then fall far from the source. Ashfall as thick as several inches is possible in some cases. Volcanic ash is corrosive, and therefore, can cause problems. Dry ash is more manageable than wet ash. When wet, volcanic ash becomes thick and glue-like.

Volcanic ashfall can clog air intakes of buildings and damage engines of vehicles and other equipment. Aircraft can be particularly threatened, and therefore, air restrictions may be required for extended periods of time. Electric and communications infrastructure can be damaged by the corrosive ash, especially when wet and heavy; wet ash conducts electricity. Dry ash on roadways can reduce visibilities and wet ash is slippery. Volcanic ash can pose a threat to livestock, as the ash that falls to the ground can contain enough fluoride to harm animals. Individuals with respiratory problems may be sensitive to airborne ash, and when thick enough, the general population may as well. In extreme cases, the heavy amounts of ash may cause roof and structure collapses.

Although extremely unlikely within the time scale of this plan, the Yellowstone Caldera, just to the south of Park County in Yellowstone National Park, could erupt resulting in devastation throughout the region. The interval for these types of events is on the scale of millions of years. Smaller eruptions with localized impacts are more likely but are still on the scale of thousands of years. Over the next few hundred years, Yellowstone hazards will most likely be limited to ongoing geyser and hot-spring activity, occasional steam explosions, and moderate to larger earthquakes.

If a caldera-forming eruption occurred in Yellowstone, the impacts would be felt worldwide. The impact to Park County would likely be complete devastation from thick ash deposits and hot volcanic gases.

The more likely non-explosive lava eruptions would probably have little direct impact to Park County with the risk greatest in southern Park County and decreasing to the north.

Possible volcano losses include:

- Vehicle and equipment losses.
- Electric and communications infrastructure losses.
- Forage and livestock losses.
- Aircraft restrictions and associated economic losses.
- Respiratory illnesses.
- Structure and contents losses.
- Deaths and injuries.

W1.3 Planning Assumptions

- The extent and location of volcanic ashfall will depend on upper level wind conditions.
- The geographic extent of volcano impacts may range from localized at a single site to county and region wide.
- The duration of ashfall may range from hours to weeks.
- Some warning may exist prior to an eruption or ashfall.
- Extreme impacts, more than have been seen in Park County historically, are possible.

W2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: Ashfall is predicted over Park County.*

When ashfall is predicted to occur in Park County, usually from a distant volcano, public awareness and education becomes the primary objective. Depending on the severity of the anticipated ashfall, the message may vary but will often include information on:

- Protecting equipment (turning off engines, closing air intakes, not driving, etc.)
- Sheltering-in-place (closing windows and doors, turning off air conditioners, having adequate supplies of food and water, etc.)
- Protecting animals and livestock (bringing inside, providing clean food and water, etc.)
- Preparing and protecting generators

Additional actions officials may take include:

- School closures
- Government office closures
- Issuance of public health advisories
- Emergency travel only restrictions
- Air travel restrictions

- *Decision Point: Ashfall has occurred in Park County.*

Once the ash has fallen, the primary objective becomes removing the ash. Locations for disposing of the ash need to be identified, ideally in locations where dispersion by wind and runoff can be minimized. Local officials may need to prioritize its removal from buildings, equipment, and roadways. Some closures and restrictions may need to stay in place until an initial level of clean up has been completed. Home and business owners may need guidance on if or how to remove the ash. Clean up efforts can take weeks to months.

- *Decision Point: Volcanic activity is occurring within Yellowstone National Park.*

Small volcanic eruptions and lava flows could occur within the Yellowstone Caldera, and in fact, are much more likely than a super-eruption. Impacts from these types of events would likely be limited to and cause disruptions in the Park. Since many Park employees reside in and many visitors travel through Park County, the County may assist with providing public information. See the Public Information Annex for additional information on this function. Law enforcement may also be requested to assist with area closures.

- *Decision Point: Eruption of the Yellowstone Caldera is forecast in the near future.*

If a super-eruption of the Yellowstone Caldera is forecast, the most prudent action is to evacuate the region, unless scientists indicate that Park County is safe from the impacts. Such an evacuation would likely be a long-term event and might be seen more as a migration to safer areas. Local officials could work with communities outside the most hazardous locations to provide residents with options for relocation. Temporary shelter in communities outside Park County and even Montana may need to be considered in situations where the warning time is short. See the Population Protection Annex for additional information on evacuations and the Warning Annex for the associated warning information. Mutual aid from nearby jurisdictions would likely be unavailable in these cases due to the regional, and even global, nature of the hazard.

W3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Take action to protect facilities, infrastructure, and vehicles from ashfall.

Disaster and Emergency Services

- Monitor volcano and ashfall forecasts and provide information to the appropriate agencies.

911 Dispatch

- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.

Public Health

- Monitor public health conditions, including air quality.

Water and Sewer Departments / Districts

- Be prepared to shut down or isolate public utilities and services if threatened with contamination.

Street and Road Departments
including Montana Department of Transportation

- Clear roadways of ash.

Other Entities

- Perform other duties as needed and assigned.

W4. Direction, Control, and Coordination

Incident Command for volcano incidents will most likely be Unified Command between Principal Executive Officers / Local Elected Officials, Public Health, Law Enforcement, and Disaster and Emergency Services. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

W5. Information Collection and Dissemination

W5.1 Information Collection for Planning

Table W5.1A lists the key information needed and possible sources when preparing for and conducting operations during volcano incidents.

Table W5.1A Possible Information Sources

Information Type	*Source*
Aviation Information	– Federal Aviation Administration
Volcanic Activity	– Yellowstone Volcano Observatory – Cascades Volcano Observatory
Weather Forecasts and Alerts	– National Weather Service, Billings

W5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated impacts
- Protective actions needed or recommended, including information for animals
- Closures

W6. Communications

See the Communications Annex for more details on emergency communications in Park County.

W7. Administration, Finance, and Logistics

W7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

W7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

W8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

W9. Authorities and References

W9.1 Authorities / References

None.

W9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

W10. Attachments

None.

WILDLAND FIRE
ANNEX X

X1. Purpose, Situation, and Assumptions

X1.1 Purpose

The purpose of this Wildland Fire Hazard-Specific Annex is to guide and coordinate agencies and organizations during wildland fires affecting Park County. Wildland fires have the potential to grow rapidly and threaten lives and property without coordinated response. General incident management principles and disaster and emergency processes should be applied to any wildland fire incident, but this annex provides additional information specific to these types of incidents.

X1.2 Situation Overview

A wildland fire is an uncontrolled fire in a vegetated area. In Park County, timber, shrubs, grasses, and rangeland make up the primary fuel sources. Fuels range from dense timber stands in varying terrain to native grasslands. Douglas fir, lodgepole pine, Engelmann spruce, sagebrush, rough fescue, and other grasses make up many of the wildland fuels in the county. The degree of fuel hazard may also be affected by drought, disease, infestation, density, and historic fire activity. The fuels, terrain, accessibility, water supply, weather, and capabilities of the firefighting agencies are all factors in a fire's growth potential. Wildland fire occurrence is weather dependent and highly variable from year to year. Park County, known for its exceptionally windy conditions, is especially prone to wind-driven wildland fires. Approximately 80-100 fires starts occur in Park County annually. (Montana DNRC, 1997)

Park County has mountainous terrain and large areas of National Forest lands. Parts of the Bozeman, Livingston, Gardiner, and Big Timber Ranger Districts of the Gallatin National Forest, the Musselshell Ranger District of the Lewis and Clark National Forest, the Beartooth Ranger District of the Custer National Forest, and Yellowstone National Park are within the Park County borders. The US Bureau of Land Management (BLM) and Montana Department of Natural Resources and Conservation (DNRC) manage many parcels of land within the county as well.

The area where human development meets undeveloped, vegetative lands is called the wildland urban interface (WUI). These areas are generally where most wildland fire losses occur. Park County has many WUI areas, some with protective measures and mitigation in place and others that do not.

Park County has eight fire departments/districts and a Fire Warden. Each department varies in its capabilities but all have at least some wildland fire suppression equipment and training. Assistance from the US Forest Service (USFS), US Bureau of Land Management (BLM), Montana Department of Natural Resources and Conservation (DNRC), Yellowstone National Park (YNP) and/or mutual aid departments is generally needed for larger wildland fires.

Possible wildland fire losses include:

- Structure and contents losses.
- Equipment, outbuilding, and fence losses.
- Electric and communications infrastructure losses.
- Crop, forage, and livestock losses.
- Economic losses.
- Deaths and injuries.

X1.3 Planning Assumptions

- Depending on weather and other conditions, wildland fires may be slow to grow or exhibit extreme growth within a short period of time.
- The geographic extent of wildland fire impacts may range from localized at a single site to tens of thousands of acres.
- The duration of wildland fires may range from hours to weeks.
- Some wildland fires on public lands may be allowed to burn if values are not at risk and resource management objectives are being met.
- Assistance from other firefighting agencies will be needed in large and interface wildland fires; agreements may be in place to facilitate these efforts.
- Extreme impacts, more than have been seen in Park County historically, are possible.

X2. Concept of Operations

Fire weather information is generated by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Billings. The primary fire weather zone for Park County is Zone 123, but the Cooke City area is covered by Zone 126. Table X2A lists the various fire weather alert products that may be issued. Wildland fires may or may not be preceded by a Fire Weather Watch or Red Flag Warning. Wildland fires can occur in all types of conditions; rather, these products indicate when weather conditions are favorable for rapid fire growth. The NWS will cancel the watches and warnings once the threat has passed.

Table X2A NOAA / NWS Fire Weather Alert Products

Product	*Criteria / Definition*
Fire Weather Watch	In the next 12-48 hours, conditions are favorable for: - Fire danger of very high or extreme, - Sustained winds of 20 mph or greater and relative humidity of 20% or less, - Scattered dry thunderstorms, - Increased thunderstorm activity after a prolonged dry period, and/or - Abrupt change in wind speed and direction.

Table X2A NOAA / NWS Fire Weather Alert Products (continued)

Product	*Criteria / Definition*
Red Flag Warning	The following conditions are occurring or expected to occur: - Fire danger of very high or extreme, - Sustained winds of 20 mph or greater and relative humidity of 20% or less, - Scattered dry thunderstorms, - Increased thunderstorm activity after a prolonged dry period, and/or - Abrupt change in wind speed and direction.

Source: National Weather Service, 2011.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

➢ *Decision Point: Conditions are favorable for large wildland fires and rapid wildland fire growth.*

When a Fire Weather Watch or Red Flag Warning is issued or very dry conditions exist, officials may become concerned of the potential for rapid wildland fire growth. At this phase, the following may be considered by local officials:

- Public service announcements regarding fire prevention and awareness
- Fire restrictions (for county/city/town officials, this is usually a ban on open burning)
- Pre-positioning of firefighting equipment throughout the county
- Coordination and consultations with the National Weather Service and federal and state firefighting agencies

State and federal agencies may implement their own fire restrictions and closures, usually in stages. Ideally, these restrictions are put in place in coordination with the local jurisdictions.

➢ *Decision Point: A wildland fire is burning on federal lands.*

The US Forest Service, US Bureau of Land Management, and Yellowstone National Park each have their own firefighting capabilities in and around Park County. In most cases, fires burning within their response areas and not threatening private property or lands are managed with their own resources, using the Incident Command System. Initial attack may be provided by local firefighting agencies. These types of fires may generate community interest. Generally, the Public Information Officer assigned to the fire will issue statements for the general public. See the Public Information Annex for additional information on this function. The Park County Fire Warden, nearby Fire Chief, or designee may be involved for informational and planning purposes, but generally does not have resources committed to the incident, unless special requests, besides initial attack, have been made.

➢ *Decision Point: A wildland fire is burning on or threatening private or state lands.*

When a wildland fire starts on private or state lands, the jurisdiction's fire department (and in the absence of such, the Fire Warden) is responsible for management and operations of the incident,

including putting the fire out and providing for public safety. When close to federal lands, initial attack may be provided by the federal and/or state firefighting agencies. Additional assistance may be requested from mutual aid partners and state and federal agencies. If the fire is threatening federal lands, the appropriate dispatch centers should be notified and kept informed.

When a wildland fire on federal lands moves into or threatens private land or property, the Park County Fire Warden and/or the jurisdiction's fire department are typically integrated into Unified Command with the federal entities.

The priorities in wildland fire management are typically as follows:

1. Protection of human life
2. Protection of property
3. Protection of natural/cultural resources

Attempts to control and contain the fire are often made using a variety of federal, state, and local resources such as aircraft, engines, and hand crews. Tactical decisions for fighting the fire or fires are made by through the Incident Command System and are based on the geography, weather, and resources available for the specific wildland fire or complex.

Besides fighting the fire, considerations for local fire officials may include:

- Mutual Aid: Additional resources may be needed to fight the fire, assist with support functions, or respond to additional incidents that occur. These resources may include other fire departments/districts, law enforcement, Disaster and Emergency Services, and/or incident management teams. Standard mutual aid practices should be followed.
- Warning: Individuals near the wildland fire may need to be warned of its approach, particularly if rapid growth is expected. See the Warning Annex for additional information on this function. Note that individuals in remote areas without communication may need face-to-face notifications.
- Evacuation and Shelter / Mass Care: If property or populated areas are threatened, the area may require evacuation. See the Population Protection Annex and Shelter / Mass Care Annex for additional information on these functions.
- Air Quality: Smoke from wildland fires can often create hazardous air quality conditions. Public health concerns may range from those with pre-existing health conditions to all persons. Generally, these concerns are managed through public information. See the Public Information Annex for additional information on this function.

➢ *Decision Point: A wildland fire has caused property or infrastructure losses.*

Losses should be assessed and evaluated for possible disaster and/or emergency declarations. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

When public property is damaged, the processes outlined in the Base Plan, Section 7.1, Finance/Administration should be followed.

X3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the Base Plan, Section 3.2, as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Disaster and Emergency Services

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. American Red Cross, Salvation Army, etc.) for shelter and/or mass care services.
- Assist with the management of support activities, such as sheltering and mass care.

Law Enforcement

- Secure and control access to affected areas during initial attack.
- Provide extended security and perimeter control, as negotiated and/or contracted with the Incident Commander.
- Investigate criminal activities related to the disaster (such as arson).

Fire Departments / Districts

- Provide wildland and structural fire suppression.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Investigate the cause of fires. (MCA 7-33-2001)
- Request or recommend population protection and warning activities.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Monitor public health conditions, including smoke conditions.
- Provide technical assistance on health and environmental risks, as necessary.

Street and Road Departments

- Provide equipment and personnel, as needed, for wildland fire suppression. (Note: these requests need to be approved by the Principal Executive Officer first.)

Utility Providers

- Be prepared to shut down services if threatened or pose an additional hazard.

State and Federal Firefighting Entities

including Montana DNRC, US Forest Service (USFS), US Bureau of Land Management (BLM), and Yellowstone National Park (YNP)

- Provide wildland and structural fire suppression on state and federal lands.
- Coordinate with and support suppression efforts on adjacent and nearby private lands.
- In coordination with the local Public Information Officer, if established, provide information on fires located on state or federal lands.

Other Entities

- Perform other duties as needed and assigned.

X4. Direction, Control, and Coordination

Incident Command for wildland fire incidents will most often be managed by the Park County Fire Warden and/or the jurisdiction's fire department chief or officer. Unified Command may be used when the fire involves federal lands. If the Fire Warden, Fire Chief, or appointee is not available, the first fire department personnel to respond will be responsible for establishing Incident Command and transfer of command as appropriate. Additional information on the direction and control function can be found in the Direction and Control Annex and Base Plan, Section 4.

This annex is to be used in coordination with other local, state, and federal plans. Other related state and federal plans (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Montana Interagency Wildfire Plan
- Northern Rockies Coordination Center Mobilization Guide
- Federal Fire and Aviation Operations Plan

Wildland fire specific plans for Park County (horizontal coordination) include:

- Park County Community Wildfire Protection Plan
- Initial Attack Mutual Aid Agreements – outline cooperative fire efforts between Park County and the US Forest Service, US Bureau of Land Management, the Montana Department of Natural Resources and Conservation (DNRC), and Yellowstone National Park
- Main Boulder Evacuation Plan

X5. Information Collection and Dissemination

X5.1 Information Collection for Planning

Table X5.1A lists the key information needed and possible sources when preparing for and conducting operations during wildland fires.

Table X5.1A Possible Information Sources

Information Type	*Source*
Firefighting Resources Statuses	– Livingston / Park County 911 Center – Yellowstone National Park Communications Center – Bozeman Interagency Dispatch Center – Billings Interagency Dispatch Center – Great Falls Interagency Dispatch Center
Wildland Fire Information	– Incident / Unified Command – US Forest Service – US Bureau of Land Management – Yellowstone National Park – Montana DNRC – Inciweb
Weather Forecasts and Alerts	– National Weather Service, Billings

X5.2 Public Information

Information regarding the public information function can be found in the Public Information Annex.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated fire growth
- Areas expected to be impacted
- Area and road closures
- Protective actions needed or recommended
- Shelter and mass care information
- Disaster recovery information

X6. Communications

See the Communications Annex for more details on emergency communications in Park County.

X7. Administration, Finance, and Logistics

X7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the Base Plan, Section 7.1.

X7.2 Logistics

For additional information on disaster and emergency logistics, see the Base Plan, Section 7.2.

X8. Plan Development and Maintenance

See the Base Plan, Section 8 for additional information on annex development, review, revision, and exercise.

X9. Authorities and References

X9.1 Authorities / References

- Montana Code Annotated 76-13-2: Provision of fire protection services
- Montana Code Annotated 76-13-212: Duty of landowner to protect against fire
- Montana Code Annotated 76-13-105: Protection of lands and improvements from fire
- Montana Code Annotated 76-13-115: State fire policy
- Montana Code Annotated 76-13-116: Duties of firewardens – liability

X9.2 Acronyms

See the Base Plan, Section 9.4 for the list of acronyms used in this plan.

X10. Attachments

None.