

## 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*

<i>Information Type</i>	<i>Source</i>
Type of Hazardous Material(s)	<ul style="list-style-type: none"> <li>– Vehicle/Site Owner/Operator</li> <li>– Placards</li> <li>– Hazardous Materials Detection Equipment</li> </ul>
Potential Hazards and Public Safety Considerations	<ul style="list-style-type: none"> <li>– Emergency Response Guidebook</li> <li>– CHEMTREC</li> </ul>
Technical Assistance	<ul style="list-style-type: none"> <li>– Montana Disaster and Emergency Services</li> </ul>
Weather Conditions and Forecasts	<ul style="list-style-type: none"> <li>– National Weather Service, Billings</li> </ul>

### **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