Yellowstone County, MT
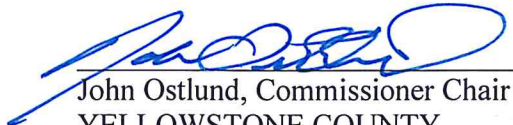# Disaster & Emergency Services
Strategic Plan

FY 23-28

This document sets out a strategic plan for the Yellowstone County Disaster and Emergency Services (YC DES). This plan presents a series of statements relating to the Yellowstone County Disaster and Emergency Services vision, mission, and objectives; and sets out its proposed strategies and goals for the next 5 fiscal years.

RECORD OF CHANGES

Nature of Change	Date of Change	Page(s) Affected	Changes Made By

The signatures below acknowledge receipt of the DES Strategic Plan for FY 23-28:

_____   6/2/23
John Ostlund, Commissioner Chair   Date
YELLOWSTONE COUNTY

_____   6-20-23
Chris Kukulski, Administrator   Date
CITY OF BILLINGS

_____   6-14-23
William Cole, Mayor   Date
CITY OF BILLINGS

_____   6-8-2023
Jennifer Staton, LEPC Chair   Date
YELLOWSTONE COUNTY

_____   6-2-2023
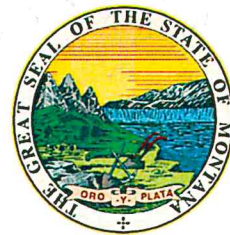KC Williams, Director of Emergency Management   Date
YELLOWSTONE COUNTY

Yellowstone County, MT
Disaster & Emergency Services
Strategic Plan

FY 23-28

This document sets out a strategic plan for the Yellowstone County Disaster and Emergency Services (YC DES). This plan presents a series of statements relating to the Yellowstone County Disaster and Emergency Services vision, mission, and objectives; and sets out its proposed strategies and goals for the next 5 fiscal years.

Mission

The Mission of the Yellowstone County Disaster and Emergency Services Department is to reduce the loss of life and property and protect the citizens and visitors of Yellowstone County through a comprehensive, all hazards, emergency management program of prevention, protection, mitigation, response, and recovery (See Appendix A).

To accomplish this mission, the Yellowstone County Disaster and Emergency Services will:

1. Develop plans and procedures to ensure the highest level of protection, prevention, mitigation, response, and recovery.

2. Maintain a comprehensive, risk-based, all-hazards emergency management and training program.

3. Coordinate federal, state, and local resources for protection, prevention, mitigation, response, and recovery operations.

4. Develop and maintain a comprehensive, all-hazards, program to help ensure the stability and resilience of seven identified community lifelines (Appendix B):

    a. Safety and Security

    b. Food, Water, Shelter

    c. Health and Medical

    d. Energy (Power & Fuel)

    e. Communications

    f. Transportation

   g. Hazardous Materials

Vision

The vision of the Yellowstone County Disaster and Emergency Services Department is to create and sustain a safer future for Yellowstone County through effective programs, partnerships, and engaged community committed to saving lives and reducing the impact of disasters.

Strategic Priorities

Strategic priorities of the Yellowstone County Disaster and Emergency Services Department are summarized as:

1. Preservation of life and property
2. Ensure critical services (Community Lifelines – Appendix B) the community depends on are continually provided
3. Ensure emergency personnel and stake holders are properly trained and equipped to accomplish their expanded duties during a major emergency or disaster situation.
4. Make the most effective use of available funding and resources to reach our mission and accomplish our goals.
5. Maintain an acceptable level of service for the community regardless of challenges.

Planning, Training & Exercise Cycle

Planning — Training — Exercising — Evaluating
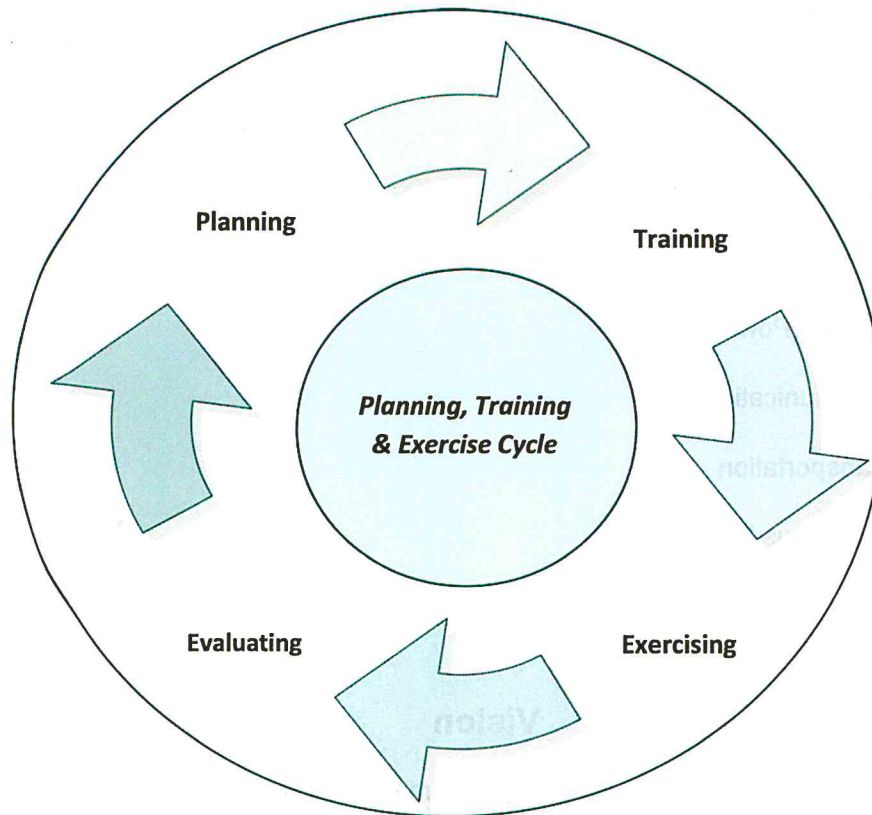
Strategic Goals

The following goals will be accomplished by the Yellowstone County Disaster and Emergency Services Department with support, collaboration, and consultation from county and local elected and appointed officials, Yellowstone County LEPC, key community stakeholders, and the Yellowstone County Emergency Management Advisory Council:

1. Continually improve and strengthen all five phases of emergency management.
2. Continue to strengthen personnel and resource capabilities through planning, training and exercising.
3. Strengthen citizen preparedness through educational programs and outreach activities.
4. Continually improve Emergency Operations Center (EOC) functions and capabilities based on comprehensive assessments.
5. Enhance and expand community partnerships and collaboration sharing of resources with Non- Governmental Organizations (NGO's), faith-based organizations, the private sector, and public sector agencies.
6. Maintain a formal Training and Exercise program that is driven by hazard vulnerabilities, stakeholder priorities, corrective actions from After Action Reports, and gaps in capabilities and plans.

Objectives

The following objectives are targeted to support the key goals as shown.

1. Strengthen citizen preparedness through educational programs and outreach activities

    a. Develop and maintain a comprehensive citizen preparedness training program.

    b. Identify and target community preparedness education efforts for vulnerable communities.

2. Continually improve Emergency Operations Center functions and capabilities based on comprehensive assessments.

    a. Upgrade EOC equipment and technology.

    b. Improve and test EOC Standard Operating Procedures (SOPs).

    c. Train EOC staff on updated protocols.

    d. Build personnel depth in EOC functional areas.

    e. Form a backup EOC plan.

3. Enhance and expand community partnerships and collaboration sharing of resources with Non- Governmental Organizations (NGO's), faith-based organizations, the private sector, and public sector agencies.

    a. Continue to hold Emergency Management Advisory Council meetings, LEPC meetings, Voluntary Organizations Active in Disaster (VOAD) meetings, and others as identified or created.

    b. Attend community meetings and special community events. Provide support to the private sector.

4. Maintain a formal Training and Exercise program that is driven by hazard vulnerabilities, Executive leadership priorities, corrective actions from After Action Reports, and gaps in capabilities and plans.

    a. Define priorities and develop and implement a 5-year training and exercise plan.

    b. Continue to establish training and exercise program protocols.

    c. Establish formal corrective action planning protocols for all After Action Reports and Improvement Plans.

    d. Ensure exercises are conducted following the HSEEP methodology and NIMS guidelines.

5. Continue to strengthen personnel and resource capabilities through planning, training and exercising.

   a. Ensure the emergency management program maintenance is followed accordingly and plans are reviewed and updated as necessary.

   b. Ensure revised plans or newly created plans are trained on and followed with appropriate exercise building blocks.

6. Continually improve and strengthen all five phases of emergency management.

   a. Regularly convene the community planning team to review and revise the Multi-Hazard Mitigation plan as mentioned in the program maintenance.

   b. Ensure community stakeholders are trained and prepared appropriately on their emergency responsibilities.

   c. Provide the tools necessary for stakeholders and citizens alike to properly be able to respond to emergency situations in a safe and effective manner.

   d. Ensure a seamless and effective transition for short- and long-term recovery that brings Yellowstone County to its pre-disaster state as soon as practical.

Implementation

Implementation of the above priorities and goals will be accomplished through a combined effort with YCDES management and staff, County and City government officials, Emergency Management Advisory Council, LEPC, and other individuals or departments. Meetings will be conducted as needed to review goals and priorities, and to define and update strategy for achieving the goals.

Accomplishments & Projected Milestones

Recent Significant Accomplishments:

1. Establishment of the Emergency Management Advisory Council in 2022.

2. Expanded YC DES capabilities by hiring a DES Coordinator in 2022.

3. Created a Points of Distribution Plan in 2022.

4. Created a Crisis Communications Plan in 2023.

5. Started mandatory update of Multi-Hazard Mitigation Plan – to be completed Q2 FY24.

6. Designed new EOC in cooperation with the City of Billings – to be completed 2024.

7. Continued successful grant program – resulting in over $21 million from FY22 to present

Projected milestones:

1. Implementation of Salamander accountability and credential tracking software to meet National Qualification Standards.

2. Create a system to identify and track medical needs population

3. Identify locations and get MOUs in place for sheltering needs

4. To complete and move into new EOC

5. Create a Continuity of Operations Plan (COOP) for City of Billings and Yellowstone County

6. Update Emergency Operations Plan (EOP)

7. Update Community Wildfire Protection Plan (CWPP)

8. Create a training program for department heads and elected officials to meet NIMS compliance requirements

9. Build personnel depth in EOC functional areas.

10. Create Community Emergency Response Teams (CERT) in cooperation with area community taskforces

Local Emergency Planning Commission (LEPC)

The purpose of the LEPC shall be:

1. To carry out for County of Yellowstone and its political subdivisions those responsibilities required of the LEPC pursuant to Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986 (SARA), Title III, and related regulations including but not limited to:

   a. Developing, training, and exercising of a hazardous material emergency response plan for Yellowstone County and its political subdivisions;

b. Developing procedures for receiving and storing hazardous material information from Yellowstone County businesses and processing requests from the public under the community Right-to-Know provisions of Title III,SARA; and

c. Establishing provisions for public notification of LEPC activities.

2. To plan, develop, train and exercise community emergency response plans for all other risks and hazards identified in Yellowstone County including but not limited to flooding, wildfires, major structure fires, winter storms, tornadoes, terrorism, etc.

3. To implement further related activities as may hereafter be legally required by the Federal Government, the State Emergency Response Commission (SERC), or the LEPC.

4. To develop and maintain a compliance checklist as an attachment to the bylaws which shall be used in an annual compliance review.

Emergency Management Advisory Council

The Yellowstone County Emergency Management Advisory Council is comprised of representatives and key stakeholders from: Billings Fire Department, Billings Police Department, Yellowstone County Sheriff's Office, Yellowstone County Emergency Management, City of Billings Mayor and Administration, City of Billings Public Works, Yellowstone County Public Works, Yellowstone County Commissioners, and Billings Airport Administration. This group meets every other month, or as needed, to provide guidance, continuity, and situational awareness to between agencies and YC DES.

Program Maintenance

The emergency management program has many elements, and many stakeholders. In order for the program to be successful, it is necessary to ensure a documented schedule and plan to ensure all plans are evaluated, maintained and revised as appropriate.

All plans are subject to revision after any EOC activation, incident, or planned event such as an exercise, in which time the plan would reflect items from the After Action Report and/or Corrective Action Plan. This schedule is subject to change based on Federal, State or local requirements, or items with grant funding attached, or as needed.

YC DES will be responsible for:

1. Ensuring this program maintenance is adhered to by initiating the review and revision process
2. Maintaining records of plan maintenance
3. Maintaining records of corrective actions on plans exercised or tested during real or planned events.
4. Ensure the appropriate stakeholders are involved in the review/revision process, and all members have access to plans.
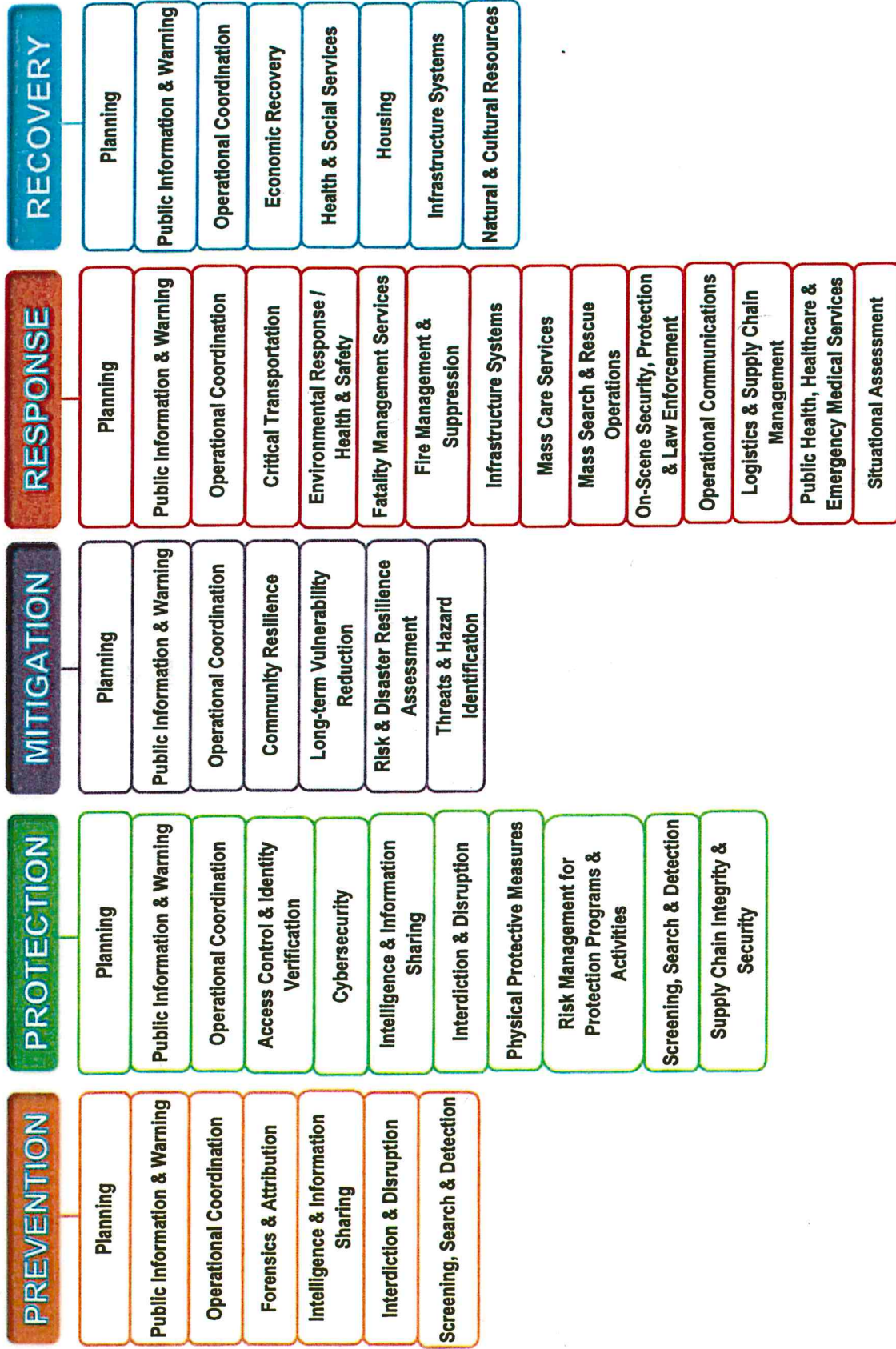
PROGRAM PLAN MAINTENANCE TABLE

Plan	Last Review	Last Revision	Next Review or Revision Due*	Revision Cycle*
EOP	2023	2019	2024	5 years per MTDES/FEMA
Multi-Hazard Mitigation Plan	2023	2019	2024	5 years per FEMA
Crisis Communications Plan	2023	2023	2028	5 years
Points of Distribution Plan	2022	2022	2027	5 years
Training & Exercise Plan (Appendix C)	2022	2022	2023	Annually reviewed (YC DES)
THIRA/SPR (Appendix D)	2022	2022	2023	Annually per MTDES/FEMA
CWPP	2006	2006	2023	5 years
Medical Countermeasures Plan	2022	2022	2023	Annually per DPHHS/FEMA
HAZMAT Plan	2020	2020	2023	5 years
Source Water Protection Plan	2019	2019	2024	5 years

or earlier as deemed necessary

APPENDIX A
CORE CAPABILITIES WITHIN THEIR MISSION AREAS

Core Capabilities within their Mission Areas

PREVENTION

- Planning
- Public Information & Warning
- Operational Coordination
- Forensics & Attribution
- Intelligence & Information Sharing
- Interdiction & Disruption
- Screening, Search & Detection

PROTECTION

- Planning
- Public Information & Warning
- Operational Coordination
- Access Control & Identity Verification
- Cybersecurity
- Intelligence & Information Sharing
- Interdiction & Disruption
- Physical Protective Measures
- Risk Management for Protection Programs & Activities
- Screening, Search & Detection
- Supply Chain Integrity & Security

MITIGATION

- Planning
- Public Information & Warning
- Operational Coordination
- Community Resilience
- Long-term Vulnerability Reduction
- Risk & Disaster Resilience Assessment
- Threats & Hazard Identification

RESPONSE

- Planning
- Public Information & Warning
- Operational Coordination
- Critical Transportation
- Environmental Response / Health & Safety
- Fatality Management Services
- Fire Management & Suppression
- Infrastructure Systems
- Mass Care Services
- Mass Search & Rescue Operations
- On-Scene Security, Protection & Law Enforcement
- Operational Communications
- Logistics & Supply Chain Management
- Public Health, Healthcare & Emergency Medical Services
- Situational Assessment

RECOVERY

- Planning
- Public Information & Warning
- Operational Coordination
- Economic Recovery
- Health & Social Services
- Housing
- Infrastructure Systems
- Natural & Cultural Resources

APPENDIX B
COMMUNITY LIFELINES

Community Lifelines

Definition

A lifeline enables the continuous operation of critical business and government functions and is essential to human health and safety or economic security.

Purpose

- Root Cause Analysis
- Interdependencies
- Prioritization
- Ease of Communication

Assessing

Status —→ What?
Impact —————→ So What?
Actions —————→ Now What?
Limiting Factors —→ What's the Gap?

Stabilization

Occurs when basic lifeline services or capabilities are provided to survivors (may be temporary solutions requiring sustainment).

COMPONENTS of Lifelines

Safety and Security
- Law Enforcement/Security
- Fire Services
- Search and Rescue (SAR)
- Government Services
- Community Safety

Food, Water, Shelter
- Food
- Water
- Shelter
- Agriculture

Health and Medical
- Medical Care
- Patient Movement
- Public Health
- Fatality Management
- Medical Supply Chain

Energy (Power & Fuel)
- Power (Grid)
- Fuel

Communications
- Infrastructure
- Alerts, Warnings, and Messages
- 911 and Dispatch
- Responder Communications
- Finance

Transportation
- Highway/Roadway
- Mass Transit
- Railway
- Aviation
- Maritime

Hazardous Materials
- Facilities
- HAZMAT, Pollutants, Contaminants

APPENDIX C
FY23-FY28 TRAINING AND EXERCISE PLAN

Training, Education, and Exercise Plan

This table represents recurring and known education and training expectations through FY2028.
This is subject to change.

Name/Description	Frequency	Time Requirement	Location
MT DES Forum			
State sponsored education and training that brings all DES personnel from around the state together	Annual	5 days	Helena, MT
MT Association of Emergency Management			
Professional Association meeting for all emergency managers in Montana	Annual	3 days	Location cycles (FY24 in Red Lodge)
County Assist Team (CAT) Camp			
DNRC sponsored annual training for fire fighters, fire wardens and emergency management personnel	Annual	3-4 days (usually over a weekend)	Location cycles (FY23 in Helena)
Montana Fire Wardens Association			
Professional association meeting for all Fire Wardens in Montana	Semi-Annual	5 days	Location cycles (FY24 in Billings)
NIMS/ICS Training			
National Incident Management System/Incident Command System Training	Varies	Varies (1-5 days)	Varies
Airport Exercise			
FAA Required. This exercise tests response, mass casualty, sheltering, reunification, and communications procedures dependent on agencies involved.	Annual (cycles between TTX, FE, and FSE)	Actual Exercise 1day (planning and AAR = 80 hours)	BIL Airport
Refinery/Pipeline Exercise			
EPCRA Required. This exercise tests response, mass casualty, sheltering, reunification, and communications procedures dependent on agencies involved.	2-3 times per year	1 Day	Varies
Other Trainings and Exercises			
As available or as required	6 times per year	Varies (1-3 days)	Varies

APPENDIX D
ANNUAL THIRA/SPRs

THREAT & GAP ASSESSMENTS 2023

Contact and Jurisdiction Information

Name of Person Reporting: K.C. Williams

Jurisdiction Name: Yellowstone County

Email: kwilliams@yellowstonecountymt.gov

Gaps Reduced

Considering the <u>past year</u>, what have you done to help reduce gaps in your jurisdiction? (e.g. updated COOP plan, hosted PIO training, activated EOC, etc.) Please be specific.

Description of Gap:	Describe efforts taken to reduce the gap:
Outdated and non-functional Emergency Operations Center *Related Core Capability:* Operational Coordination	We have secured a site for a temporary EOC and are working with City of Billings to construct a space for a permanent EOC.
Large Crowd Safety and Security: communications and surveillance *Related Core Capability:* Public Information & Warning	We have purchased and installed camera surveillance at Montana Fair sites, we have purchased and installed 2 portable surveillance trailers. We continue to struggle with CodeRed participation and have no portable or static public address system for emergency messaging outdoor large crowd gatherings.
Mass Sheltering Capabilities *Related Core Capability:* Mass Care Services	Working with LEPC planning and Public Health to identify local sheltering locations and identify and track medical needs population. Working with public health and local healthcare organizations to identify sheltering solutions for quarantine and isolation needs as well.
Lack of depth in EOC positions *Related Core Capability:* Operational Coordination	Development of a multidisciplinary emergency management advisory team to develop ESF training and identify key EOC members needing training. This is an on-going effort.

Core Capability Ranking: Mark the priority your jurisdiction places on building or sustaining each core capability in the upcoming year.
Please limit your high priority capabilities to 5 or less.

Core Capability	High Priority	Medium Priority	Low Priority
Planning	●	○	○
Public Information and Warning	●	○	○
Operational Coordination	●	○	○
Intelligence and Information Sharing	○	●	○
Interdiction and Disruption	○	○	●
Screening, Search and Detection	○	○	●
Forensics and Attribution	○	○	●
Access Control and Identity Verification	○	●	○
Cybersecurity	●	○	○
Physical Protective Measures	○	●	○
Risk Management for Protection Programs and Activities	○	○	●
Supply Chain Integrity and Security	○	●	○
Community Resilience	○	●	○
Long-Term Vulnerability Reduction	○	●	○
Risk and Disaster Resilience Assessment	○	●	○
Threats and Hazards Identification	○	●	○
Infrastructure Systems	○	●	○
Critical Transportation	○	○	●
Environmental Response/Health and Safety	○	●	○
Fatality Management Services	○	○	●
Fire Management and Suppression	○	●	○
Logistics and Supply Chain Management	○	●	○
Mass Care Services	●	○	○
Mass Search and Rescue Operations	○	○	●
On-Scene Security, Protection, and Law Enforcement	○	●	○
Operational Communications	○	●	○
Public Health, Healthcare, and Emergency Medical Services	○	●	○
Situational Assessment	○	●	○
Economic Recovery	○	●	○
Health and Social Services	○	●	○
Housing	○	●	○
Natural and Cultural Resources	○	○	●

Gap Assessment

Considering the High or Medium priority core capabilities selected above, how do you plan to reduce gaps that exist over the next year?

Core Capability: Operational Coordination					
	Planning	Organization	Equipment	Training	Exercise
Where do gaps exist?	✓	✓	✓	✓	✓

Describe any gaps for this capability. What are your plans to address them in the coming year?

The county still needs a functional EOC as well as development of the positions within the EOC such as ESF identification and education. We have been and continue to work with each jurisdiction's public works, law enforcement, fire, EMS, and executive leadership to develop policies and provide key stakeholder ICS and position specific EOC training and education.

Core Capability: Planning					
	Planning	Organization	Equipment	Training	Exercise
Where do gaps exist?	✓	✓	☐	✓	✓

Describe any gaps for this capability. What are your plans to address them in the coming year?

We do not have a COOP for the county or cities, we do not have an up to date community wildfire protection plan, we do not have an up to date mass care/sheltering annex in our EOP, and we do not have good stakeholder awareness of any of our plans. Working with our LEPC Planning Committee and the recently created Emergency Management Advisory Committee, we will up date and create the aforementioned plans and begin a better "plan awareness" program.

Core Capability: Public Information & Warning					
	Planning	Organization	Equipment	Training	Exercise
Where do gaps exist?	✓	✓	✓	✓	✓

Describe any gaps for this capability. What are your plans to address them in the coming year?

We have purchased and installed camera surveillance at Montana Fair sites, we have purchased and installed 2 portable surveillance trailers. We continue to struggle with CodeRed participation and have no portable or static public address system for emergency messaging outdoor large crowd gatherings. Working with key stakeholders, we will apply for grant funding to purchase a portable public announcement asset. We will begin to work with event coordinators to improve special event emergency planning and messaging. We are evaluating ways to improve CodeRed participation. We will look to educate and train officials who may need to function as emergency spokespersons (PIOs), including elected officials, administrators, department heads, and PIOs.

(Optional) Core Capability:	Mass Care Services				
	Planning	Organization	Equipment	Training	Exercise
Where do gaps exist?	✓	✓	✓	✓	✓

Describe any gaps for this capability. What are your plans to address them in the coming year?

We do not have a written plan and agreements for mass sheltering needs. We are working with LEPC planning and Public Health to identify local emergency mass sheltering locations, get MOU's in place, and identify and track medical needs population. We are working with public health and local healthcare organizations to identify sheltering solutions for quarantine and isolation needs as well.

(Optional) Core Capability:	Cybersecurity				
	Planning	Organization	Equipment	Training	Exercise
Where do gaps exist?	✓	✓	✓	✓	✓

Describe any gaps for this capability. What are your plans to address them in the coming year?

Yellowstone County, Billings, Laurel, and Broadview all remain very vulnerable to cyber threats. Our cybersecurity plans and cybersecurity project for Yellowstone County are scheduled to be completed in calendar year 2023. Once this is in place, we will train and exercise the new system and plans (this is an ongoing project). We will also be working with Billings, Laurel, and Broadview on cybersecurity needs.

(Optional) Additional Gaps: Identify any other significant gaps that exist in your jurisdiction					
Brief Description	Planning	Organization	Equipment	Training	Exercises
Critical infrastructure systems including our public water systems, waste water systems, and storm drainage systems in Billings, Laurel, and Lockwood are very vulnerable to natural and man made problems. Each water system has a very limited capacity of only a few hours if something interrupts the intake or output of water.	✓	✓	✓	✓	✓
Pubic health, health care, & emergency medical services outside of Billings remains a significant gap. Access to pre-hospital care and EMS services is significantly lacking in Yellowstone County.	✓	✓	✓	✓	✓
Community Resilience is relatively low to moderate. The key preparedness activities—such as continuity of operations plans for organizations, reunification plans for families, and compiling disaster kits and resources—continue to be essential, recommended steps to take that are severely lacking within this community.	✓	✓	✓	✓	✓
Operational Coordination and Communications are identified threats for local governments due to lack of continuity of operations planning by all county and city government entities. This gap greatly reduces the ability to relocate and continue government operations following a significant incident	✓	✓	✓	✓	✓

Which three core capabilities has your jurisdiction made the most <u>progress</u> on over the past year?

   1. Operational Communications   2. Cybersecurity   3. Fire Management & Suppression

Which three core capabilities are at greatest risk of <u>decreasing</u> in your jurisdiction?

   1. Community Resilience   2. Economic Recovery   3. Housing

Please identify stakeholders who were involved in the completion of this worksheet:

☐	Access & functional needs groups	✓	Information technology
☐	Education/schools	✓	Law enforcement
✓	Elected officials	✓	LEPC
☐	Environmental organizations	✓	Private business/citizens
☐	Faith-based organizations	✓	Public health/hospitals
✓	Fire/EMS	✓	Public works
☐	Floodplain manager	☐	Transportation
☐	Historic/cultural resource organization	☐	VOAD
☐	Other:	☐	Other:

Additional Notes and Comments (Optional):

Send your completed form to MTDESPLANS@MT.GOV by Nov. 1, 2022. It is highly recommended to also share the completed form or summary with key partners.