

EMERGENCY OPERATIONS PLAN

FOR
BILLINGS, LAUREL & BROADVIEW
AND
YELLOWSTONE COUNTY



COPY _____

JUNE 2011

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YELLOWSTONE COUNTY

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PURPOSE AND INTRODUCTION

The purpose of this Emergency Operations Plan (EOP) is to provide public officials of the City of Billings, City of Laurel, Town of Broadview, and Yellowstone County with a plan for carrying out their responsibilities in case of a disaster that threatens the lives and property of city and county citizens and is beyond the capacity of the appropriate emergency service(s) to control. It provides an organizational framework and response capability from which the cities and county can respond to natural, technological, or war caused emergencies that require comprehensive and integrated responses thus meeting the emergency services legal mandates.

A risk based assessment was conducted in 2004 and updated in 2010 to evaluate local risks to vulnerable populations and also examine the risk presented by natural and manmade hazards. This risk assessment, included in the “Multi-jurisdictional Pre-Disaster Mitigation Plan”, includes a detailed description of each hazard that could affect Yellowstone County and its jurisdictions along with an analysis of the vulnerability of the hazard.

Table 1. Ranking of Natural and Man-made Hazards

Natural Hazard Priority Ranking for Yellowstone County (2004 PDM)			
Hazard	Probability of Disastrous Event (chance in any given year)	Magnitude (severity/impact to community)	Priority Rank
Flooding	Moderate	High	1
Wildfire	Moderate-High	Moderate	2
Wind & Hail Storms	Moderate	Moderate-High	3
Tornado	Moderate-High	Moderate	4
Winter Storms	High	Moderate-High	5
Drought	Moderate-High	Moderate-High	6
Insect Infestation	Moderate	Moderate-High	7
Urban Fire	Moderate	Moderate	8
Dam Failure	Low-Moderate	Low-Moderate	9
Expansive Soil	Moderate	Moderate	10
Landslides	Low-Moderate	Moderate-High	11
Earthquake	Low	Low	12
Volcanic Ash	Low	Low	13
Manmade Hazard Priority Ranking for Yellowstone County			
Transportation/Mobile Incident	Moderate	High	1
Hazardous Materials Incident/Accident-Fixed	Moderate-High	Moderate	2
Terrorism/Bio-Terrorism	Low-Moderate	Moderate-High	3
Civil Disturbance/Riot/Labor Unrest	Moderate	Moderate	4
Enemy Attack	Low	Low-Moderate	5

This EOP is governed by existing federal, state, and local laws and becomes effective and fully operational upon the declaration of an emergency or disaster by:

- A. Governor, State of Montana
- B. Board of Commissioners, Yellowstone County
- C. Mayor, City of Billings
- D. Mayor, City of Laurel
- E. Mayor, Town of Broadview
- F. A surprise attack upon the U.S. or warning thereof.

This plan is in coordination with and supportive of the Montana Emergency Coordination Plan and the Federal Response Framework. This Plan is to be used in conjunction with the Local Government Disaster Information Manual (LGDIM) developed by MTDES.

Throughout this plan any further reference to Yellowstone County automatically includes the incorporated Cities of Billings and Laurel, and the Town of Broadview, unless otherwise specified.

The goal of the YCDES, in coordination and cooperation with the LEPC, is to provide for disaster planning among all city, county, and private response agencies and provide for incident management response in accordance with the National Incident Management System (NIMS), which is a standard nationwide command and management structure and a unified approach to incident management.

The Director, YCDES is responsible for the maintenance and updating of this EOP. Any comments, changes, additions, deletions, or corrections can be brought to the attention of YCDES. This Emergency Operations Plan supersedes any previous EOP for Yellowstone County.

EMERGENCY OPERATIONS PLAN

PROMULGATION DOCUMENT (RESOLUTION # _____)

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath and recovery.

NOW, THEREFORE, we, the Board of County Commissioners of Yellowstone County, by virtue of the power and authority vested in us by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution

IN WITNESS WHEREOF, we have subscribed our signatures

this ____ day of _____, 2011.

BOARD OF COUNTY COMMISSIONERS
YELLOWSTONE COUNTY, MONTANA

ATTEST:

John Ostlund, Chairman

Tony Nave
Clerk and Recorder

Bill Kennedy, Member

Jim Reno, Member

EMERGENCY OPERATIONS PLAN

PROMULGATION DOCUMENT (RESOLUTION # _____)

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath and recovery.

WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the City of Billings DES Coordinator.

NOW, THEREFORE, I, the Mayor of the City of Billings, by virtue of the power and authority vested in me by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS WHEREOF, we have subscribed our signatures

this ____ day of _____, 2011.

ATTEST:

CITY OF BILLINGS

Clerk

Tom Hanel, Mayor

EMERGENCY OPERATIONS PLAN

PROMULGATION DOCUMENT (RESOLUTION # _____)

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath and recovery.

WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the City of Laurel DES Coordinator.

NOW, THEREFORE, I, the Mayor of the City of Laurel, by virtue of the power and authority vested in me by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS WHEREOF, we have subscribed our signatures

this ____ day of _____, 2011.

ATTEST:

CITY OF LAUREL

Shirley Ewan, Clerk

Ken Olson Jr., Mayor

EMERGENCY OPERATIONS PLAN

PROMULGATION DOCUMENT (RESOLUTION # _____)

WHEREAS, all citizens and property within Yellowstone County are at risk to a wide range of hazards such as floods, fires, tornados, chemical and toxic material spills, winter storms, earthquakes, civil disorder, terrorist situations, and nuclear attack; and

WHEREAS, when such an unfortunate event occurs; local, state, and federal response agencies must be prepared to respond in a well coordinated manner by developing and using the National Incident Management System (NIMS) to protect the public and the natural resources and minimize property damage within the community; and

WHEREAS, this Emergency Operations Plan is needed to coordinate the response of emergency personnel and supporting services of all county and municipal agencies in the event of an emergency or disaster and during the aftermath and recovery.

WHEREAS, the Yellowstone County Disaster and Emergency Services (YCDES) Coordinator is also the Town of Broadview DES Coordinator.

NOW, THEREFORE, I, the Mayor of the Town of Broadview, by virtue of the power and authority vested in me by the laws of this State, do hereby adopt this Yellowstone County Emergency Operations Plan. This plan can be put into action by the undersigned, the Yellowstone County DES Coordinator, or our designee and is effective upon execution.

IN WITNESS WHEREOF, we have subscribed our signatures

this ____ day of _____, 2011.

ATTEST:

TOWN OF BROADVIEW

Clerk

Roger Swartz, Mayor

BASIC PLAN/EXECUTIVE SUMMARY/CHECKLIST

A. PURPOSE

The basic plan identifies the situations that may be encountered and actions to be taken by Yellowstone County to mitigate disasters, if possible, to prepare for disasters that may strike, to respond effectively to a disaster, and to provide for the recovery after a disaster.

This part of the plan serves as a brief overview or executive summary of the basic components (annexes) of the Emergency Operations Plan (EOP) and how the cities and county will respond during a major disaster.

B. SITUATION AND ASSUMPTIONS

1. **SITUATION.** Yellowstone County is exposed to many hazards, all of which have the potential to disrupt the community, cause property damage, and create casualties. Possible natural hazards include floods, tornadoes, wildland fires, winter storms, and earthquakes. There is also the threat of war-related incidents such as nuclear, biochemical, or conventional attack. Other disaster situations could develop from a major transportation accident involving hazardous chemicals, utility outage, terrorism through WMD, or civil disorder.
2. **ASSUMPTIONS.** While it is likely that outside assistance (other cities and counties, state, federal, and private) would be available in most major disaster situations, it is necessary for Yellowstone County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis for at least 2 - 3 days.

In time of disaster, all city and county resources (equipment and manpower) are available, and obligated to respond to the situation to save lives and protect property. The County has significant resources and manpower to deal with some emergencies. However, these resources can be quickly overwhelmed and exhausted. The County will strive to plan for an accepted level of risk for those emergencies it might face; realizing that total preparedness is not a realistic goal. The public should be prepared for emergencies and the consequences that can be encountered as a result of an emergency. Large scale emergencies can best be managed from a centralized operation, the Emergency Operations Center (EOC). Based upon anticipated or actual conditions, a local state of emergency may be declared. Federal

assistance can be expected as outlined in the Federal Emergency Response Framework for catastrophic events.

C. CONCEPT OF OPERATIONS

1. GENERAL. It is the responsibility of Yellowstone County to protect life, property and the environment from the effects of a disaster. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from state and federal government.

This plan is based upon the concept that emergency functions for city and county agencies involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency.

In keeping with the nationwide strategy of the Integrated Emergency Management System (IEMS), this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after emergency operations, enumerated as the phases of emergency management.

2. PHASES OF EMERGENCY MANAGEMENT.
 - a. Mitigation. Activities designed to either prevent the occurrence of an emergency or to minimize the potentially adverse effects of an emergency.
 - b. Preparedness. Activities, programs, and systems that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
 - c. Response. Activities and programs designed to address the immediate and short term effects of the onset of an emergency or disaster to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.

- d. Recovery. Involves restoring systems to normal.
- 3. MUTUAL AID AGREEMENTS. Yellowstone County has mutual aid agreements with adjacent counties to provide assistance across county boundaries under major emergency conditions. By statute, mutual aid can be implemented statewide. Within Yellowstone County, city and rural fire departments have agreements with other fire departments and private refineries.
- 4. DIRECTION AND CONTROL. The legal responsibility for emergency management in Yellowstone County is vested in the Board of County Commissioners. There may be four emergency management organizations in Yellowstone County: the County itself, the Cities of Billings and Laurel, and the Town of Broadview. Each of these municipalities is an incorporated city or town and can exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. However, until these jurisdictions establish their own individual emergency management organizations, major emergencies in the respective city/town jurisdiction will be managed by the county level emergency organization (Yellowstone County Disaster and Emergency Services, YCDES).

The location from which a disaster is managed is called an Emergency Operating Center (EOC). The City of Billings and Yellowstone County have a joint EOC located at 2300 9th Avenue North, Billings, Montana (basement of the HQ Fire Station). This location can also serve the City of Laurel and the Town of Broadview until they designate their own EOC. An alternate EOC for Yellowstone County would be the County Courthouse or any other designated city or county facility.

The National Incident Management System (NIMS) and/or the Incident Command System (referenced in Annex A, Direction and Control) will be the governing system to manage, control and coordinate field operations by all agencies involved in the incident/emergency. (See Tab 1)

All requests for state or federal assistance are initiated by YCDES to Montana Disaster and Emergency Services (MTDES).

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. GENERAL. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own internal emergency management procedures, as necessary. Specific responsibilities are outlined in individual annexes. Responsibilities for some private organizations that are not part of local government are also outlined in the annexes.
2. EMERGENCY ORGANIZATION. Yellowstone County's Emergency Organization consists of all city and county departments as required by the emergency. Each department head is required to report to the EOC as requested by the YCDES Coordinator or their superior. YCDES coordinates the departments and resources of the county government and municipalities which do not have emergency management organizations, and also obtains and coordinates the resources of the private organizations. The NIMS and/or ICS are the management system used for emergencies and disasters (See Tab 1 and Tab 2 for organizational charts).
3. ASSIGNMENT OF RESPONSIBILITIES.
 - a. Common Tasks-All Departments
In addition to normal day-to-day functions and specific departmental emergency operations tasks, the following items are common to all departments.
 - To ensure that primary functions are prepared for disaster operations that may impact the community, including periods of planning, increased readiness, response, and recovery.
 - To conduct regular internal review of assigned tasks.
 - To establish reporting procedures to the EOC for assessing emergency conditions, injuries, loss of life, damage to facilities and equipment.
 - To document emergency activities for possible reimbursement to the County through FEMA's Public Assistance Program.
 - To develop public information materials for the PIO in emergency situations.
 - To communicate emergency responsibilities to employees and insure that they are ready to respond to an emergency situation.

- To be prepared to work in non-traditional and supporting roles when needed.

b. Declaration of a Local Emergency

- 1) When an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated action to prevent or alleviate loss of life or property, the City and/or County should declare an emergency or disaster to exist.
- 2) A local emergency may be declared by the Mayor(s) and/or the Board of County Commissioners (BOCC). In the event the governing body cannot convene due to the disaster or other exigent circumstances, a telephone poll may declare the existence of a local emergency, subject to confirmation by the City Council and/or BOCC at its next regularly scheduled meeting or at a special meeting within fourteen days of the declaration, whichever occurs first. The DES Director, when in his judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency. Confirmation should be accomplished at either a special meeting of the City Council and/or BOCC or during a regularly scheduled meeting that will occur within the 14-day period following a declaration. The declaration of local emergency must be in accordance with Title 10, MCA.
- 3) Preceding the declaration of a local emergency, the DES Coordinator will immediately advise MTDES of the declaration, coordinate with the City and/or County Attorney (as necessary) in the development of the official declaration, and a copy will be sent to MTDES in the most expeditious means.

c. Annex Responsibilities (Purpose)

Annex A Direction and Control/EOC – YCDES

To provide direction and control for emergencies and to establish responsibilities and procedures for EOC operations.

Annex B Alerting and Warning – YCDES and City/County Communications (911) Center.

This Annex provides for the capability to warn the public of any imminent or occurring disaster and to disseminate national attack and/or emergency information to all warning points in Yellowstone County.

Annex C Communications - YCDES and City/County Communications (911) Center.

This Annex:

1. Provides for the coordination of all communication activities during emergency/disaster operations involving Yellowstone County;
2. Describes the primary and backup methods of communications between the EOC, the City/County Communications Center, and emergency response agencies;
3. Describes the methods by which information will be collected and disseminated to ensure effective communications during an emergency/disaster, including coordination with private resources.

Annex D Emergency Public Information (EPI)-YCDES/PIO

To provide a capability through all available media to disseminate accurate and timely information on potential and actual emergencies/disasters to the citizens of Yellowstone County and to give these citizens an information base for sound emergency survival and preventive actions.

Annex E Law Enforcement – County Sheriff, Billings Police & Laurel Police

To maintain law and order throughout Yellowstone County in times of emergency/disaster utilizing all available law enforcement resources.

Annex F Fire and Rescue Services – Billings Fire, Laurel Fire, Yellowstone County Rural Fire

The purpose of the fire service is to utilize all necessary available resources to protect life and property from fire and other emergencies.

Annex G Disaster Medical Health – RiverStone Health & Hospitals.

This Annex provides for the coordinated planning, organization, staffing, and training to address public health and medical problems in Yellowstone County in the event of an emergency.

Annex H Emergency Medical Services (EMS) – YCDES/AMR
To aid, comfort, and provide medical treatment for the sick and injured in time of disaster.

Annex I Public Works & Engineering Services – Billings Public Works, Laurel Public Works, County Public Works, & YCDES
To provide, maintain, and restore street, road, and utility service through construction, reconstruction, debris removal, repair, or whatever other means may be necessary.

Annex J Public Utilities – YCDES, Billings PUD, Laurel PW
To provide, maintain, repair underground and above ground utilities (i.e. water and sewer pipelines, sewer lift stations, reservoirs, and pump stations), water treatment and wastewater treatment plants.

Annex K Evacuation & Population Protection – YCDES and Emergency Response Agencies
This Annex provides for the orderly and expeditious evacuation of any part of the population of Yellowstone County to protect people from the effects of the disaster.

Annex L Mass Care Center/Shelter Operations – Red Cross and YCDES
This Annex provides for the establishment of mass care/shelter facilities for people who are evacuated from their homes in time of disaster.

Annex M Transportation – YCDES & Billings MET Transit
The purpose of this Annex is to provide transportation resources to the Annex chiefs to move people, supplies, or equipment to support disaster operations.

Annex N Attack Preparedness & Radiological Defense (RADEF)- YCDES / RDO
This Annex provides for the organized effort necessary to minimize the effects of nuclear attack and the subsequent radiation on the people and resources of Yellowstone County through detection and implementation of preventive and remedial measures.

Annex O Resource Management – YCDES

To maximize the survival of people, prevent and/or minimize injuries, and preserve property and resources in Yellowstone County by making use of all available manpower, equipment, and other resources in the event of a natural, man-made, or national security emergency/disaster affecting the county. Effective response to any emergency or disaster requires the ability to find, obtain, allocate, and distribute resources such as personnel, equipment, supplies, facilities and services in the most productive manner possible to satisfy needs that are generated by the emergency.

Annex P Finance – YCDES & County Finance Director

To provide the necessary funds and fiscal records (payments, claims) to finance a disaster, either declared or not declared.

Annex Q Hazardous Materials – Billings Fire ,HazMat, YCDES and LEPC

This annex provides for a coordinated emergency response by local government and industry to minimize the adverse effects on the population and environment resulting from an uncontrolled release of, or exposure to a hazardous material from a fixed facility or a transportation accident. This Annex and Appendix 1 provide a framework for operations in the event of a hazardous material incident.

Annex R Agriculture – YCDES & County Extension Service

To provide for the conservation and utilization of all agricultural commodities and food stocks assuring proper control and distribution during and after the emergency.

Annex S Federal Assistance Program Information – YCDES

To provide federal disaster assistance to eligible applicants and local governments to respond to and recover from a major disaster.

Annex T Volunteers – United Way Volunteer Center

To serve as a volunteer referral agency that would offer a centralized location and process for managing and connecting spontaneous volunteers to agencies/organizations providing disaster relief. This would free agencies to concentrate on organizing their trained affiliated volunteers. It also would provide a place where agencies can redirect any overflow

volunteers.

Annex U Terrorism/Bioterrorism/WMD – YCDES, Police, Sheriff and FBI

This Annex provides for an orderly and coordinated response to acts of terrorism or incidents involving weapons of mass destruction (WMD).

Annex V Animal Health Emergency – YCDES and the Humane Society (HSUS)

The purpose of this annex is to outline procedures for responding to an animal health emergency (AHE) that may occur in Yellowstone County. Livestock, wildlife, poultry, and pets are important contributors to the county's economy, and the livelihood and well being of its citizens. This annex also provides for the establishment of mass care/shelter for pets and animals which are evacuated during times of disaster.

Annex W Special Needs Operations – YCDES & RSVP

The purpose of this Annex is to provide guidance and direction to special needs facility managers and agencies, which will result in increased safety for this specific population.

Annex X Debris Management – YCDES, City & County Public Works

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

Annex Y Continuity of Government (COG) – YCDES

This Annex provides for the orderly succession of the heads of government in Yellowstone County, City of Billings, City of Laurel and the Town of Broadview in order that these local governments continue to function during or following an emergency or disaster.

Annex Z Continuity of Operations (COOP) – YCDES, MetraPark, County Sheriff

The purpose and intent of this annex is to prepare Yellowstone County government to respond to emergencies and to continue to provide the day-to-day essential services that citizens rely

upon. COOP planning is an effort to assure that the capability exists to continue essential services across a wide range of potential emergencies.

E. ADMINISTRATION AND LOGISTICS

1. GENERAL. Some administrative procedures can be suspended, relaxed, or made optional under threat of disaster. Such action should be carefully considered, and the consequences should be projected realistically.
2. EMERGENCY ADMINISTRATIVE POWERS. The Yellowstone County Board of Commissioners and the Mayors of the incorporated cities and town will conduct disaster activities in accordance with legal authorities contained in the Montana Codes Annotated, with special reference to Title 10, "Military Affairs and Disaster and Emergency Services". If additional finances are needed, the governing body may declare a disaster or emergency and levy up to two (2) emergency mills (10-3-405, MCA).
3. LOGISTICS. All manpower, equipment, and supplies required in a disaster are the responsibility of the user agency and government. Costs must be documented for potential reimbursement from the state and/or federal governments. All equipment and supplies for the operation of the County DES office and the EOC will be the responsibility of YCDES. Various predetermined activities may be required to prepare facilities for the effects of an emergency. These include acquisition of supplies and materials, and the relocation of equipment. Based upon the conditions associated with an emergency, arrangements may need to be made to relieve personnel to make arrangements for their families' protection.

F. PLAN DEVELOPMENT AND MAINTENANCE

Almost every agency of city and county government has responsibility for developing and maintaining some part of this plan. Overall coordination of the planning process and plan development and maintenance will be carried out by YCDES. YCDES will also coordinate this plan with state and federal government authorities to the nature and extent they deem necessary.

G. AUTHORITIES AND REFERENCES

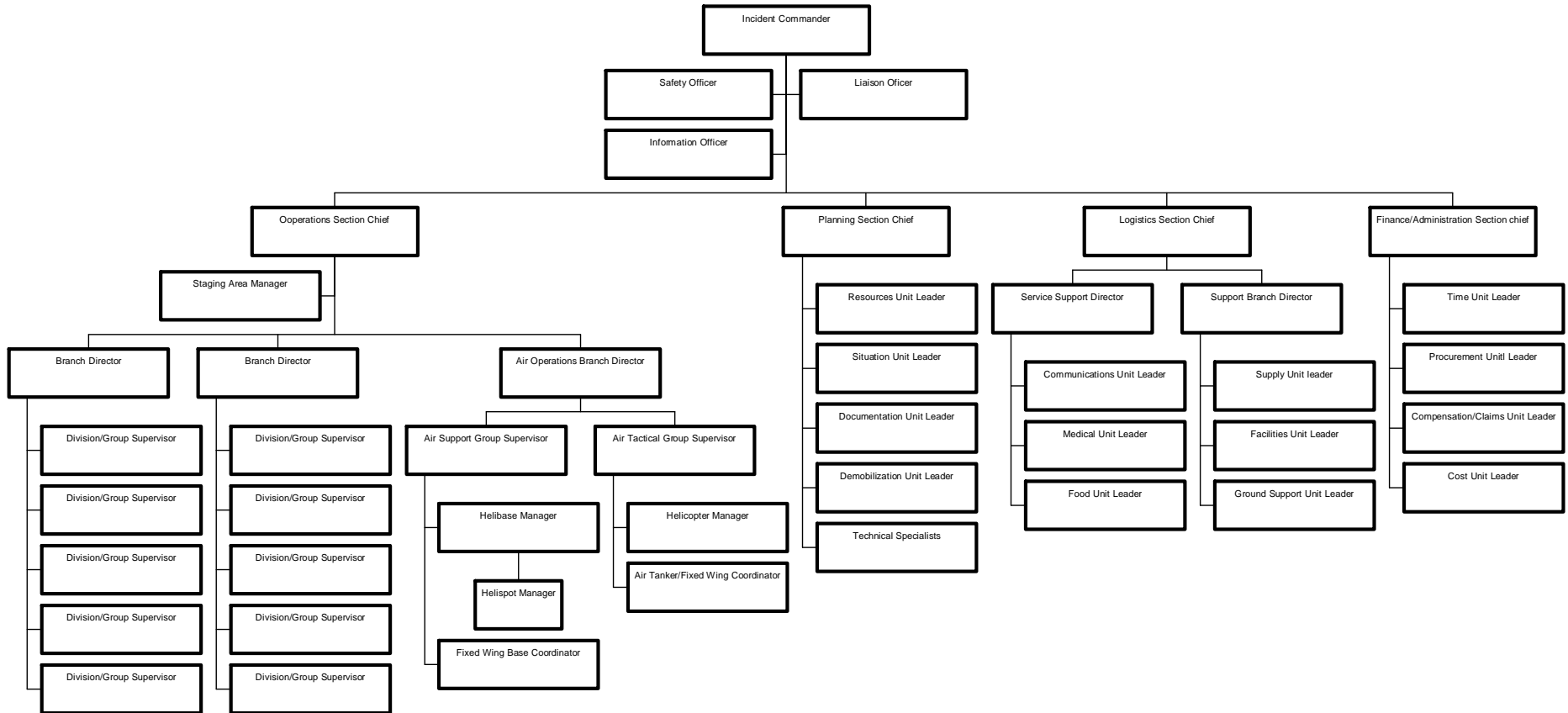
1. Federal Civil Defense Act of 1950(PL 81-920), as amended. Disaster Relief Act of 1974 (PL 93-238), as amended.
2. Emergency Management & Assistance (Code of Federal Regulations – Title 44)
3. Public Law 93-288 “Robert T Stafford Disaster Relief & Emergency Assistance Act.” As amended 2005 by HR3858, Pets Evacuation and Transportation Standards Act.
4. National Response Framework, Department of Homeland Security
5. National Incident Management System, HSPD-5
6. Montana Codes Annotated Title 10, Chapter 3 and Title 2, Chapter 9.
7. Resolutions and Ordinances included in this EOP.
8. All Annexes and Appendices included in this EOP

H. SIGNATURES

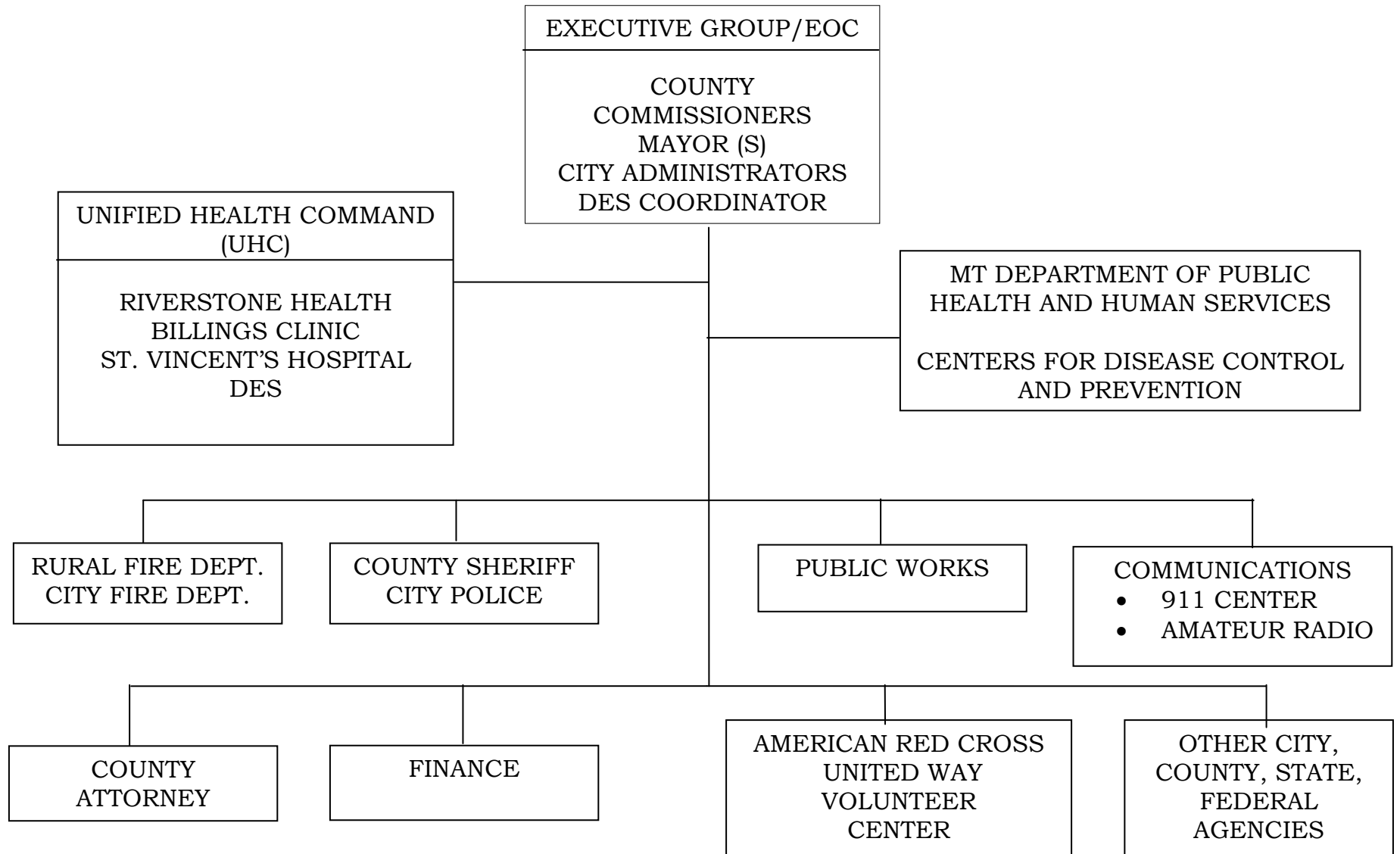
NOTE: The signatures on the promulgation documents at the beginning of the EOP will suffice as signatures for the Basic Plan.

TAB 1 INCIDENT COMMAND ORGANIZATION

ICS 207



TAB 2 EMERGENCY ORGANIZATION CHART



APPENDIX 1 ABBREVIATIONS & DEFINITIONS

A. ABBREVIATIONS

AAR/BOE	Association of American Railroads/Bureau of Explosives
ALS	Advanced Life Support (a component of EMS)
AMR	American Medical Response (ambulance company)
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
BIA	Bureau of Indian Affairs
BLS	Basic Life Support (component of EMS)
CAER	Community Awareness and Emergency Response – a subcommittee of the LEPC inclusive of the Citizens Corps.
CAP	Civil Air Patrol
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CEB	County Emergency Board
CEO	Chief Executive Officer
CERCLA	Comprehensive Environmental Response Compensation and Liability Act of 1980
CERT	Community Emergency Response Teams
CHEMTREC	Chemical Transportation Emergency Center
DEQ	Department of Environmental Quality
DES	Disaster and Emergency Services (Civil Defense – Emergency Management)
DHS	Department of Homeland Security

DNRC	Department of Natural Resources and Conservation
DOE	Department of Energy
DOT	Department of Transportation
EAS	Emergency Alerting System
EMA	Emergency Management Agency
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	U.S. Environmental Protection Agency
EPI	Emergency Public Information
ERG	Emergency Response Guide
ESF	Emergency Support Functions (components of the NRF) See Appendix in Resource Management Annex
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FRA	Federal Railroad Administration
FSA	Farm Service Agency
HAZMAT	Hazardous Materials
HSUS	Humane Society of the United States
IC	Incident Commander
ICS	Incident Command System
LEPC	Local Emergency Planning Committee

LGDIM	Local Government Disaster Information Manual
MCA	Montana Codes Annotated
MSDS	Material Safety Data Sheets
MTEOC/ECC	Montana Emergency Operations Center/Emergency Coordination Center
MTDES	Montana Disaster and Emergency Services
MTDEQ	Montana Department of Environmental Quality
NAWAS	National Warning System
NIMS	National Incident Management System
NOAA	National Oceanographic and Atmospheric Administration
NRF	National Response Framework (Federal Disaster Plan)
NRT	National Response Team
NUDETS	Nuclear Weapon Detonations
NWS	National Weather Services
OSHA	Occupational Safety and Health Administration
PIO	Public Information Officer
PF	Protection Factor (for radioactive fallout)
PUD	Public Utilities Department
RACES	Radio Amateur Civil Emergency Services (Amateur Radio Operators)
RADEF	Radiological Defense
RDO	Radiological Defense Officer
RSVP	Retired Senior Volunteer Program

SA	Salvation Army
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act of 1986, Title III, Emergency Planning and Community Right to Know, Environmental Protection Agency
SECC	State Emergency Coordination Center (Helena, MT)
SERC	State Emergency Response Commission
SOP	Standard Operating Procedure
TICP	Tactical Interoperable Communications Plan
UHC	Unified Health Command
USDA	U.S. Department of Agriculture
UWVC	United Way Volunteer Center
WMD	Weapons of Mass Destruction
YARES	Yellowstone Amateur Radio Emergency Service (Amateur Radio)
YC	Yellowstone County
YCDES	Yellowstone County Disaster and Emergency Services

B. DEFINITIONS

ANNEX: A plan element that is devoted to one component part of emergency operations and describes the jurisdiction's approach to functioning in that area of activity in response to emergencies caused by any hazard that might affect the community.

APPENDIX: A plan element attached to a functional Annex to provide information on special approaches or requirements generated by unique characteristics of specified hazards identified as being of particular concern to the jurisdiction.

ATTACHMENT: A plan element attached to an appendix to provide more detailed information regarding a unique or special characteristic.

BIOTERRORISM: The deliberate release of pathogenic microorganisms (bacteria, viruses, fungi or toxins) into a community. The most likely diseases associated with bio-terrorism include smallpox, anthrax, botulism, plague, and tularemia. Additionally viral hemorrhagic fever (VHF) viruses such as Lassa, Marburg, and Ebola rarely, if ever, identified in North America, may be deliberately introduced. Other potential agents include brucellosis, western and eastern equine viruses that cause encephalitis, Q fever, glanders, and toxin-producing *Staphylococcus aureus*.

COMMUNICATIONS CENTER: The City/County Dispatch and 9-1-1 Center. City police, ambulance, city fire, rural fire, county sheriff, and DES are dispatched from this one Center.

DIRECTOR, DISASTER AND EMERGENCY SERVICES: The individual who is directly responsible on a day-to-day basis for the jurisdiction's effort to develop a capability for coordinated response to and recovery from the effects of attack-related and other large scale disasters. This person is the link at the local level to the state and national direction, control, and warning system, and; therefore, plays a vital role in our country's preparedness for national security emergencies. This term is synonymous with Emergency Program Manager and Civil Defense Director.

DISASTER: Means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or manmade cause.

EMERGENCY: Means the imminent threat of a disaster causing

immediate peril to life or property which timely action can avert or minimize.

EMERGENCY OPERATIONS CENTER: A place that consists of the members of the legislative/executive body and/or administrative staff of the jurisdiction in which the incident occurs. Primary responsibilities are resource coordination, mutual aid requests, finances, emergency declarations, public information, and general policy direction.

EMERGENCY OPERATIONS PLAN (EOP): A plan that states the method or scheme for coordinated actions to be taken by individuals and government services in the event of natural, man-made, or attack-related disasters. It describes a jurisdiction's emergency organization and its means of coordination with other jurisdictions. It assigns functional responsibilities to the emergency organization, and it details tasks to be carried out as accurately as possible. A resource annex and plan identifies the available personnel, equipment, facilities, supplies, and other resources in the jurisdiction that may be required during a disaster.

EVACUATION: A protective action -- moving people from a place of danger to a place of relative safety. A temporary mass movement of people that collectively emerges in coping with community threats, damages, or disruptions.

EXTREMELY HAZARDOUS MATERIAL OR SUBSTANCES: Listed by EPA in CFR 355.20, these materials and substances have been defined as extremely hazardous.

FUNCTION: An area of activity in emergency operations, e.g., firefighting, emergency public information, evacuation. It may combine several, or many, specific tasks or activities.

GENERATOR: Any business that generates hazardous waste or distributes hazardous chemicals (EPA definition).

HAZARD: refers to an extreme event that poses potential risks to human settlements.

HAZARD IDENTIFICATION: defines the magnitude and probability of a hazard that may pose threats to human interests in specific geographic areas.

HAZARDOUS MATERIAL: Any substance or material in a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops, or property when released into the environment.

Materials commonly classified as chemical, biological, radiological, nuclear or explosive (abbreviated CBNRE).

- Chemical: substance that is toxic, corrosive or injurious because of its inherent chemical properties. May include petroleum products, paints, plastics, acids, caustics, industrial chemicals, poisons, drugs and mineral fibers (e.g. asbestos).
- Biological: microorganisms or associated products that can cause disease in humans, animals or economics crops. Includes pathogenic wastes from medical institutions, slaughterhouses, poultry processing plants, imported unprocessed wool fibers, etc.
- Nuclear and Radiological: substance or material emitting ionizing radiation at a level to produce a health hazard. Also included are hazards from accidents/incidents at nuclear power plants.
- Explosive: chemical compound, mixture, or device with primary or common purpose to function by explosion (i.e. substantially instantaneous release of gas and heat).

HAZMAT INCIDENT: Any occurrence that involves a hazardous material.

HOST AREA: That area of a city or state that will host (shelter or feed) citizens who have evacuated their homes because of a disaster or due to risk of direct weapons effects from a nuclear explosion.

INCIDENT COMMANDER: The public person in charge of the incident/accident scene; normally the municipal, district, or area fire chief or his designee.

IN-PLACE SHELTER: Shelter for persons in-place or at their present location. Also "button up" is a term used whereby people are not evacuated, but stay in their own homes or businesses, & close windows & doors & shut off HVAC equipment.

INNER PERIMETER: A "4 block or 1/4 mile" boundary around a hazmat incident whereby entry and exit is controlled and evacuation may take place.

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS): Provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size,

location, or complexity, in order to reduce the loss of life and property and harm to the environment.

OUTER PERIMETER: An "8 block or ½ mile" boundary around hazmat incident.

RELEASE: Means any spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment of any hazardous chemical, extremely hazardous substance, or CERLA hazardous substance.

RISK: is probability of suffering harm from a hazard.

RISK ANALYSIS: estimates the probable degree of injury & damage that may result from the exposure of people & property to a hazard in a given area over a specified time interval.

RISK AREA: That area of a city, county, or state that is at risk from the direct effects of a nuclear weapon explosion.

SHELTER-IN-PLACE: People shelter-in-place or at their present location. Also "button-up" is a term used whereby people are not evacuated, but stay in their own homes or businesses.

TERRORISM: The unlawful use of force or violence against persons or property for the purposes of intimidating or coercing a government, the civilian population or any segment thereof, in the furtherance of political or social objectives. Domestic terrorism involves groups or individuals whose terrorist activities are directed at elements of our government or population without foreign direction. International terrorism involves groups or individuals whose terrorist activities are foreign-based and/or directed by countries or groups outside the US or whose activities transcend national boundaries.

VULNERABILITY: Is the susceptibility of human settlements and the environment to the harmful impacts of hazards.

VULNERABILITY ASSESSMENT: Characterizes the populations and property exposed to hazards in specific areas and estimates the impact that will result from the hazard at various intensities.

DISTRIBUTION LIST

<u>COPY</u>	<u>ORGANIZATION</u>
Original	Yellowstone County DES Office*
1	American Red Cross
2	American Medical Response
3	FSA, Yellowstone County Emergency Board
4	Billings Assistant City Administrator
5	Billings City Administrator*
6-13	Billings Communications Center*
14-15	Billings Fire Department*/DES Deputy Director*
16	Billings MET Transit
17-18	Billings Police Department
19	Billings Public Utilities Department
20	Billings Public Works
21	RiverStone Health*
22	Billings Clinic
23-25	Emergency Operations Center*
26	Humane Society of the United States
27	Laurel Ambulance
28	Laurel Police Department
29	Laurel Public Works
30	Laurel Volunteer Fire Department*
31	Lockwood Fire District
32	Logan International Airport, ACFR
33	Mayor, City of Billings and Clerk
34	Mayor, City of Broadview and Clerk
35	Mayor, City of Laurel and Clerk
36	Montana Highway Patrol
37	Montana DES
38	Montana District 5 DES
39	Parmly Billings Library
40	St. Vincent Hospital & Health Care Center
41	United Way of Yellowstone County
42	Yellowstone County Board of County Commissioners
43	Yellowstone County Clerk and Recorder (on file)*
44	Yellowstone County Extension Agent
45	Yellowstone County Sheriff
46	Yellowstone County Public Works
47	Yellowstone County DES Director*
48	YARES
49-53	Yellowstone County DES Office*
54-60	Yellowstone County DES office

*EOP with all Appendices

ANNEX A DIRECTION AND CONTROL/EOC

A. PURPOSE

To provide direction and control for emergencies and to establish responsibilities and procedures for EOC operations.

B. SITUATION AND ASSUMPTIONS

1. **SITUATION.** The Billings/Yellowstone County EOC is located in the basement of Fire Station #1 at 2300 9th Avenue North, Billings, Montana. This EOC does not meet the FEMA criteria regarding protection from blast and radiation effects of nuclear weapons. The City/County Communications and Dispatch Center is in the same building as the EOC. The procedures for activating the EOC are a separate SOP to this plan.
2. **ASSUMPTIONS.** Most emergency situations are handled routinely by the emergency service agencies of Yellowstone County. Most major emergencies can be managed at the field level under established procedures of the emergency services agencies. However, many management activities can be coordinated at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks and provide call relief to the dispatch center. In most large scale disaster situations, centralized direction and control, i.e., activation of the EOC coupled with the Incident Command System (ICS) or the National Incident Command System (NIMS) is the most effective approach to management of emergency operations.

C. CONCEPT OF OPERATIONS

1. **GENERAL.** In accordance with Title 10, Montana Codes Annotated, the Yellowstone County Commissioners are directly responsible for maintaining a DES program that will reduce risk and the loss of lives and property in case of disaster. A County Resolution further assigns responsibility for coordinating the DES program to the Director, YCDES.

The “National Incident Management System” including the “Incident Command System” will be in effect at the scene of any incident, and those responsible for on-scene actions will utilize that System for preparedness, response, and training

purposes. Reference Appendix 1 to this Annex to determine Incident Command responsibilities.

Consideration is given to the possibility of a number of separate disaster sites each requiring attention at the same time (such as four or five flooded communities, several wildfires in different locations, etc.). Incident Commanders will be cautioned by EOC officials to be aware of the potential for several competing calls for resources as they set up their on-scene incident command post.

2. EMERGENCY PHASES. (Although there are five phases in Emergency Management, this annex addresses three applicable phases).
 - a. Preparedness. DES will review and maintain a "Hazards Analysis or Risk Assessment" listing the potential hazards in Yellowstone County. Yellowstone County's Pre-Disaster Mitigation Plan identifies the hazards with the greatest risk as follows (in order of greatest risk):

NATURAL HAZARDS	MANMADE HAZARDS
1. Flood	1. Transportation/Mobile Incident
2. Wildfire	2. Hazardous Materials Incident/ Accident-Fixed
3. Wind/Hail/Tornado	3. Terrorism/Bio-Terrorism
4. Winter Storms	4. Civil Disturbance/Riot/Labor Unrest
5. Drought	5. Enemy Attack
6. Insect Infestations	
7. Urban Fire	
8. Dam Failure	
9. Expansive Soil/Landslide	
10. Earthquake	
11. Volcanic Ash	

This EOP plus any separate SOP to respond to these disasters will be developed and maintained by YCDES in this preparedness phase.

- b. Response. Depending upon the situation the EOC will be activated by the DES Director and those officials required to support the Incident Commander will be notified to report to the EOC. It is understood that

when activated, the EOC becomes the focal point for all response activities for all departments and agencies. If necessary, the Chairperson of the Board of Commissioners or the Mayor(s), or their designees, may issue an order that all activities shall be conducted through the EOC. The Chairperson of the Board of County Commissioners or YCDES will report the disaster status to the Governor via MTDES, especially if and when the situation exceeds the resource capability of Yellowstone County. The DES Director shall establish contact with his counterparts in other jurisdictions affected by the same event. Mutual aid will be requested, as necessary. The DES Director shall provide the County Commissioners, Mayor(s) and the Annex Chiefs with a briefing, including the nature of the threat, the likelihood of containment with local resources, and the methods of obtaining additional help. The Emergency Alerting System (EAS) will be activated by the DES Director through the National Weather Service when the situation warrants. Outdoor alerting sirens will be sounded for immediate warning. See the Alerting and Warning Annex. All public information will be disseminated from the EOC and from the designated PIO.

- c. Recovery. Procedures necessary during the recovery phase, per the "Local Government Disaster Information Manual" (LGDIM), will be reviewed by the DES Director. The DES Director will be the community's authorized agent and will be responsible for the maintenance of the Damage Survey Report files and status. The DES Director will be responsible for the closeout of the EOC and submitting a written summary of activities and conducting a critique as necessary.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. CITY AND COUNTY DEPARTMENTS AND AGENCIES. City and county departments, department heads, and agencies shall perform actions as outlined in the applicable EOP Annexes. It shall be the responsibility of the DES Director to supply the responsible elected or appointed official heading each department or agency with information regarding their role in preparing, maintaining, and implementing the EOP. Following is a summary of disaster responsibilities for DES:
 - a. The Disaster and Emergency Services (DES) Director will:
 1. Brief County Commissioners and/or Mayor(s) on situation; review EOC Operations with Annex Chiefs; serve as liaison between the EOC and rest of the world. Coordinate activity of all individuals in the EOC. Provide support and resources to the IC.
 2. Establish a maximum EOC shift of 12 hours for all participants and provide the County Commissioners with a suggested staffing pattern to perform the EOC functions.
 3. Maintain the readiness of the alerting equipment at the Warning Center and provide training for Center employees.
 4. Monitor the utilization of private sector resources and assist Annex Chiefs in maintaining the necessary fiscal records. Ensure all commitments are made in accordance with procedures established by state and federal agencies that might offer reimbursement or other assistance.
 5. Be responsible for integrating the Radiological Protection Activities unique to nuclear attack with those related to transportation or other incidents involving radioactive materials. Be responsible for the maintenance of the Radiological Defense Annex and for the availability of trained Radiological Defense Officers if and when a nuclear crisis warrants.
 6. Be responsible for maintenance of the Resource List that identifies available resources for any disaster. He shall serve as the Resource

Manager for most disasters.

7. Ensure that initial damage assessment is made by the first Yellowstone County representative or appropriate city official to arrive at the scene. Public Works will follow up with damage assessments once the EOC is activated. Prepare an overall damage assessment for the County Commissioners and/or Mayor(s). In anticipation of a possible Presidential Disaster Declaration, all final Damage Assessment Reports will be in the federal "Damage Survey Report" (DSR) form or its substitute.
 8. Be responsible for keeping the Montana DES Division informed on resource deployment, and will be responsible for the timely and accurate requesting of any state or federal assistance.
 9. Be responsible for making certain the EOP is reviewed and updated as necessary and/or after a major disaster. Annex Chiefs will assist for their own particular Annex.
- b. The Deputy Director, DES will:
1. Maintain close liaison with the DES Director and divide the workload as the situation dictates. In the absence of the Director, initiate actions as called for in the EOP.
 2. Develop a staff and shift schedule and assure each Annex Chief position and the EOC key positions are staffed on a 24 hour a day basis.
 3. Make certain visual display boards are installed and necessary personnel are assigned to maintain a flow of information. Maintain contact with Annex Chiefs to assure timely collection and posting of situations each is handling.
 4. When the EOC is activated, agree upon a schedule of briefings and monitor the activities of the Commissioners, DES Director, and PIO to make certain this schedule is followed.
 5. Take special precautions to collect and save all records -- including the makeshift notes taken on scrap paper. Everything that can contribute to accurate reconstruction of all activities and events is to be saved.

6. Perform other duties as assigned by the DES Director or other officials.

E. ADMINISTRATION AND LOGISTICS

1. **COMMUNICATION CENTER AND PRIMARY EOC.**
All emergency services are dispatched on a 24 hour basis from the City of Billings/County of Yellowstone Communications Center. This Center is located in the Billings Fire Department Station #1 at 2300 9th Avenue North, Billings. The EOC is located in the basement of this same facility.

Yellowstone County does not have an EOC meeting the Federal Emergency Management Agency requirements for radiation protection (PF100) and, therefore, does not have a FEMA approved EOC. The concept of centralized coordination requires that this EOP provide for the functions of the EOC. Direction and Control for overall disaster operations will emanate from the EOC and Direction and Control at the field will come from the IC.

2. **ALTERNATE EOC.** An alternate EOC, meeting FEMA requirements could be established in the basement of the Billings City Hall or the basement of the County Courthouse. Other non FEMA approved alternate sites could be any facility of the city or county. Radio and telephone communications are the key ingredients for EOC operations. The incident could also determine the site of an EOC -- rural areas of the county may be better served on-site by a Mobile EOC or Communications vehicle.
3. **MOBILE EOC.** Yellowstone County has access to a Mobile Communications Van that could serve as a mobile EOC if the incident would warrant. The county (through DES) has a van maintained by the Minuteman SAR with city and county emergency radio channels. The Mobile EOC is capable of establishing basic EOC functions anywhere in Yellowstone County, and can serve to "relocate" should events and/or conditions make the initial EOC selection impossible. The airport and Billings Police also have mobile vans that could serve as an alternate field EOC.
4. **PROCEDURES FOR RELOCATING.** Upon any threat to the continuity of the EOC, it is the responsibility of the DES

Director to move the EOC to a suitable alternative location and to affect the orderly transfer of EOC operations from the original site to a place of safety. Given the flexible nature of the Mobile EOC and the lack of suitable radiation protection to meet FEMA nuclear attack requirements, the exact location of any alternate EOC is determined by the nature and location of the event, and the availability of the necessary facilities to support EOC operations.

F. PLAN DEVELOPMENT AND MAINTENANCE

The maintenance of this Annex is the responsibility of YCDES. All Annexes are directly related to the Direction and Control Annex and, therefore, Annex Chiefs should develop procedures to support and enhance this Annex.

G. AUTHORITIES AND REFERENCES

1. Pre-Disaster Mitigation Plan – Yellowstone County 2004 & 2011 (projected).
2. NIMS and ICS.
3. Appendix 1, Agency/Dept Responsible for IC
4. Appendix 2, EOC Staffing Roster
5. Appendix 3, EOC SOP

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

APPENDIX 1 AGENCY/DEPARTMENT RESPONSIBLE FOR IC

**AGENCY/DEPARTMENT RESPONSIBLE FOR INCIDENT
COMMAND FOR NAMED DISASTERS**

HAZARD	CITY OF BILLINGS	CITY OF LAUREL	CITY OF BROADVIEW	YELLOWSTONE COUNTY
NATURAL:				
Flooding	Police	Police	Sheriff	Sheriff
Wildfire	----	----	Fire	Area Fire Dept
Wind & Hail Storms	Police	Police	Sheriff	Sheriff
Tornado	Police	Police	Sheriff	Sheriff
Winter Storm	Police	Police	Sheriff	Sheriff
Drought	----	----	Sheriff/DES	Sheriff/DES
Insect Infestation	----	----	----	DES/Extension
Urban Fire	Fire	Fire	Fire	Area Fire Dept
Dam Failure	Police	Police	Sheriff	Sheriff
Expansive Soil	Public Works	Public Works	Public Works	Public Works
Landslides	Public Works	Public Works	Public Works	Public Works
Earthquake	Police/Fire	Police/Fire	Sheriff/Fire	Sheriff/Fire
Volcanic Ash	Police/Fire	Police/Fire	Sheriff/Fire	Sheriff/Fire
MANMADE:				
Transportation/Mobile	Police	Police	Sheriff/Fire	Sheriff/Fire
Hazardous Materials	Fire	Fire	Fire	Fire
Terrorism/Bio-Terrorism	Police	Police	Sheriff	Sheriff
Civil Disturbance/Riot	Police	Police	Sheriff	Sheriff
Enemy Attack	DES	DES	DES	DES
OTHER:				
Utility Outage	Police	Police	Sheriff	Sheriff
Airplane Crash	Fire	Fire	Sheriff/Fire	Sheriff/Fire
Refinery Disaster	Fire	Fire	----	Refinery/Fire Dept
Health	RiverStone Health	RiverStone Health	RiverStone Health	RiverStone Health

NOTES:

1. The respective governments will have their chief executives (mayor, city administrator, commissioners) and agency chiefs in the EOC as needed. The DES office will provide coordination in most incidents. A unified command composed of several agencies is most common and most effective.
2. Crashes on airport property will be under control of Airport Manager.
3. The County Coroner has sole control of the bodies and personal effects after the first response is completed and he is responsible for disposal of remains.
4. In most emergencies, there will be a unified command of law enforcement and fire.

APPENDIX 2 EOC STAFFING ROSTER/CALL LIST

(Reference Resource Annex)

The following is a listing of the agencies/individuals (or designees) who would be required to staff the EOC for a worst case disaster affecting all Yellowstone County:

1. DES Director and Deputy.
2. Board of County Commissioners, Yellowstone County.
3. Mayor - City of Billings, City of Laurel (may operate their separate EOC), Town of Broadview (may operate their separate EOC).
4. Billings City Administrator.
5. Billings Fire Chief.
6. Billings Police Chief.
7. Public Works Director.
8. Communications Center Supervisor.
9. Yellowstone County Sheriff.
10. County Health Officer.
11. City and County Finance Directors.
12. MET Transit Director.
13. American Red Cross.
14. EMS (Local Ambulance Director).
15. Unified Health Command
16. Radiological Defense Officer (if necessary)
17. Public Information Officer (if appointed).
18. County and City Legal Advisors.
19. Local Utility Company/Refinery Representative.
20. State DES/Highway Patrol/Health/National Guard Liaisons /DNRC.
21. Federal Agencies (DHS, FEMA, EPA, etc.).

APPENDIX 3 EOC SOP

**EMERGENCY OPERATIONS CENTER
STANDARD OPERATING PROCEDURES
(SOP)**

See Separate Document

ANNEX B ALERTING AND WARNING

A. PURPOSE

This Annex provides for the capability to warn the public of any imminent or occurring disaster and to disseminate national attack and/or emergency information to all warning points in Yellowstone County.

B. SITUATION AND ASSUMPTIONS

1. **SITUATION.** A key responsibility of local government is to alert the general public of a threatening disaster. The need to warn the general public is common to all hazards. Hazards vary in predictability and speed of onset. Time available for warning may vary from ample to none.
2. **ASSUMPTION.** A good warning system is one of the community's most valuable emergency management assets, having great potential for saving lives and preventing injuries. The Billings Communications Center and the backup Laurel Dispatch Center operate 24/7/365 prior to the onset of all emergencies, thereby being able to disseminate the warning to key officials and the general public.

C. CONCEPT OF OPERATIONS

1. **GENERAL.** Alerting and Warning includes notification of YCDES and key officials in city and county government(s) and alerting the general public to ensure that they are aware of a dangerous situation. There are overlaps in the functions of Direction and Control, Communications, Warning, and Emergency Public Information. This Annex focuses on notifying the general public of an immediate threat to their safety and alerting local officials having emergency management responsibilities.
2. **DIRECTION AND CONTROL.** When time permits, e.g., in slowly developing disasters, the decision to disseminate warning will be made by the YCDES, Communication Center or EOC. The Warning Officer is the Communications Center Manager or On-Duty Supervisor responsible for implementation. The Warning Officer reports to the Billings Fire Chief who is in turn responsible to the Billings City Administrator.

Warning can also be initiated by the field Incident Commander. Any situation calling for a substantial number of private citizens to be warned will be reported to YCDES.

Fire and law enforcement officials are authorized to carry out large scale warning, evacuation, and shelter operations on their own initiative in accordance with Incident Command procedures. Requirements for coordination of such operations throughout local government are covered in this plan. Liaison is maintained with local industries of high hazard potential (refineries, chemical storage warehouses, etc.) to ensure warning and communications coordination.

3. SOURCES OF INFORMATION THAT MAY NECESSITATE WARNING OF THE PUBLIC. Reports of situations that may endanger the public come from a variety of sources, including private citizens, responding emergency services personnel, the National Warning System (NAWAS), the Emergency Alerting System (EAS), the National Weather Service, the major news wire services, government agencies, industries, and utilities.
4. DISSEMINATION OF WARNING. Depending on the characteristics of the hazard and the size and population of the area threatened, one or more of the following facilities and techniques will be used to warn the public:
 - a. Outdoor alerting sirens throughout Billings and Yellowstone County.
 - b. Mass media, i.e., radio and television, through the Emergency Alerting System.
 - c. NOAA weather radio and weather wire.
 - d. Mobile sirens of sheriff, police, and fire department vehicles.
 - e. Reverse 911
 - f. Door-to-door sweeps by emergency services personnel.
 - g. Telephone and cellular phone.
 - h. Radio, telephone, and law enforcement network to neighboring counties. Reference Appendix 1.
5. WARNING OF A DELIBERATE, UNAUTHORIZED OR ACCIDENTAL LAUNCH OF A NUCLEAR WEAPON. Although the risk of nuclear war between the superpowers has reduced over the years, a threat just as great is the deliberate, unauthorized or accidental launch of a nuclear weapon potentially from a third world country. The alerting and warning procedures for such an event are identical to an attack warning outlined in the "Emergency Alerting and Warning Procedures".

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The organization for the warning function in

Yellowstone County is the same as the emergency organization. See Tab 2 of the Basic Plan.

2. ASSIGNMENT OF RESPONSIBILITIES.

- a. Warning is a function of YCDES and the Communications Center of Billings/Yellowstone County and the City of Laurel.
- b. The Yellowstone County Sheriff's office, Rural Fire Departments, City Police and Fire units will mobilize mobile sirens as necessary to alert the general populations, or parts thereof, of an existing or impending disaster.

E. ADMINISTRATION AND LOGISTICS

1. FIXED SIRENS. A system of sirens exists in Billings, Laurel and Yellowstone County. The sirens are activated from the Billings/Yellowstone County Communications Center and/or the Laurel Communications Center.

In addition, several volunteer fire departments and industrial facilities have sirens and whistles that are part of their outdoor warning system.

2. EMERGENCY ALERTING SYSTEM (EAS). The local broadcast stations serving the Yellowstone County are part of the South Central Montana EAS Operational Area. A separate SOP, "Emergency Alerting System\EAS" for the South Central Montana Operational Area is maintained by MTDES.
3. NOAA WEATHER RADIO. Severe weather information alerts threatening public safety or any other hazardous condition can be broadcast over the local weather frequencies.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is maintained by YCDES. The Billings and Laurel Communications Centers will assist with the warning functions outlined therein.

G. AUTHORITIES AND REFERENCES

1. Appendix 1 “Billings and Yellowstone County Emergency Alerting and Warning Standard Operating Procedures (SOP)”
2. Emergency Alert System/EAS for the South Central Montana Operational Area.

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Anne Kindness, Billings Dispatch Center

APPENDIX 1 ALERTING & WARNING SOP

**BILLINGS & YELLOWSTONE COUNTY
EMERGENCY ALERTING AND WARNING
STANDARD OPERATING PROCEDURES
(SOP)**

See Separate Document

APPENDIX 2 EAS

**EMERGENCY ALERT SYSTEM/EAS
FOR SOUTH CENTRAL MONTANA OPERATIONAL AREA
(SOP)**

See Separate Document

ANNEX C COMMUNICATIONS

A. PURPOSE

This Annex:

1. provides for the coordination of all communication activities during emergency/disaster operations involving Yellowstone County;
2. describes the primary and backup methods of communications between the EOC, the City/County Communications Center, and emergency response agencies;
3. describes the methods by which information will be collected and disseminated to ensure effective communications during an emergency/disaster, including coordination with private resources.

B. SITUATION AND ASSUMPTIONS

1. SITUATION. Essential to the orderly and efficient management of any emergency/disaster is the establishment of an effective and reliable communications system to collect information in order to be able to make informed decisions.
2. ASSUMPTIONS. As the primary warning point for Yellowstone County, it is the duty of the Billings Communications Center to notify officials whose responsibility it will be to manage the emergency/disaster, and to provide trained personnel to facilitate the flow of information and proper operation of radio and telephone equipment.

C. CONCEPT OF OPERATIONS

During an emergency/disaster, communications directly concerned with management of the incident will take priority over all other functions. It may be necessary to augment the communications force with additional equipment for establishing special communications channels and coordination of other local communications groups with the EOC managers. It may be necessary to temporarily suspend those functions not directly related to the emergency, and redirect those efforts toward managing the emergency.

The radio units in the EOC are a backup system to the radio consoles in the Communications Center. These radios are operational and need testing periodically to ensure continued operability.

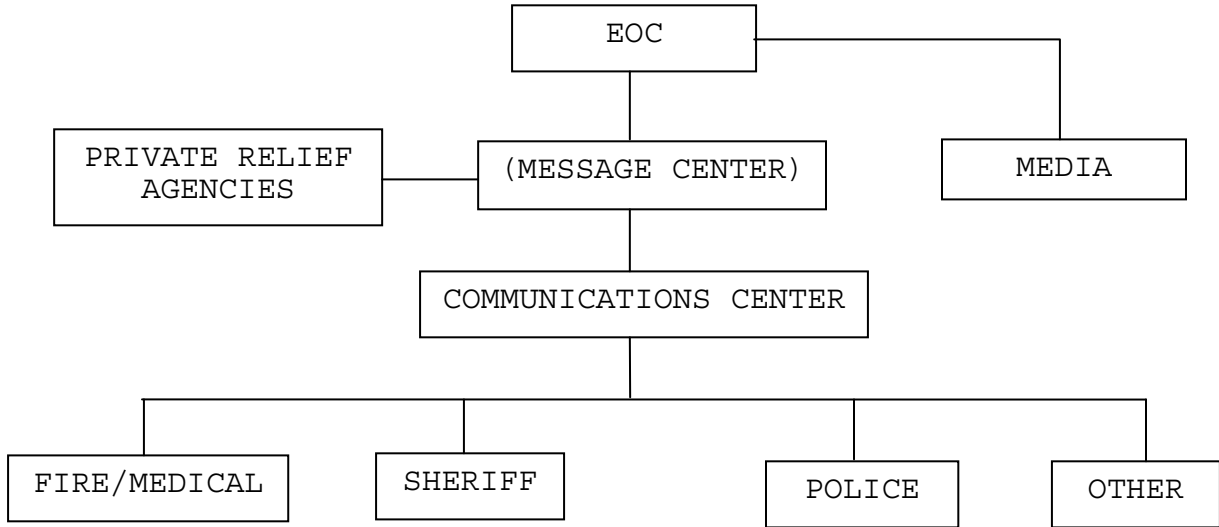
The telephone system in the EOC is active via live jacks throughout. The telephone lines are extensions of the fire department system and need only to have phone sets plugged into the jacks. Phone sets are available in the EOC. Also reference the EOC Activation SOP.

If the National Guard is activated in Yellowstone County, portable, temporary military communications can be set up to coordinate military/civilian operations. If the Guard has a separate headquarters, communications between their HQ and the EOC will be set up utilizing the most effective method.

Communications of local private resources, when needed for coordination, will be set up in the EOC or between their office(s) and the EOC. Again, the best method will be used (telephones, RACES, company radios, etc.).

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. During an emergency/disaster communications may be directed into and out of the EOC through a message center to the Communications Center and to emergency response field units and other private agencies providing assistance to the public. This organization can be as follows:



The Communications Center is a division of the Billings Fire Department, and is under the direction of the Fire Chief. The Communications Center Manager is responsible for maintaining equipment and supervising personnel on a routine basis. During an emergency, the Communications Center Manager would primarily be responsible for providing additional or backup personnel and equipment to facilitate radio and telephone communications. The Communications Center Manager would direct those activities and coordinate the flow of communications between the EOC, the Communications Center, and emergency response units.

If a message center is set up, several employees or volunteers can be designated to answer phones, receive, log, and transfer all messages into and out of the EOC by runners. This function can also be accomplished via computer.

2. ASSIGNMENT OF RESPONSIBILITIES

a. Communication Officer (Communications Center Manager).

1. The Communications Officer will establish and maintain adequate radio/telephone communications for emergency response units. Day-to-day, as well as in an emergency, the existing network of local emergency radio units (fire, police, EMS, sheriff, mobiles, base stations, portables, and pagers) are maintained and tested to determine operability. The EOC radios would be used as a backup or for small scale disasters. A mobile communications vehicle is available for use in Yellowstone County. It has the City of Billings and Yellowstone County emergency frequencies in various radios. A cellular vendor has also agreed to provide additional cellular phones.

Communications from the EOC to fallout shelters would be via telephone (if operational) or amateur radio (RACES) operators.

2. To establish radio/telephone communications between the EOC and neighboring counties and between the EOC and MTDES offices in Helena, a variety of methods could be used:
 - a. Telephone/Fax/Cell Phone
 - b. Radio
 - c. E-mail
 - d. RACES - packet and/or voice.
3. To establish means to communicate with the hearing impaired the Communications Center has the necessary equipment.
4. To establish a message center and message-handling center, a room could be set up either in the vicinity of the Communications Center dispatch area or in a section of the EOC in the basement, whichever is thought to be most appropriate for the situation.

5. With the assistance of YCDES, the Communications Staff will assist and support RACES communications. Separate amateur radio units are installed in the EOC to provide primary and backup communications locally, statewide, and nationwide. The packet radio system utilizing data transmissions through a portable computer may be available in the EOC to accomplish this goal.
- b. Amateur Radio Operators / YARES / RACES
The Yellowstone Radio Club may provide the following:
1. Supplemental communications for the Billings/Yellowstone County EOC, ARC, NWS, the hospitals and other locations as necessary.
 2. Emergency phone patches in areas outside of Yellowstone County when the local phone system fails;
 3. Point-to-point, floor to floor, office to office, and building-to-building communications when the phone system fails;
 4. Field spotter and watch networks;
 5. Communications on behalf of Yellowstone County residents into disaster areas outside of Yellowstone County;
 6. Riders with radios for emergency vehicles not equipped with radios.

E. ADMINISTRATION AND LOGISTICS

Communications is a vital part of day-to-day local government emergency response operations. The normal administrative support including space, maintenance, supplies, maps, equipment, and personnel is addressed by an interlocal agreement between Billings and Yellowstone County. During a disaster, the support to the Communications Center and the EOC continues and is supplemented by YCDES. If needed, off-duty radio and telephone personnel, as well as volunteers may be called to staff EOC radio units if other EOC personnel cannot handle the workload.

Message forms can be developed by the Communications Officer and supplied to the EOC as necessary.

As upgrades to communications equipment is contemplated, the necessity for emergency operations will be considered and appropriate systems planned and purchased. The City/County Communications Advisory Board has a direct part in all communications systems planning and as such coordination with this group is mandatory.

F. PLAN DEVELOPMENT AND MAINTENANCE

YCDES and the City of Billings Communications Center Manager are responsible for developing and keeping this Annex current. Nearly all Annexes are directly impacted by this Communications Annex. Therefore, all Annex Chiefs should familiarize themselves with the contents of this Annex and coordinate their communication needs with the Communications Officer and YCDES.

G. AUTHORITIES AND REFERENCES

1. Appendix 1, DES Direction & Control Backup VHF Radio
2. Yellowstone County Urban Area Tactical Interoperable Communications Plan (TICP)

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Ron Glass, YARES

On File in DES office
Anne Kindness, Manager
Communications Center

APPENDIX 1 DES D&C / BACKUP VHF RADIO – EOC

ZONE 1 – YELLOWSTONE CO				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	STONE
1	DES WEST LSN	158.865	155.880	114.8 TX
2	DES EAST DUN	158.865	155.880	141.3 TX
3	DES CUSTER	158.865	155.880	156.4
4	BROWN MA	155.820	155.820	
5	SHERIFF EAST	158.910	154.785	107.2
6	SHERIFF WEST	159.210	156.210	107.2
7	SHERIFF LKWD	156.210	159.210	
8	PW WEST	159.045	156.105	
9	PW EAST	159.135	156.165	
10	BLGS PD1	155.010	155.610	98.8
11	AIRPORT FIRE	154.115	154.115	192.8
12	LAUREL PD	151.325	155.835	
13	LAUREL EMS	155.100	153.875	
14	LAUREL PW	155.055	155.055	
15	MSUB POLICE1	155.010	155.010	
16	MSUB POLICE2	155.130	155.130	
17	MSUB POLICE3	155.610	155.610	
ZONE 2 – YC FIRE DEPT				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	STONE
1	BROADVIEW	154.145	154.145	
2	CUSTER	155.385	155.385	
3	LAUREL RPTR	150.805	154.325	110.9
4	LAUREL SMPLX	154.190	154.190	
5	LOCKWOOD1	158.775	154.010	156.7
6	LOCKWOOD2	154.400	154.400	114.8
7	LOCKWOOD3	154.220	154.220	123.0
8	MOLT	158.955	154.385	186.2
9	SHEPHERD	154.445	154.445	
10	WORDEN	155.220	155.220	
11	BLGS FIRE2	153.770	154.340	192.8

ZONE 3 – FIRE MA				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	RED	154.070	154.070	
2	CORAL	154.265	154.265	
3	SCARLET	154.295	154.295	
4	GOLD	153.905	153.905	
5	MAROON	154.280	154.280	
6	RUBY	153.830	153.830	
7	GARNET	159.345	159.345	
8	BROWN	155.820	155.820	
9	YELLOW	151.220	151.220	
10	ORANGE	151.400	151.400	
ZONE 4 – LAW MA				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	GOLD	153.905	153.905	
2	BLUE	155.475	155.475	
3	SILVER	155.790	155.790	
ZONE 5 - EMS				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	AMR	150.775	155.295	127.3
2	LAUREL	155.100	153.875	
3	LOCKWOOD	158.775	154.010	156.7
4	SHEPHERD	154.445	154.445	
5	WORDEN	155.220	155.220	
6	MA WHITE	155.280	155.280	
7	MA TAN	155.340	155.340	
8	MA PINK	155.385	155.385	
9	MA GRAY	155.325	155.325	
ZONE 6 – SAR MA				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	VIOLET	155.160	155.160	
2	PURPLE	155.220	155.220	
ZONE 7 – FED CHANNELS				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	BLM BULL	171.1625	166.0875	141.3 N
2	BLM WILD HSE	171.1625	166.0875	123.0 N
3	BLM LONE TRE	171.1625	166.0875	114.8 N
4	BLM GRIZZLY	171.1625	166.0875	136.5 N

5	BIA PRYOR RPR	167.125	166.275	114.8
6	FED IOP 1	151.1375	151.1375	
7	FED IOP 2	154.4525	154.4525	
8	FED IOP 3	155.7525	155.7525	
9	FED IOP 4	158.7375	158.7375	
10	FED IOP 5	159.4725	159.4725	
ZONE 8 - INTEROP MT				
ZONE 9 - NWS				
CHANNEL	AGENCY	TRANSMIT	RECEIVE	TONE
1	WEATHER CHAN		162.550	

ANNEX D EMERGENCY PUBLIC INFORMATION (EPI)

A. PURPOSE

To provide a capability through all available media to disseminate accurate and timely information on potential and actual emergencies/disasters to the citizens of Yellowstone County and to give these citizens an information base for sound emergency survival and preventive actions.

B. SITUATION AND ASSUMPTIONS

1. SITUATION

- a. Yellowstone County has continuing programs which use the mass media to provide needed and desired information about local government activities and services to the general public.
- b. During periods of emergency, the public needs detailed information regarding protective action to be taken for minimizing loss of life and property. There are times, however, when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard. For this reason it is important that prior to the occurrence of an emergency the public be made aware of potential hazards and the protective measures that can be employed.
- c. In major emergency situations, there will be large numbers of media representatives seeking information about the situation and about response actions. It is the policy of Yellowstone County to cooperate fully with the media to provide complete and accurate information. Yellowstone County has developed procedures in cooperation with local news media to disseminate emergency information to the public via the EAS. However, a large emergency will also attract regional and national media representatives.

2. ASSUMPTIONS.

- a. During emergency situations, the general public will demand information about the emergency situation and instructions on proper survival/response actions.
- b. The media will demand information about emergency

situations. The local media, particularly broadcast, will perform an essential role in providing emergency instructions and up-to-date information to the public. Depending on the severity of the emergency, or the media's perception of the severity of the emergency, regional and national media will also cover the story and demand information and comments from local officials.

- c. Depending on the severity of the emergency, telephone communications may be sporadic or impossible. Local and regional radio/television stations without emergency power may also be off the air.
- d. Demand for information may be overwhelming. Sufficient staff needs to be provided and trained.

C. CONCEPT OF OPERATIONS

- 1. GENERAL. The Public Information Officer (PIO) will be directly involved in the warning process. In large scale disasters or disaster threats, the PIO will disseminate emergency instructions and information to the public in the following order of priority:
 - a. Lifesaving/health preservation instructions.
 - b. Emergency status information.
 - c. Other useful information, originated by the government or in response to media inquiries.

In both the response and recovery phases of the emergency, the PIO may employ a Joint Information Center (JIC) and an On-Scene PIO, as appropriate and possible, depending on the nature and size of the disaster.

During the recovery phase, attention will be focused on restoring channels of communication with the public. Appropriate information will be released, particularly on the restoration of essential services, travel restrictions, and assistance programs available. When time allows, actions taken during the emergency will be assessed and this Annex will be revised as necessary.

- 2. DIRECTION AND CONTROL. In Yellowstone County when the emergency organization is activated, the PIO is an integral part of the Direction and Control organization. The PIO reports directly to the

County Commissioners/Mayors and/or City Administrator and advises Annex Chiefs on communication with the media and public. The EOC makes such decisions as establishment of a JIC and deployment of On-Scene Public Information Teams in coordination with other levels of government and private organizations.

3. COORDINATION OF PUBLIC INFORMATION. For proper coordination in a large scale emergency, it is essential that EPI be released from a single point (normally the EOC and/or Incident Commander) to assure consistency and authenticity. If state and federal officials become involved, Yellowstone County will cooperate and provide appropriate support for a JIC.

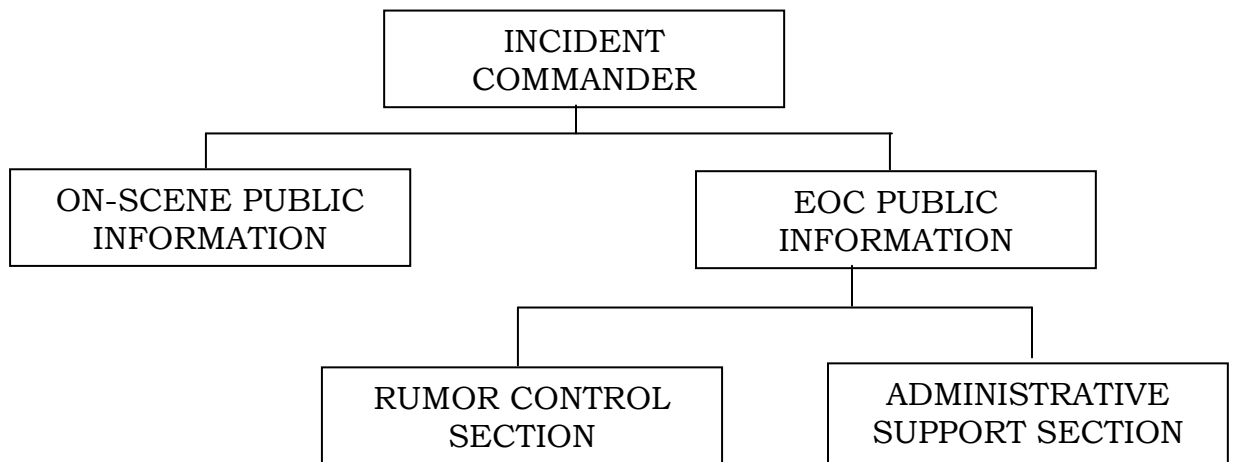
The Incident Commander will be the On-Scene PIO on small scale emergencies. On large scale emergencies, the Incident Commander will appoint a PIO and/or forward media inquiries to the EOC. In either case, EPI will be released from a single location.

It is desirable that the public information representatives of local private agencies, such as the refineries, hospitals, American Red Cross, Salvation Army, and utility companies, join in releasing EPI through the single coordination point, the EOC.

If Montana DES activates its Emergency Public Information Center at the EOC in Helena or the Governor's Office, the county PIO will coordinate EPI with the state PIO. The Governor's Office may be a releasing point to the media, in coordination with the state EOC or JIC at the scene. The state PIO will coordinate with Federal Emergency Management Agency (FEMA) and provide EPI staff support to local jurisdictions on request. The FEMA PIO will provide information on federal response efforts and assistance programs and will coordinate with state and local PIO's. Federal information should be integrated into the local or state news releases.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. For most disaster situations, EPI can be handled by the YCDES Director. For large scale disasters, however, a county PIO may be appointed or a CEO may serve in that capacity. An organization could be as follows:



2. ASSIGNMENT OF RESPONSIBILITIES

- a. All Yellowstone County and City Departments.
 1. When the EOC is activated, provide information concerning operations to the PIO and issue all emergency information to the news media and the public through the PIO to assure proper coordination.
- b. PIO.
 1. Rapidly release emergency instructions and information to the public through all available means from a single location, the EOC or on-scene. Standby EPI materials for disasters, including nuclear attack, are included in the Appendix to this Annex.
 2. Receive all calls from the media and the public concerning the emergency situation and respond with official information or relay calls to the EOC staff members, as appropriate.

3. Obtain reports or situation summaries from the EOC staff to maintain current estimates of the situation.
4. Prepare news releases and press conferences as necessary.
5. Conduct situation briefings for visitors, media, etc., as appropriate.
6. Coordinate with the on-scene PIO, as appropriate.
7. Arrange interviews with key personnel when requested by media and when possible without interfering with response operations.

E. ADMINISTRATION AND LOGISTICS

1. The PIO is assigned space in the Yellowstone County EOC in the JIC/PIO area. Needs for communications, supplies, and equipment are covered in the EOC SOP. If practical in a given emergency situation, the PIO/YCDES Director can continue to work in the DES office, which is readily accessible to the County EOC.
2. When the EOC is activated, a media room will be set up in close proximity to the EOC and announced to the media.
3. The Billings phone directory and the EAS Plan give the media resources for this area.
4. A major activity of the PIO in non-emergency times is the development and refinement of EPI materials, such as camera-ready copy for newspaper supplements, video and audio tapes for use through the electronic media.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is developed and maintained by the Yellowstone County Public Information Officer and/or YCDES. Hazard specific EPI materials are maintained by the PIO and coordinated with the appropriate department of local government.

G. AUTHORITIES AND REFERENCES

1. Appendix 1, EPI Materials for Natural Disasters
2. Appendix 2, Standby EPI Materials for Threat of Nuclear Attack

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

Vacant, YC PIO

APPENDIX 1 EPI MATERIALS FOR NATURAL DISASTERS

EPI MATERIALS FOR NATURAL DISASTERS: FLOOD, TORNADO, RANGE (WILDLAND) FIRE, HAZARDOUS MATERIAL, EARTHQUAKE AND WINTER STORM (BLIZZARD). The following information can be given directly to radio and/or TV for broadcast or scroll.

FLOOD

1. THE NATIONAL WEATHER SERVICE HAS WARNED THAT CONDITIONS ARE RIGHT FOR POSSIBLE FLOODING ON RIVERS AND CREEKS IN THE YELLOWSTONE VALLEY. BEGIN NOW TO PREPARE FOR HIGH WATER IF YOU LIVE IN A FLOOD PRONE AREA.

2. RISING WATER HAS BEEN NOTED ON THE RIVER GAUGES. FLOOD STAGE IS _____ FEET ON THE _____. THIS IS THE TIME TO REMOVE LIVESTOCK AND EQUIPMENT TO HIGHER GROUND, PREPARE YOURSELF TO RELOCATE, CLEAR THE BASEMENT OF ITEMS THAT COULD BE DAMAGED BY FLOOD WATER.

3. THE _____ HAS REACHED FLOOD STAGE AND IS RISING. RESIDENTS LIVING IN THE _____ SHOULD EVACUATE THE AREA NOW. THE RED CROSS HAS ESTABLISHED SHELTERS AT _____. PLEASE LEAVE THE FLOOD DANGER AREA NOW AND REPORT TO THE SHELTER REGISTRATION POINT. EVERYONE LEAVING THE FLOOD AREA SHOULD STOP AT _____ TO REGISTER, WHETHER OR NOT YOU WILL STAY AT THE SHELTER. RESCUERS NEED TO KNOW WHERE ALL RESIDENTS OF THE FLOOD AREA ARE.

4. RESIDENTS ARE BEING ALLOWED TO RETURN TO THE _____ AREA WHICH HAS EXPERIENCED FLOODING. PLEASE DO NOT DRINK THE WATER FROM YOUR TAPS WITHOUT BOILING IT FIRST. RESIDENTS OF THE _____ AREA MAY NOW RETURN TO THEIR HOMES.

EPI MATERIAL

TORNADO

TORNADO WATCH

1. A TORNADO WATCH HAS BEEN INITIATED BY THE NATIONAL WEATHER SERVICE. CONDITIONS ARE RIGHT FOR TORNADOS TO DEVELOP. BE AWARE OF THE DANGER, STAY TUNED TO THIS CHANNEL, OR LISTEN TO YOUR LOCAL RADIO FOR FURTHER INFORMATION.

TORNADO WARNING

2. A TORNADO HAS BEEN SIGHTED AT _____ AND IS DANGEROUS. IF YOU LIVE IN THAT AREA, TAKE COVER IMMEDIATELY. LISTEN TO YOUR BATTERY-OPERATED RADIO FOR INSTRUCTIONS. A SAFE PLACE WOULD BE IN YOUR BASEMENT, UNDER A WORK BENCH OR SIMILAR HEAVY PIECE OF FURNITURE. IF YOU HAVE NO BASEMENT, GO TO A ROOM, SUCH AS A CLOSET OR BATHROOM, IN THE CENTER OF YOUR HOUSE, AWAY FROM WINDOWS AND WAIT OUT THE STORM. PLEASE STAY IN YOUR SAFE AREA UNTIL THE "ALL CLEAR" IS GIVEN.

EPI MATERIAL

WILDLAND FIRE

1. A WILDLAND FIRE HAS BEEN LOCATED AT _____. IT IS BURNING TOWARD _____. THE WINDS IN THE AREA ARE OUT OF _____ AT _____ MILES PER HOUR. RESIDENTS OF THE _____ AREA SHOULD GATHER THEIR FAMILY MEMBERS AND PREPARE TO EVACUATE ON SHORT NOTICE.

2. A WILDLAND FIRE IS ENDANGERING THE _____ AREA. RESIDENTS SHOULD EVACUATE THEIR HOMES NOW. THE SHELTER REGISTRATION POINT IS LOCATED AT _____. RESIDENTS OF THE _____ AREA SHOULD LEAVE THEIR HOMES NOW AND REPORT TO THE SHELTER REGISTRATION POINT AT _____. PLEASE CHECK INTO THE SHELTER REGISTRATION POINT SO FIRE FIGHTERS WILL KNOW YOU ARE SAFE. POST A NOTICE ON YOUR FRONT DOOR THAT YOU HAVE LEFT.

3. THE WILDLAND FIRE WHICH ENDANGERED THE _____ AREA HAS BEEN CONTAINED. RESIDENTS MAY NOW BEGIN TO RETURN TO THEIR HOMES.

EPI MATERIAL

HAZARDOUS MATERIALS/CHEMICALS (TWO OPTIONS)

1. EVACUATION: A HAZARDOUS MATERIAL RELEASE/ACCIDENT HAS OCCURRED AT _____. THE CHEMICAL HAS BEEN IDENTIFIED AS _____/HAS NOT BEEN IDENTIFIED. PLEASE TAKE THE FOLLOWING PRECAUTIONS IF YOU ARE IN THE DANGER ZONE DEFINED AS:

- a. IMMEDIATELY EVACUATE OUT OF THE DANGER ZONE.
- b. REPORT INTO A RED CROSS SHELTER AT _____. PLEASE CHECK IN AT THIS SHELTER REGISTRATION POINT, EVEN IF YOU DO NOT NEED SHELTER, SO EMERGENCY PERSONNEL WILL KNOW YOU ARE SAFE.
- c. STAY TUNED TO RADIO OR TV FOR FURTHER INSTRUCTIONS OR FOR AN ALL CLEAR SIGNAL.

2. SHELTER IN PLACE: A HAZARDOUS MATERIAL RELEASE/ACCIDENT HAS OCCURRED AT _____. THE CHEMICAL HAS BEEN IDENTIFIED AS _____/ HAS NOT BEEN IDENTIFIED. PLEASE TAKE THE FOLLOWING PRECAUTIONS IF YOU ARE IN THE DANGER ZONE DEFINED AS _____:

- a. IF YOU'RE INSIDE A HOME OR BUSINESS, STAY INSIDE. IF NOT, SEEK SHELTER IMMEDIATELY.
- b. ONCE INSIDE, CLOSE ALL WINDOWS AND DOORS.
- c. TURN ON RADIO OR TELEVISION FOR INSTRUCTIONS.

d. TURN OFF ALL HEATING, VENTILATION, AND AIR CONDITIONING EQUIPMENT.

e. (IF APPLICABLE) PUT OUT FIREPLACE FIRES WITH WATER AND CLOSE THE DAMPER.

f. HAVE A DAMP, FOLDED CLOTH HANDY IN CASE YOU'RE TOLD TO COVER YOUR MOUTH & NOSE TO PREVENT BREATHING IN HAZARDOUS MATERIALS.

EPI MATERIAL

EARTH QUAKE

1. AN EARTH QUAKE HAS JUST OCCURRED AT _____. AFTER SHOCKS ARE COMMON FOLLOWING SUCH AN EVENT. REMAIN INDOORS, UNDER A HEAVY PIECE OF FURNITURE, LIKE A TABLE, UNTIL AFTER THE SHAKING HAS STOPPED. MOST INJURIES HAPPEN AT THE DOORWAY FROM EXTERIOR PARTS OF THE BUILDING FALLING DOWN. BE ALERT FOR THE SMELL OF NATURAL GAS. IF THE SMELL IS PRESENT, LEAVE THE BUILDING NOW, LOOKING UP AS YOU EXIT THE DOOR TO AVOID FALLING OBJECTS. LISTEN TO YOUR BATTERY POWERED RADIO FOR FURTHER INSTRUCTIONS, OR STAY TUNED TO THIS CHANNEL IF YOU ARE SAFE INSIDE THE BUILDING WHERE YOU ARE.

2. AN EARTH QUAKE HAS OCCURRED AT _____. SHELTERS ARE BEING ESTABLISHED AT _____. IF YOU HAVE HAD TO LEAVE YOUR BUILDING, PLEASE REPORT TO ONE OF THESE SHELTERS. THIS WILL ASSIST RESCUE TEAMS TO ACCOUNT FOR PEOPLE IN THE AREA. PLEASE REPORT TO A SHELTER EVEN IF YOU PLAN TO STAY WITH FRIENDS TO ALLOW RESCUERS TO COMPLETE THEIR HEAD COUNT.

EPI MATERIAL

BLIZZARD

1. THE NATIONAL WEATHER SERVICE HAS WARNED THAT CONDITIONS ARE RIGHT FOR A BLIZZARD IN THE _____ AREA. RESIDENTS OF THAT AREA SHOULD LIMIT TRAVEL TO ESSENTIAL TRIPS ONLY. STAY TUNED FOR UPDATED INFORMATION.

2. A BLIZZARD IS IN PROGRESS IN THE _____ AREA. TRAVEL IS NOT RECOMMENDED UNTIL THE HIGH WINDS SUBSIDE AND ROADS CAN BE CLEARED. WIND VELOCITIES OF _____ MILES PER HOUR WILL CAUSE BLOWING SNOW, BUT ALSO A WIND CHILL FACTOR OF _____. THIS IS A POTENTIALLY DANGEROUS STORM IN THE _____ AREA.

3. THE BLIZZARD HAS SUBSIDED. PLOWS ARE AT WORK CLEARING HIGHWAYS AND COUNTY ROADS. HOLD OFF TRAVEL UNTIL ROADS HAVE BEEN CLEARED.

APPENDIX 2 EPI MATERIALS FOR THREAT OF NUCLEAR ATTACK

A. PURPOSE

This Appendix includes EPI instructions for dissemination during a crisis, and for urgent broadcast upon Attack Warning, concerning the need (1) to put shelterees in the maximum protective facilities for radioactive fallout and blast; and (2) to take fire prevention and control actions. These actions are essential whether people are sheltered in home basements or in public shelters. All media and communities will disseminate this material both during a crisis and upon receipt of Attack Warning. A camera-ready shelter plan and other standby materials that have been developed to inform the public about the nuclear attack hazard.

B. EMERGENCY PUBLIC INFORMATION INSTRUCTIONS ON SHELTER PROTECTIVE POSTURE AND FIRE PREVENTION AND CONTROL

These materials will be (1) disseminated by all available news media during a period of international crisis; and (2) via EAS stations upon receipt of Attack Warning.

1. HOME SHELTER. People who plan to seek protection in their own homes should take the following actions:
 - a. Improve the fallout protection of the home if it has a basement. If there is no basement, consider construction of an expedient shelter. Note that an expedient shelter can provide good blast as well as fallout protection, possibly permitting survival within two miles or less of a nuclear burst.
 - b. Gather supplies that would be needed for up to two weeks survival if sheltered in the home (food, water, medicines, bedding, clothes, sanitation container, battery-powered radio, etc.).
 - c. To prevent fires caused by nuclear weapon explosions:
 1. Cover windows with aluminum foil, whitewash, or some other opaque substance, if available, and close window blinds, drapes, or shades. This will help to prevent ignition of interior furnishings by the heat flash of the weapon.
 2. Fill tubs or other containers with water for use as auxiliary water supply and self-help firefighting.

- d. If Attack Warning is received, people in risk areas (Billings/Laurel area of Yellowstone County) who take shelter in their homes:
 - 1. Take shelter sitting or lying down in the corner of the basement that is farthest below ground. This provides the best fallout protection, and also the best protection against blast. (Do not stay in the middle of the basement.)
 - 2. If there is no basement, take shelter by lying down in the middle of the house, surrounded on all sides and overhead by furniture (and boxes or dresser drawers filled with earth), to provide some protection against low level blast and fallout radiation. Line the protected area with mattresses and blankets.

- e. If a nuclear weapon explodes and affects the house:
 - 1. Immediately go through the house and check for small fires (or ignitions) caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the windows, etc. You could have 10 or 20 minutes in which to extinguish ignitions -- before these could grow into a fire that might destroy the house. Fallout (from the weapon that caused the ignitions) would not arrive until about 15-20 minutes after the explosion.
 - 2. After checking for ignitions and extinguishing any found, return to the best fallout protected part of the house. Listen for information on the radio concerning the degree of fallout hazard in the area. If the fallout level is high, people may have to stay in sheltered areas for one to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter. In areas that receive heavy fallout, it may be necessary for people to move 20-40 miles away, after leaving shelter, to an area that has much less fallout.
 - 3. If the house received severe damage, it may have been partly collapsed into the middle of the basement, or even blown away -- yet most people in basements might have survived. Survivors in basements would need to improve fallout protection -- by adding as much overhead

protection as possible, in the corner of the basement, using planks and other materials from the partly destroyed house.

2. PUBLIC SHELTER. People who plan to seek protection in larger buildings (that is, in public shelters) should take the following actions:
 - a. Gather supplies that would be needed for up to two weeks survival in the public shelter (food, water, medicines, bedding, clothes, battery powered radio, etc.).
 - b. Since there would be no assigned Shelter Manager, survival of people in the shelter could depend on someone taking charge and acting as Shelter Manager -- including taking the immediate actions outlined below.
 - c. In risk areas (Billings/Laurel area) it would be critically important for acting Shelter Managers to take the following actions as soon as possible after Attack Warning and arrival of people in the shelter:
 1. For fire prevention, people should be sent immediately to each floor of the building to close all window blinds or curtains.
 2. Put all shelter occupants in the best blast protection posture immediately; sitting back-to-back about two feet from outer walls of basement, or near columns -- not beneath unsupported parts of basement ceilings. Where necessary to occupy upper floors, shelterees should lie down in the central part of the building, out of line of flying glass and debris, and hold onto each other.
 3. If the building is affected by a nuclear explosion, immediately send people to each floor of the building to check for ignitions caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the window, etc. People could have 10-20 minutes in which to extinguish ignitions -- before these could grow into a fire that might destroy the building. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 - 20 minutes after the explosion.
 4. After checking for ignitions and extinguishing any found,

return to the best fallout protected part of the building.

- d. In both high risk (Billings/Laurel area) and low risk areas (rural Yellowstone County area), it would be urgent for acting Shelter Managers to take the following actions:
 1. Place shelter occupants in maximum fallout protection posture promptly upon arrival: In high risk areas, this will result to a large degree from placing shelterees in the blast protection posture outlined above. In low risk areas, acting Shelter Managers should place as many people as possible in basements; where it is necessary to occupy upper floors, shelterees should be placed in central part of buildings, avoiding areas with windows.
 2. Should an attack occur and fallout be deposited in the locality, acting Shelter Managers should take action to identify locations within shelters providing the best fallout protection, by use of radiological monitoring instruments, if available. The acting Shelter Manager should look for a set of civil defense radiological monitoring instruments. If a set is located, it should include instructions, "How to Use Your Radiological Instruments to Find the Best Shelter and to Minimize Your Exposure to Radiation".
 3. If instruments are not available, the acting Shelter Manager should still try to locate the best protected areas possible for the shelterees. The best protected areas are generally below ground areas first and the central core areas of larger buildings second (except for the top couple of floors and the first or second floors up from ground level).
 4. Acting Shelter Managers should assure maximum use of best protected space. This may involve crowding shelterees in best protected areas. Depending upon the weather, this may result in high heat and humidity developing, which can in turn result in dangerous heat exhaustion. If heat and humidity problems develop, acting Shelter Managers must move some shelterees to less protected parts of the shelter, if possible rotating shelter occupants to and from such areas.
 5. The acting Shelter Manager should assure that some of

the shelter occupants listen for information on the radio concerning the fallout hazard in the area. If the fallout level is high, people may have to stay in shelter for one or up to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter -- possibly to an area 20-40 miles away, that received less fallout. The acting Shelter Manager should organize this movement.

ANNEX E LAW ENFORCEMENT

A. PURPOSE

To maintain law and order throughout Yellowstone County in times of emergency/disaster utilizing all available law enforcement resources.

B. SITUATION AND ASSUMPTIONS

1. **SITUATION.** Emergencies are of a wide variety but all have in common potential danger for life and property, confusion, disruption of normal living, and potential for human confrontation. Law enforcement is the visible representation of authority, safety, and guidance in an emergency.

Since emergencies are varied, the response must be varied in considering the need, potential for danger, possibility of evacuation, need for medial assistance, need for maintaining peace and order, as well as initial communication and on-going cooperation with other responders to the emergency. Further, when the emergency is over, law enforcement has the responsibility for continued protection of life and property and keeping of order.

2. **ASSUMPTIONS.**
 - a. The Sheriff's Office personnel and allied law enforcement agencies, primarily the Billings Police and Laurel Police, have sufficient training in disaster and emergency response to deal with most any situation.
 - b. The Sheriff's Office, Billings Police and Laurel Police have a cooperation plan developed to request and receive emergency assistance from each other.
 - c. The Sheriff's Office responds to the emergency or disaster in the area of the county where primary law enforcement responsibility is established and, at the request of city law enforcement agencies, responds to assist within incorporated cities who have their own law enforcement organizations.

- d. The Sheriff's Office has personnel on duty to deal with initial response. In the event the emergency or disaster demands additional personnel, off duty and reserve personnel are called as outlined in office policy and procedure.

C. CONCEPT OF OPERATIONS

1. **GENERAL.** Understanding the statutory responsibility of law enforcement and the need for emergency response and coordination of response efforts, law enforcement will take immediate and necessary measures.

Quick assessment of the danger and/or potential for danger will be used to determine the amount and resource for initial response. Continuing assessment of the situation will be used to determine the need for additional emergency response units.

The Sheriff has law enforcement jurisdiction within the border of the county and is a state peace officer. Law enforcement agencies within incorporated city boundaries and in adjoining counties are the responsible authority in their respective jurisdictions.

2. **DIRECTION AND CONTROL.** Notification to government of an emergency/disaster will probably be received through law enforcement or secondarily to law enforcement from fire or other emergency response units. Law enforcement is the first to arrive on the scene in most cases and has a responsibility of making quick assessment of the disaster, need for further response, determining the extent of response in potential for long term emergency operations. Depending on the disaster, i.e.; hazardous material, fire, explosion, weather related, terrorism, nuclear, etc.; law enforcement must determine whether existing on duty personnel will be able to handle the situation or if off-duty and reserve personnel need to be summoned.

The initial responding law enforcement unit is in command until relieved by a superior officer or agency with primary responsibility as outlined in office policy and procedure. (Succession of command is outlined in office policy and procedures.) The officer/deputy in charge is acting as the Sheriff until that authority is assumed by the Sheriff at the scene or by other designated officers in the chain of command.

The officer/deputy in charge will direct further response, make assessment of the situation, and initiate an Incident Command post. Additional law enforcement officers from the Sheriff's Office, Montana Highway Patrol, local city police, FBI or from other counties may be requested depending on the need, totality of the circumstance, and availability of personnel. Request for assistance from other agencies outside the Sheriff's Office jurisdictional boundaries will be made by the Sheriff, or the County Commissioners through mutual aid as outlined in the Montana Codes Annotated.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The Yellowstone County Sheriff is an elected officer of county government with the responsibility to provide law enforcement services to the public. The Cities of Billings and Laurel have separate police departments and appointed police chiefs.

Initial response can be activated through the city/county communication system. The system will, by policy and procedure, have control of and determine the need and agency to respond to an emergency/disaster (fire, EMS, law enforcement, DES, etc.).

2. RESPONSIBILITIES. Law Enforcement maintains law and order to save life and protect property and the environment.

In major emergencies the responding agency with the authority/responsibility over the emergency/disaster will assume Incident Command. Other responding emergency units will coordinate and cooperate with the Incident Commander. The Sheriff or Undersheriff and Police Chief(s) will coordinate their efforts in the EOC, once activated.

Depending on the emergency/disaster and the extent of response, law enforcement will be responsible for:

- a. maintaining law and order,
- b. traffic control, in and out of hazard area,
- c. control of restricted areas as identified by EOC or IC,

- d. protection of vital facilities as identified by EOC,
- e. alerting and warning support via mobile sirens,
- f. radiological monitoring and decontamination support,
- g. liaison and coordination with other law enforcement agencies,
- h. evacuation of citizens from hazard areas,
- i. maintaining custody and control of prisoners in the Detention Facility as well as potential evacuation,
- j. aerial rescue support,
- k. medical rescue support.
- l. coordination with the Joint Terrorism Task Force (JTTF) and the Montana All Threat Intelligence Center (MATIC).

E. ADMINISTRATION AND LOGISTICS

Law enforcement is a vital and integral part in emergency operations and, therefore, must have representation in the EOC through the Sheriff and/or respective city police chiefs*. Small scale incidents can be directly managed from the EOC using the radio units installed. Supplies and equipment to provide law enforcement functions is the responsibility of the agency (just as it is in day-to-day operations). Any peculiar resource or additional resources required will be provided through the EOC. All such requests will be well documented to support any financial reimbursement. Any EOC supplies unique to law enforcement should be provided by the respective agency in the EOC.

Up-to-date training of staff is essential to maintain knowledge and effectiveness. Disaster and emergency training will be integrated into the training of the Sheriff's Office and police departments.

*NOTE: Laurel Police may set up separate EOC operations at Laurel and coordinate with the Billings/Yellowstone County EOC.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by the Yellowstone County Sheriff's Office in coordination with the Billings and Laurel Police Departments.

G. AUTHORITIES AND REFERENCES

Terrorism Annex U and Appendix

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Mike Linder, Sheriff

On File in DES office
Rich St. John, Chief
Billings Police

On File in DES office
Rick Musson, Chief
Laurel Police

ANNEX F FIRE AND RESCUE SERVICES

A. PURPOSE

The purpose of the fire service is to utilize all necessary available resources to protect life and property from fire and other emergencies.

B. SITUATION AND ASSUMPTIONS

1. The Billings Fire Department and rural fire departments manage emergency fire operations with the National Incident Management System (NIMS) including the Incident Command System (ICS).
2. Large scale and/or multiple fire incidents (city and/or county) are supported through the Emergency Operations Center (EOC).
3. The City of Laurel Fire Department will conduct their own fire operations in coordination with the EOC.

C. CONCEPT OF OPERATIONS

1. Using NIMS, ICS and, if needed, the EOC, local fire personnel and city/county officials will establish a system to integrate fire and rescue resources from other districts that may respond.
2. Fire and rescue personnel will be deployed to the location of greatest need. Rescue of the injured and threatened can take place while a public warning is disseminated. All emergency support services will be alerted to dangers associated with any hazardous materials in the fire during emergency operations.
3. The IC and the EOC will receive continuous updates of risks from sector commanders.
4. Those provided public shelter shall receive continued protection from fire and hazardous materials, with a sufficient number of people at each shelter designated as fire/emergency control personnel.
5. Search operations will begin with fire personnel supported by local search and rescue operations of law enforcement. Only those entities and personnel qualified with the appropriate training and personal protective equipment should be allowed to conduct search operations in collapsed buildings, burning buildings or hazmat situations, etc.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The jurisdiction's fire department, organized using the ICS, is in charge of all fires within their jurisdictions. Initial response will be activated by the respective dispatch center, and the IC can call for mutual aid from neighboring fire departments.
2. RESPONSIBILITIES. The primary responsibility of the fire service is the rescue of victims and the suppression of fire. The Fire Chief or designee will staff the EOC in major disasters. The Billings Fire Department also maintains a HAZMAT Team for response to incidents in Yellowstone County and Eastern Montana.

E. ADMINISTRATION AND LOGISTICS

1. Administration and logistics will be controlled by the Incident Commander (IC), his logistics officer or in larger incidents, passed on to EOC.
2. The Billings Fire Department can call on mutual aid partners and other agencies available for emergency response.
3. Any EOC administrative needs will be provided by the respective fire departments if the material is unique to the fire service. Other general materials for the EOC will be provided by YCDES. Records will be kept to support possible city, county, state, or federal disaster declarations.

F. PLAN DEVELOPMENT AND MAINTENANCE

The Billings Fire Department with support from the Laurel Fire Department and the County Firewarden will maintain this Annex and develop appropriate procedures and SOP's to implement this Annex.

G. AUTHORITIES AND REFERENCES

1. Appendix 1 Rural Fire Protection Policy and Procedures.
2. Annex Q, Hazardous Materials

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office

Duane Winslow, County Fire Warden

On File in DES office

Paul Dextras, Chief
Billings Fire Department

On File in DES office

Derek Yeager, Chief
Laurel Fire Department

APPENDIX 1 RURAL FIRE SOP

**RURAL YELLOWSTONE COUNTY
FIRE PROTECTION
POLICIES AND PROCEDURES**

See Separate Document

ANNEX G MEDICAL AND PUBLIC HEALTH SERVICES

A. PURPOSE

This Annex provides for the coordinated planning, organization, staffing, and training to address public health and medical problems in Yellowstone County in the event of an emergency.

B. SITUATION AND ASSUMPTIONS

This plan addresses a variety of natural (earthquake, tornado, blizzard, flood, etc) and manmade hazards (terrorism, facility explosion, airplane crash, etc.). As such, this plan provides a basic outline for handling hazards leaving some room for the customization of the event/hazard. There are events not previously experienced in Yellowstone County such as a terrorism event; therefore plans are based on the best research and information currently available.

How quickly the response plan is put into action is dependent on the nature of the event. For example, if there was a case of smallpox in the United States requiring mass immunization, certain elements of the Strategic National Stockpile (SNS) plan are dependent on the Centers for Disease Control and Prevention (CDC) sending the appropriate vaccines and MT DPHHS repackaging and delivering the necessary supplies.

C. CONCEPT OF OPERATIONS

1. General - It is the responsibility of Yellowstone County to protect life, property and the environment from the effects of a disaster. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from state and federal government.

The Disaster Medical Health Plan outlines the local medical response which will likely precede a federal and state response. If a federal or state response is initiated, the activities described in the DMHP will be supplemented by federal resources. Federal response details should be reviewed in the following documents: *The National Response Framework* and the *National Disaster Medical System (NDMS)*

This plan is based upon the concept that emergency functions for city and county agencies involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency.

The general operating philosophy of The City County Health Department doing business as RiverStone Health will not differ during emergency situations from the normal standards of care. By having plans and policies in place which promote mitigation and preparedness, when emergency situations do arise, we will be able to rapidly respond to meet the public health needs of our county. The focus will be on providing population based solutions for the members of the community.

In keeping with the nationwide strategy of “all hazards planning”, this plan addresses all types of emergency situations that may develop. It also accounts for activities before, during, and after emergency operations, enumerated as the phases of emergency management, and adheres to the National Incident Management System (NIMS) standards to the greatest extent possible.

2. Phases of Emergency Management
 - a. Mitigation - Activities designed to either prevent the occurrence of an emergency or to minimize the potentially adverse effects of an emergency.
 - b. Preparedness - Activities, programs, and systems that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
 - c. Response - Activities and programs designed to address the immediate and short term effects of the onset of an emergency or disaster to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.

- d. Recovery - Involves restoring systems to normal.
3. Mutual Aid Agreements - RiverStone Health has a number of mutual aid agreements with local businesses for the use of their facilities, personnel and equipment during an emergency to assist in the care of the population. An example of this is the agreement with the local chapter of the Red Cross to assist in the securing of facilities for an alternative hospital or immunization clinics. MetraPark can also be used for this purpose. RiverStone Health also falls under the auspices of Yellowstone County's MOUs.
 4. Direction and Control - The legal responsibility for emergency management in Yellowstone County belongs to the Chairperson of the Board of County Commissioners. There are four emergency management jurisdictions in Yellowstone County: The County itself, the Cities of Billings and Laurel, and the Town of Broadview. Each of these municipalities is an incorporated city or town and can exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. However, until these jurisdictions establish their own individual emergency management organizations, major emergencies in the respective city/town jurisdiction will be managed by the county level emergency organization (YCDES). The authority governing all EMS services throughout Yellowstone County and any mutual aid services outside of Yellowstone County in time of medical/health emergency will be provided by the Unified Health Command (UHC) and EOC.

The location from which a disaster is managed is called an Emergency Operating Center (EOC). The City of Billings and Yellowstone County have a joint EOC located at 2300 9th Avenue North, Billings, Montana (basement of the HQ Fire Station). This location can also serve the City of Laurel and the Town of Broadview until they designate their own EOC. An alternate EOC for Yellowstone County is the County Courthouse.

The Incident Command System (ICS) will be the governing system to control and coordinate field operations by all agencies involved in the incident/emergency, to insure NIMS compliance.

All requests for assistance, whether state, National Guard or federal, are initiated by YCDES to Montana Disaster and Emergency Services (MTDES) , this would include the supplies from the Strategic National Stockpile.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Health Officer serves as CEO of RiverStone Health. In the event of a disaster the UHC will be activated and involved in decision-making. RiverStone Health staff members will be the primary responders for the department. Depending on the nature of the emergency, clinical and clerical staff may also become part of the response team. RiverStone Health provides the leadership for the UHC, coordinating action with environmental health, the hospitals, and law enforcement.

RiverStone Health will coordinate with other emergency entities primarily through the UHC and YCDES. YCDES will handle coordination with state and federal emergency entities.

In order to coordinate services to address the region's immediate and ongoing health problems, the healthcare providers of Yellowstone County have established a Unified Health Command (UHC), whose purpose is to prevent disease, prepare for events that may affect the health of Yellowstone County residents, and respond to such events as an organized body. RiverStone Health, St. Vincent Healthcare, Billings Clinic and YCDES are the core members of the UHC. Other involved players, including Advanced Care, American Red Cross, Billings Public Schools, law enforcement, amateur radio, and surrounding county public health nurses, etc are members of the Health and Medical Advisory Group (HMAG) which provides recommendations and guidance to the UHC.

Assignment of Responsibilities – RiverStone Health

- a. Coordinate all medical and health disasters including mass casualty events and the formation of an alternative hospital.
- b. Supervise environmental health protection.
- c. Conduct surveillance activities to prevent or minimize the spread of infectious diseases.
- d. Provide immunizations to control communicable diseases.
- e. Establish temporary morgue(s) and coordinate with local mortuaries for burial of the dead.

Communications - RiverStone Health has developed multiple communication lines within the department. Key personnel have access to email as well as pagers and/or cellular phones. Members of the UHC, as well as 911 Dispatch, also have contact information for RiverStone Health personnel. Other members of the UHC have multiple communication methods such as email, pagers, and cellular phones. Please refer to the communications annex of the EOP for more details.

E. ADMINISTRATION AND LOGISTICS

RiverStone Health personnel will provide support and services for a variety of emergency situations. RiverStone Health employs clinical providers, as well as health educators and other public health specialists. These human resources as well as physical resources will be managed internally by departmental administration. Pharmaceutical resources will be managed by the UHC pharmacist. While RiverStone Health will serve as the hub of resource coordination, UHC partners will maintain their organizational independence. RiverStone Health will play an oversight role, identifying needs and coordinating resources for the community.

There are two short term full service acute care hospitals in the county, Billings Clinic, St. Vincent Healthcare. There is also a long term acute care facility in the county, Advanced Healthcare.

The UHC maintains an ongoing dialogue with the infectious disease physicians and the infection control specialists at each hospital as they are members of the UHC. The infection control specialists often serve as liaisons to the physicians affiliated with their facilities and disseminate information. HAN (Health Alert Network) data allows us to contact providers within the county via email and blast fax.

American Medical Response serves as the emergency transportation provider for the county.

F. PLAN DEVELOPMENT AND MAINTENANCE

Overall coordination of the planning process and plan development and maintenance will be carried out by RiverStone Health and reviewed by the UHC periodically (see Disaster Medical Health Plan

introduction). YCDES will also coordinate this plan with state and federal government authorities to the nature and extent they deem necessary.

G. AUTHORITIES AND REFERENCES

1. MCA 10-3-101. Declaration of Policy
2. MCA 50-1-102. General Powers and Duties of the Health Department
3. MCA 50-1-204. Isolation & Quarantine Measures
4. MCA 50-2-118. Powers and Duties of Local Health Officers
5. U.S. Army Soldier & Biological Chemical Command Guidelines, dated 2001 and 2000
6. Resolutions adopted and effectuated in this plan.
7. Appendix 1, Disaster Medical Health Plan

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office

John Felton, President & CEO RiverStone Health

APPENDIX 1 DMHP

DISASTER MEDICAL HEALTH PLAN

See Separate Document

ANNEX H EMERGENCY MEDICAL SERVICES (EMS)

A. PURPOSE

To aid, comfort, and provide medical treatment for the sick and injured in time of disaster.

B. SITUATION AND ASSUMPTIONS

1. SITUATION

Yellowstone County has many EMS providers (ambulances, hospitals, clinics) that have various levels of mass casualty emergency training. YCDES, in cooperation with these EMS providers and the Yellowstone county LEPC, has coordinated and staged disaster drills annually to keep the EMS providers proficient in mass casualty disaster response.

2. ASSUMPTIONS

- a. The potential exists in Yellowstone County for a disaster generating multiple casualties that could overwhelm the day-to-day capabilities of the EMS providers.
- b. EMS providers will use local and state sanctioned triage procedures to sort mass casualties by nature and severity of injury.
- c. Search, rescue, and extrication of victims will be a coordination effort of law enforcement, fire service, and EMS responders.

C. CONCEPT OF OPERATIONS

EMS operations in mass casualty disasters are divided into the following functional areas:

1. **ASSESSMENT.** The first on-scene EMS provider must assess the situation as to number and type of injuries, type of structure(s) and/or vehicle(s) involved, number EMS providers on-scene, command set-up, additional EMS resources anticipated. Based on this assessment, additional EMS equipment and personnel are requested through the IC, and local hospitals are advised as to nature and scope of incident and anticipated number of patients and types of injuries.

2. EXTRICATION. EMS command (on-scene medical person taking charge) needs to evaluate the resources needed for the extrication of trapped patients and their removal to a designated triage area. A decision will need to be made as to a treatment site (on-scene, nearby, etc.) and assure that the site is safe to initiate extrication and treatment. A situational report needs to be given to the IC as to progress of extrication (number of patients extricated) and delivered to the triage area.
3. TRIAGE. This function is to ensure the following:
 - a. The sorting of patients to establish priorities for extrication, treatment, and transportation (although triage during extrication may be difficult and sometimes impossible to accomplish).
 - b. All patients are triaged and tagged with appropriate tag indicating priority of treatment and transport.
 - c. Patients and patient care is transferred to appropriate treatment areas.
 - d. Communication and coordination with treatment, extrication, and fatality areas.
 - e. Coordination of all EMS providers assigned to triage and provide liaison with EMS operation chief and/or the IC.
4. TREATMENT. This function is responsible for on-scene appropriate emergency treatment of patients. (Depending on nature of incident, number of injured, proximity to hospitals; this function may be curtailed or limited in scope.) Other responsibilities would be:
 - a. Establishing priorities for treatment.
 - b. Receiving, treating, and transferring patients from triage to transportation.
 - c. Communicating with transportation to ensure coordinated patient loading.
 - d. Coordinating with all EMS providers assigned to treatment and provide liaison with EMS operations chief and/or the IC.

5. TRANSPORTATION. This function is responsible for transport of patients requiring medical treatment from the incident scene to the hospital and for:
 - a. Establishing patient loading area and communicating with all EMS providers.
 - b. Arranging the appropriate transport vehicles; BLS, ALS, aircraft.
 - c. Maintaining a log of vehicle and patient destination and assigning patients to be transported to each facility. UHC at the EOC will assist with this process.
 - d. Coordinating patient allocation and transportation with treatment and staging.
 - e. Reporting to EMS operations or the IC when last patient has been transported and providing a total count of patients transported to hospitals.

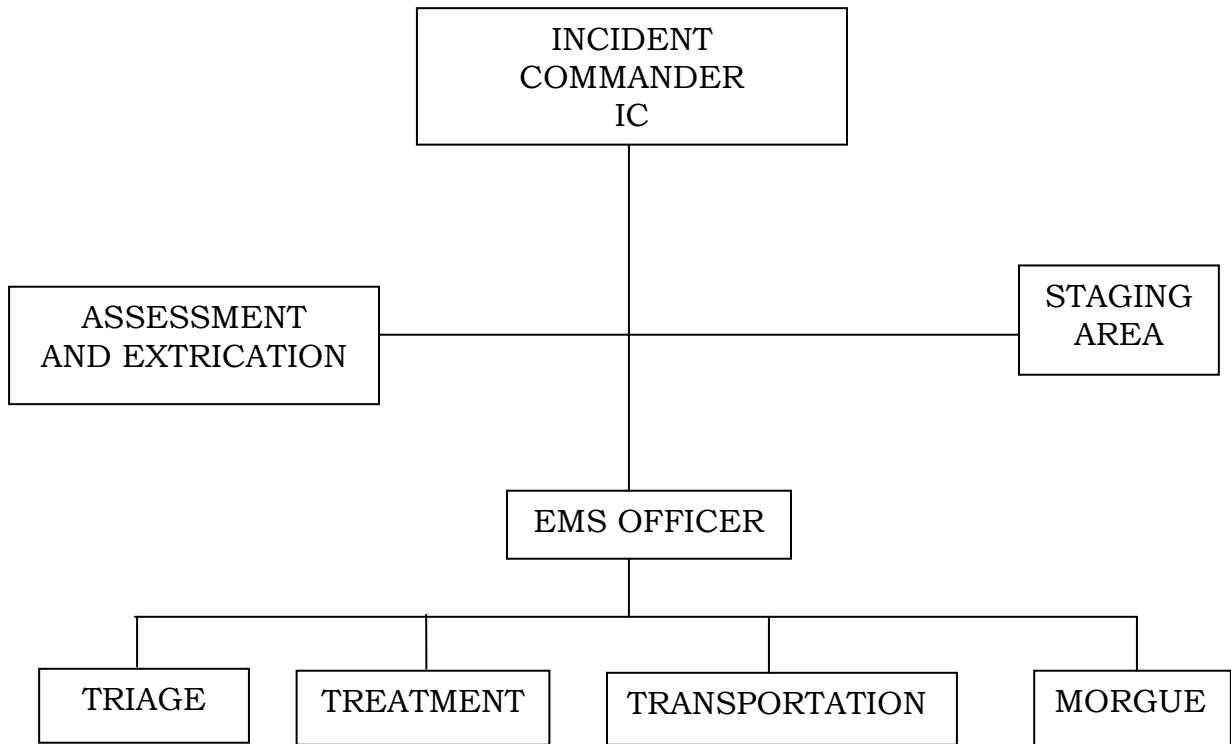
6. COMMUNICATIONS. Establish, maintain, and coordinate medical communications at the incident scene between hospitals, medical control, treatment areas, transportation area, EOC/UHC and transporting ambulances.

7. FATALITY MANAGEMENT AREA. This area is the responsibility of the County Coroner. He is to control access to morgue area and organizes, coordinates, manages, directs morgue functions and ensures the following:
 - a. Establish morgue area remote from triage and treatment areas and not readily available to victims, but accessible to emergency vehicles.
 - b. Access resources needed to manage morgue area.
 - c. Coordinate with law enforcement, coroner, and health and social services.
 - d. Keep identities confidential and maintain records of such to include personal effects, location found, etc.
 - e. Provide security to morgue area.

8. STAGING AREA. This function is responsible for the orderly assembly (in a designated area) and to-the-scene dispatch of vehicles, equipment, and personnel. In more detail this function should:
 - a. Establish a staging area.
 - b. Announce the staging area to the IC; the Communications Center and the UHC (in the EOC) so all responding units will report to staging and not the incident scene.
 - c. Supervise air medical staging in coordination with transportation.
 - d. Update the IC of status of current available units.
 - e. Demobilize when appropriate.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

1. ORGANIZATION. The on-scene EMS organization could appear as follows:



The size of the incident will dictate the need for the type of organization. In most incidents, the EMS officer can also be the Triage Officer and treatment may be combined with triage.

2. ASSIGNMENT OF RESPONSIBILITIES. The responsibilities of the above mentioned EMS personnel are outlined in the Concept of Operations. Other personnel who could be involved with EMS would be the "Critical Incident Stress Debriefers" for psychological support, the American Red Cross and the United Way Volunteer Center for volunteer medical personnel.

E. ADMINISTRATION AND LOGISTICS

1. UHC is allocated space in the EOC. This position can also be filled by the County Health Officer (or designee) and/or Hospital representatives. Any particular health or EMS administrative needs are provided by the Riverstone Health Department. Other general administrative needs are provided by YCDES.
2. Normal EMS practices and procedures to provide medical care and preserve human life will be continued under emergency conditions to every extent practicable.

F. PLAN DEVELOPMENT AND MAINTENANCE

The primary agency responsible for the maintenance of this annex is YCDES with assistance from AMR.

G. REFERENCE

“Disaster Medical Health Plan” Annex G.

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
John Felton, UHC

On File in DES office
Melody Westmoreland, AMR

ANNEX I PUBLIC WORKS AND ENGINEERING SERVICES

A. PURPOSE

To provide, maintain, and restore street, road, and utility service through construction, reconstruction, debris removal, repair, or whatever other means may be necessary.

B. SITUATION AND ASSUMPTIONS

1. SITUATION

- a. Yellowstone County has many miles of streets, roads, and highways, and many vital facilities and utilities that are vulnerable to damage from disaster; and such damage would threaten life and property and have a severe economic impact until such services are restored.
- b. Yellowstone County and the private sector have many resources, including heavy construction equipment, that could be used to recover from a disaster.
- c. If mass fatalities exist, emergency mass burial grave sites may need to be excavated to prevent the spread of communicable disease.

2. ASSUMPTIONS

- a. The resources of city and county government would be available in most disaster situations for debris removal, reconstruction, hazmat neutralization, etc.
- b. Private sector heavy equipment resources would be available to augment city and county resources on a contract basis.
- c. State and Federal resources may be available after the response phase of the disaster and if a formal disaster declaration is approved.
- d. The general public will demand that the streets, roads, highways, and utility services be restored in a timely manner.

- e. The resources of neighboring counties may be available by mutual aid if the disaster is limited to Yellowstone County.

C. CONCEPT OF OPERATIONS

The major responsibility of the Public Works Annex will be during the response and recovery phase of a disaster. In the response phase, the primary emphasis will be on protecting life and property (e.g. diking and rip-rapping a flooded creek to prevent bridge or road washout or homes from being flooded). Applicable city and county resources will be directed by the IC and/or EOC to the areas most damaged or most threatening to life and property. Public property will have a higher priority in response and restoration than private property.

Day-to-day projects using city and county resources may need to be halted to make those resources available to the EOC to manage the disaster. Private sector resources may be utilized when government resources are not available and/or when it is most beneficial or cost effective. When life is at risk, any available resource should be used.

During the recovery phase, the emphasis is placed on restoring services to as near normal as possible. This may involve temporary structures, roads, etc. to allow access to property until a more permanent structure, road, etc., can be designed and constructed. Restoration of major private facilities and utilities will be managed by the individual private company with the YCDES office (authorized agent) monitoring the projects for state and/or federal reimbursement.

The Army Corps of Engineers may provide direct funding for flood control projects before, during, and after floods.

Assistance from the Army Corps of Engineers is requested by YCDES through the MTDES and requires the following prerequisites:

- a. An Emergency Proclamation of Disaster Declaration by the County Commissioners or the Chief Executive;
- b. Maximum use or commitment of local emergency levies; and
- c. A favorable cost/benefit assessment for the use of federal funds.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. Depending on the size and location of the disaster requiring public works, the city and/or county forces could be involved. Jurisdictional boundaries will dictate the city or county service and mutual aid will be requested when needed. The City Public Works Director(s) and/or the County Public Works Director will direct and coordinate repair and restoration work. Their present organization and chain of command will continue during the response and recovery phases and private resources will be responsible to the requesting government.
2. ASSIGNMENT OF RESPONSIBILITIES. This Annex is responsible for (but not limited to) the following activities:
 - a. Setting up emergency barricades, signs, etc., to prevent further damage, protect the site or prevent harm to people. In situations where congregate care shelters or fallout shelters are required to house evacuees, shelter signs will need to be installed or affixed to the building for identification.
 - b. Analyzing and determining restoration costs of the damage to structures, roads, bridges, facilities, etc., and such reported to the EOC and/or DES.
 - c. The protection of vital facilities such as roads, bridges, air fields, water systems, sewage facilities, telecommunication systems, etc. This protection will be coordinated with law enforcement and could involve barricades, fencing, excavation, diking, etc. For hazmat incidents refer to Hazmat Annex.
 - d. In mass fatality disasters, whereby local mortuaries and cemeteries are overwhelmed, excavation of mass burial sites may be necessary. Such sites will be coordinated and directed by the public health officer.
 - e. Clearing debris and disposing of any refuse. This is normally the first activity started during the recovery phase. Streets and property littered with disaster debris will need to be cleared as quickly as possible not only for further rescue operations, but to allow access by residents and businesses.

- f. Provide temporary water and sanitation services. Water tankers for potable drinking water may need to be set up throughout the disaster site and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or latrine trenches may also be necessary.
- g. Demolish hazardous structures if structures are unsafe as determined by the building inspectors.

E. ADMINISTRATION AND LOGISTICS

The City Public Works Director(s) and/or County Public Works Director are assigned space in the EOC and can direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaison can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Annex.)

Payroll and equipment cost accounting needs to be strongly emphasized and needs to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administrative process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

F. PLAN DEVELOPMENT AND MAINTENANCE

The Annex is developed and maintained by the Billings Public Works Director, County Public Works Director, and Laurel Public Works Director with coordination and assistance by YCDES.

G. AUTHORITIES AND REFERENCES

Annex X, Debris Management

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Dave Mumford,
City of Billings Public Works

On File in DES office
Tim Miller, County Public Works

On File in DES office
Kurt Markegard,
City of Laurel Public Works

ANNEX J PUBLIC UTILITIES

A. PURPOSE

1. To provide, maintain, repair underground and above ground utilities (i.e. water and sewer pipelines, sewer lift stations, reservoirs, and pump stations), water treatment and wastewater treatment plants.

B. SITUATION AND ASSUMPTIONS

1. SITUATION

- a. The majority of public water treatment and distribution is provided by four major public water systems within Yellowstone County. The four systems are:
 - o City of Billings Public Works Department
 - o City of Laurel Public Works Department
 - o Lockwood Water and Sewer District
 - o Billings Height Water District“Public water supplier(s)” will be used in this Annex to represent public water systems. “Representative” means a representative of the four public water systems.
- b. Yellowstone County has many miles of underground pipelines and a number of vital above-ground facilities that are vulnerable to damage from a disaster or terrorist acts, and such damage would threaten both life and property, as well as expose the public to health risks.
- c. A terrorist act using a WMD, a spill from a truck, a train incident or a petroleum pipeline failure could potentially contaminate the County’s water supply from the Yellowstone River. Depending on the concentration of the contaminant, the health risks and the location of the spill, one or all water treatment plants may be required to interrupt production until all traces of the contaminant flows past the plant intake structure. Public notification and testing of the transmission and distribution system may be required to insure the safety of our citizenry.
- d. A terrorist act that contaminates a water storage reservoir would require isolation of the facility and interruption of water service. The event may require the draining and disinfecting of both the reservoir and underground pipelines

that are impacted. Public notification and testing of the distribution system would be required to insure the safety of our citizenry.

- e. A natural disaster such as flooding of the Yellowstone River or an earthquake of a magnitude that could have the potential to damage or disrupt the integrity of the water treatment plants and water transmission and distribution system. These events could potentially cause a potable water shortage in the greater Billings area and require alternate means of water allocation or supply. A similar situation could impact the integrity of the City of Billings and City of Laurel wastewater treatment plants and collection systems. This event could potentially require efforts to mitigate contamination of the Yellowstone River watershed.

2. ASSUMPTIONS

- a. Resources from other City Departments, County Government, outlying communities and the private sector would be available to supplement the public water suppliers existing resources. Resources to include manpower, heavy equipment, (ie: dump trucks, backhoes, loaders, water tankers), and replacement material (ie: pipe, valves, gravel, sand, asphalt).
- b. The general public would expect a restoration of water and/or wastewater service in a timely manner with current communication as to the status of the emergency and the expected time frame for return of service.
- c. State and Federal resources may be available after the response phase of the disaster and if a formal disaster declaration is approved.

C. CONCEPT OF OPERATIONS

- 1. The major responsibility of the Public Utilities Annex will be during the response and recovery phase of a disaster or terrorist act. In the response phase, the primary emphasis will be on protecting life and property (e.g. isolating ruptured or contaminated facilities). Applicable city and county resources will be directed by the IC and/or EOC to the areas most

damaged or most threatened to life and property. Public property will have a higher priority in response and restoration than private property. Medical facilities would receive high priority.

2. Non-critical and routine work using public water supply resources may need to be adapted to make those resources available to the EOC to manage the disaster. Private sector resources may be utilized when government resources are not available and/or when it is most beneficial or cost effective. When life is at risk, any available resource should be used.
3. During the recovery phase, the emphasis is placed on restoring services to as near normal as possible. This may involve temporary water service, wastewater collection modifications and alternate means of supplying potable water to impacted areas. The YCDES office in conjunction with Utilities representatives will monitor the costs associated with remediation in order to qualify for State and/or Federal reimbursement.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. Depending on the degree of the disaster public water supply resources will be utilized along with other City Departments and County forces. Jurisdictional boundaries will dictate the involvement of city or county service and mutual aid will be requested as needed. The designated representatives in conjunction with the EOC will direct and coordinate repair and restoration work. The present organization and chain of command will continue during the response and recovery phases and private resources will be responsible to the responsible authority.
2. ASSIGNMENT OF RESPONSIBILITIES: This Annex is responsible for (but not limited to) the following activities:
 - a. Setting up emergency barricades, signs, isolating ruptured facilities, etc., to prevent further damage, protect the property, or prevent harm to people. Analyzing and determining restoration costs of the damage to structures, roads, facilities, etc., and report to the EOC.
 - b. The protection of vital facilities such as water systems,

sewage facilities, etc. This protection will be coordinated with law enforcement and could involve barricades, fencing, excavation, diking, etc. For hazmat incidents refer to Hazmat Annex.

- c. Coordinate with EOC to clear debris and dispose of any refuse that prevents access to ruptured and or damaged above and below ground water and wastewater facilities.
- d. Provide temporary water and sanitation services. Water tankers for potable drinking water may need to be set up throughout the disaster site and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or shelter site to provide water to the survivors. Private haulers may supplement city and county resources. Portable toilets and/or latrine trenches may also be necessary.

E. ADMINISTRATION AND LOGISTICS

Designated public water supply representatives are assigned space in the EOC and can direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaisons can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Annex.)

Representatives from the public water suppliers will coordinate with the YCDES to communicate to the media the status and pertinent updates of the remediation efforts. This will provide for an accurate up to date assessment conveyed by a single source.

Payroll and equipment cost accounting need to be strongly emphasized and need to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administration process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

F. PLAN DEVELOPMENT AND MAINTENANCE

This annex is developed and maintained by YCDES, with assistance and coordination with City of Billings Public Utilities Department (PUD).

G. AUTHORITIES AND REFERENCES

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Dave Mumford,
City of Billings Public Works

ANNEX K EVACUATION & POPULATION PROTECTION

A. PURPOSE

This Annex provides for the orderly and expeditious evacuation of any part of the population of Yellowstone County to protect people from the effects of the disaster.

B. SITUATION AND ASSUMPTIONS

1. SITUATION. Evacuating hazardous areas may be the most effective action for protecting people in many disaster or disaster-threat situations (e.g. flooding, range fires, hazmat accidents, nuclear attack, etc.). However, in some hazmat situations, "shelter in place" may be the best option.

- a. A general evacuation would involve the relocation of a large portion of the public from a risk area.
- b. A limited evacuation would involve the relocation of a smaller portion of the public from a risk area.

General evacuation routes are designated as the routes in the opposite direction of the risk or the plume of hazardous chemical.

2. ASSUMPTIONS.
 - a. The nature of the disaster, the assumed health risks, the threat and the possibility of escalation should be deciding factors on whether or not to evacuate. First responders (fire, police, EMS, rescue) will usually be able to recognize a situation requiring an evacuation, and would initiate initial evacuation recommendations and procedures through the dispatch center and/or EOC.
 - b. The legal responsibility for evacuation in large scale declared disasters rests with the chief executive of the jurisdiction. (Reference 10-3-401(2) (c) (d), 10-3-403, and 10-3-406 MCA.) In most emergencies the authority is delegated to the Incident Commander.
 - c. Law enforcement and/or fire departments are the responsible agencies to implement evacuation.
 - d. People who refuse to follow evacuation instructions of public officials will be left alone until all who are willing to leave are evacuated. Then, time permitting, further

efforts will be made to persuade the stay-puts to evacuate. However, it is their right to stay put and not evacuate.

- e. Spontaneous evacuation may occur when there is sufficient warning of a threat. Between 5 and 20 percent of the people at risk will evacuate before being directed to do so.
- f. Some owners of companion animals will refuse to evacuate unless arrangements have been made to care for their animals.
- g. Roughly 20 percent of the population at risk will require shelter in a mass care facility. Many evacuees will seek shelter with relatives, friends, or motels rather than use government-provided mass care facilities.

C. CONCEPT OF OPERATIONS

1. GENERAL. Evacuation is movement of people from a place of danger to a place of relative safety. Problems involved may range from minor to enormous depending on the dimensions, or characteristics, of the hazard and the size of the area for evacuation. The EOC will designate general evacuation routes for residents to use. At the time of general evacuation, the EOC will designate areas along the route where evacuees can obtain fuel, water, medical aid, vehicle repair/maintenance, information, and comfort facilities, as well as recommended destinations. Several hazards identified in the "Hazardous Material Response and Evacuation Plan for Billings, Laurel, Broadview, and Yellowstone County" have the potential for necessitating evacuation of substantial numbers of people. It is entirely possible to evacuate a large number of people without activating the emergency management organization. An emergency calling for evacuation of only a few people could escalate or be magnified by secondary effects. Depending on the chemicals involved in the accident, evacuation may not be the best alternative. Shelter-in-place may be a better alternative, whereby the residents and businesses are asked to stay in shelter, close windows and doors, and turn off all ventilation equipment.
2. The decision to activate the emergency organization for purposes of managing an evacuation is generally left to the discretion of the Incident Commander or the Emergency Manager.

3. This Annex treats evacuation in the generic sense, i.e., it's applicable to any evacuation situation. Special hazard-specific appendices address factors unique to evacuation for particular disaster, i.e., the places of safety, the destinations for evacuees, etc. The potential danger from the environment through which the people must move is a critical matter to be considered, and this, too, varies greatly depending on the hazard.
4. Its important to note that once government orders an evacuation, it then becomes responsible for the security of the property left behind and providing a place of relocation, plus the feeding and sheltering of the citizens. Yellowstone County can provide limited sheltering for small scale emergencies through the American Red Cross. Other large scale sheltering needs would be coordinated by the EOC which would utilize Metra Park facilities, schools, colleges, and public facilities out of harms way. Provisions, to the extent possible, will be made by the EOC for providing the elderly, persons with mobility impairments, the handicapped, and hospital/nursing home patients proper transportation methods, medical assistance, and other related support during emergency situations.
5. The County Sheriff will be responsible for evacuating county jail inmates. School personnel will be responsible for evacuating students.
6. Jurisdictional interrelationships are a matter of great concern in an evacuation situation. Proper coordination among city and county governments is critical to successful operations and can be accomplished only through carefully planned and executed Direction and Control and EOC coordination.
7. Coordination with the Transportation Annex is necessary to secure the necessary resources to move people from stricken areas to areas of safety.
8. If there is not enough time to acquire transportation for persons without their own mode of transportation, or if there is a shortfall of vehicles for transportation, officials should request persons with vehicles who are evacuating to give the persons without a vehicle a ride to the shelter. Able-bodied evacuees may be asked to walk to the nearest assembly point to wait for transportation. Hotel and motel guests will be expected to use their own modes of transportation for

evacuation. Homeless people and those lacking transportation will be transported via public vehicles. As a last resort, officials may recommend in-place sheltering.

9. Continuity of operations (COOP) must be maintained in an evacuation situation by relocating government operations, as necessary, to alternate EOC's or to mobile EOC's. Lines of succession to all key positions will be clearly established, and all essential records will be protected from destruction or loss. Reference the Continuity of Government and the Continuity of Operations Annex.
10. Re-entry into the evacuation area will only be allowed after it is determined by the appropriate officials that it is safe to do so. Technical advice from the state or federal officials may be necessary in some instances (radiological, hazardous materials type incidents, etc.)
11. Commercial radio and TV stations via the Emergency Alerting System (EAS) will be the primary means of keeping the evacuees and general public informed.

D. ORGANIZATION AND RESPONSIBILITIES

1. ORGANIZATION. Reference the Emergency Organization Chart shown as Tab 2 of the Basic Plan.
2. RESPONSIBILITIES. In situations involving evacuation of a number of people sufficient to cause mobilization of the emergency management organization, the following assignments may be carried out to the extent permitted by time and circumstances:
 - a. Yellowstone County DES and CEO's(with EOC assistance).
 1. Assemble in the EOC to support evacuation efforts.
 2. Obtain full information on evacuation operations initiated by the IC.
 3. Obtain information on characteristics of the disaster involved.
 4. Activate sirens and EAS as appropriate.
 5. Coordinate environmental monitoring activities with State Air Quality Office.
 6. Obtain meteorological data and other relevant

- information from the National Weather Service.
7. Prepare recommendations on the area to be evacuated and continue to monitor the situation and recommend changes as indicated
 8. Issue evacuation instructions or an evacuation order when appropriate.
 9. Issue a statement on the jurisdiction's policy on people that do not comply with evacuation instructions. The statement addresses the consequences for not evacuating and the services (food, medical, utilities, sanitation, etc.) that will be discontinued or interrupted in the evacuation area.
 10. Identify assembly areas for picking up people that do not have their own transportation.
 11. Assist, as appropriate, the HSUS efforts to evacuate animals at risk during catastrophic emergency situations.
- b. Law Enforcement.
1. Participate in the warning process by sweeping assigned areas, reinforcing information provided through mass media.
 2. Assist in evacuation of businesses, residents, etc.
 3. With assistance from Public Works, provide traffic control to facilitate evacuation and return movement to include:
 - (a) Route assignment & departure scheduling.
 - (b) Road capacity.
 - (c) Entry control for outbound routes.
 - (d) Perimeter control on inbound routes.
 - (e) Traffic flow, including dealing with breakdowns.
 - (f) Establishment of rest areas.
 4. Secure, protect and house prisoners from local detention facilities that must be evacuated.
 5. Provide security and limit access to the evacuated area.
- c. Fire Department(s)
1. Assist law enforcement in rescue and evacuation as necessary.
 2. Suppress fires as necessary to enhance evacuation operations.
 3. Assist in perimeter determination, entry and exit

points.

- d. Public Health and EMS.
 - 1. Ensure patient population is reduced in hospitals, nursing homes, and other health care facilities, if evacuation becomes necessary.
 - 2. Ensure transport and medical care are provided for the patients being evacuated.
 - 3. Ensure continued medical care is provided for patients who cannot be moved when hospitals, nursing homes, and other health care facilities are evacuated.

- e. Public Works
 - 1. Select and identify evacuation routes from the risk area to designated mass care facilities.
 - 2. Estimate the traffic capacity of each designated evacuation route.
 - 3. Verify the structural safety of the evacuation routes, roads, bridges, railways, airstrips, etc. that will be used to evacuate people.
 - 4. Provide barricades, signs, etc., to identify evacuation routes, shelters, etc.
 - 5. Provide debris removal, excavation, etc., to effectuate evacuation.

- f. American Red Cross/Social Services/Mass Care
 - 1. Yellowstone County can provide limited sheltering for small scale emergencies through the American Red Cross. Other large scale sheltering needs would be coordinated by the EOC which could utilize MetraPark facilities, schools, colleges, and other public facilities out of harms way.
 - 2. Provide registration and identification of evacuees.

- g. Public Information Officer (PIO)
 - 1. Disseminate the following types of instructional materials and information to evacuees.
 - (a) Identification of the specific area(s) to be evacuated.
 - (b) List of items that evacuees should take with them (such as food, water, medicines, portable radio, fresh batteries, clothing, sleeping bags).

- (c) Departure times.
 - (d) Pickup points for people requiring transportation assistance.
 - (e) Evacuation routes (give easy to understand instructions using major roads, streets, highways, rivers, etc.).
 - (f) Location of mass care facilities outside of evacuation area.
2. Keep evacuees and the general public informed on evacuation activities and the specific actions they should take.
 3. Disseminate information on appropriate actions to protect and care for companion and farm animals that are to be evacuated or left behind.
- h. Humane Society of the US (HSUS)
1. Coordinate with the EOC to arrange travel routes and schedule the timing for evacuation of farm animals, animals in kennels, veterinary hospitals, pet stores, animal shelters, etc. from the risk area.
 2. As appropriate, mobilize transportation vehicles (stock trailers, trucks equipped with animal cages, etc.) that may be used to evacuate the animals.
 3. Implement evacuation by sending evacuation team(s) to load and transport the animals being evacuated.
 4. As appropriate, dispatch search and rescue teams to look for animals left behind by their owners, stray animals, and others needing transport to a safe location.

E. ADMINISTRATION AND LOGISTICS

Administration and logistics will be coordinated by the YCDES and EOC.

1. Administration
 - a. Normal practices and procedures will be continued under emergency conditions to the extent practicable.
 - b. During emergency operations, every effort will be made to document each transaction sufficiently so that complete records can be reconstructed and claims properly verified after the emergency period has passed.

- (1) The EOC shall maintain in chronological order a listing of all public notices given related to evacuation.
 - (2) Realizing that only approximate numbers of evacuees can be documented, all tasked organizations should be aware and relay to the EOC any approximation of people evacuated.
 - (3) The mass care coordinator (Red Cross) shall maintain the number of and information on evacuees in mass care facilities.
- C. To the extent consistent with law, no administrative process will be permitted to interfere with operations essential to preventing injury, lost of life, and significant property damage.
2. Logistics
- a. Request or requisition the use of trucks from local dealers to haul food, medical supplies and water.
 - b. Supplies for companion animals shall be the responsibility of the owner.
 - c. Sanitation devices (port-a-potty) will be requisitioned from the local sanitation services.
 - d. Generators and lighting equipment will be requisitioned from emergency response groups, and if necessary, retailers.
 - e. Gas and diesel fuel will be transported with requisitioned semi tankers and fuel trucks.
 - f. Public works equipment and vehicles will be evacuated as necessary by the Public Works Director.
 - g. Police, fire, and emergency vehicles will be evacuated as per the recommendation of the IC and EOC.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is developed and maintained by YCDES.

1. The responsibility for maintaining SOP's belongs to the affected emergency response groups.

G. AUTHORITIES AND REFERENCES.

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 *et seq.*
2. MCA Title 10
3. Annex L: Mass Care Center/Shelter Operations
4. Annex Y: Continuity of Government (COG)
5. Annex Z: Continuity of Operations (COOP)

H. Signatures

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office

ANNEX L MASS CARE CENTER/SHELTER OPERATIONS

A. PURPOSE

This Annex provides for the establishment of mass care/shelter facilities for people who are evacuated from their homes in time of disaster.

B. SITUATION AND ASSUMPTIONS

1. The potential disasters in Yellowstone County may destroy or seriously damage people's homes and the disaster victims need mass care/shelter.
2. Other potential disasters may be pre-announced and individuals may be asked to evacuate from their homes and seek mass care/shelter ahead of the event actually occurring (i.e. wildland fires).
2. There is also a threat of war related incidents such as nuclear or biochemical attacks, which would require that people be moved to fall-out or congregate care shelters.

C. CONCEPT OF OPERATIONS

1. GENERAL. The nature and extent of the disaster will determine the need for shelters and other mass care facilities. Mass care for disaster victims and workers will provide immediate emergency response to victims and workers with appropriate feeding, shelter, and first aid.
2. DIRECTION AND CONTROL.
 - a. Shelters for immediate care of victims of floods, fires, storms, etc., will be established and maintained by the ARC.
 - b. Fall-out shelters will be operated under direction of YCDES with cooperation from the American Red Cross (ARC).
 - c. ARC, as a support agency, will work closely with DES in maintaining applicable ARC sheltering records.

D. ORGANIZATION AND ASSIGNMENT RESPONSIBILITY

1. The ARC will manage the operation of mass shelters and mass feeding to include a place to sleep, food for victims and workers, a location for disaster health services, and clothing and personal items for disaster victims. Shelter organization will be determined by the

ARC and may follow a similar format as in the following paragraphs. Assistance may be provided by the United Way Volunteer Center.

2. The Shelter Manager, in coordination with the assistant manager, will set up and run shelters which will include:
 - a. registration of all occupants,
 - b. obtain and check all shelter supplies,
 - c. display identifying signs,
 - d. mass feeding,
 - e. individual assistance and counseling,
 - f. emergency first aid services,
 - g. sleeping arrangements,
 - h. recreation services,
 - i. records and reports,
 - j. closing the shelter.
3. The ARC Volunteer Coordinator will train volunteers to assist for the duration of the shelter operation. Any ARC volunteer not currently registered as a volunteer will be considered a “spontaneous volunteer” and will be subject to filling out required ARC paperwork and background check.
4. Family Services will assist with:
 - a. registration of shelter residents and staff,
 - b. financial assistance to individuals with disaster caused needs,
 - c. counseling and referral services.
5. Health services will assist with:
 - a. coordinating shelter nurses with public health officers,

- b. provide emotional support, protect health, and prevent disease,
 - c. provide medical and first aid assistance.
 - d. replacement of life sustaining prescription medications.
 - e. replacement of needed medical equipment individuals: equipment used to ensure individual ability to be mobile and function independently.
6. Food services will:
- a. prepare and serve food to victims and workers,
 - b. obtain food and supplies,
 - c. keep records of food supplies received and expended.
7. The maintenance crew to assist:
- a. in keeping shelter clean and neat,
 - b. keep equipment and appliances working.

E. ADMINISTRATION AND LOGISTICS

In time of disaster, the ARC is responsible for providing temporary shelter for persons unable to make their own arrangements. Other factors may include the need for bringing in water supplies for drinking; food preparation and cleaning; the need for portable equipment or generators to provide power for lights, cooking, refrigerated storage of supplies; and possible need for extended period of long-term food and shelter care. The ARC will provide the initial supply of food and beverages from fast food outlets, restaurants, or will provide light meals from canned, or ready to serve foods. YCDES will assist as necessary.

Cooperation and coordination will be maintained with:

- 1. United Way Volunteer Center,
- 2. Salvation Army,
- 3. Rescue Mission,

4. Office of Public Assistance (Welfare),
5. Churches and social services agencies,
6. Community Emergency Response Teams (CERT), if available.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by the ARC in coordination with YC DES.

G. AUTHORITY AND REFERENCES

1. Sheltering Handbook, ARC Disaster Services Program Guidance, May 2008.
2. Sheltering Operations Management Toolkit, ARC Disaster Services Guidance, May 2008.

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Jill Washburn, ARC

ANNEX M TRANSPORTATION

A. PURPOSE

The purpose of this Annex is to provide transportation resources to the Annex chiefs to move people, supplies, or equipment to support disaster operations.

B. SITUATION AND ASSUMPTIONS

1. The potential disasters threatening Yellowstone County during or after occurrence may create the need to transport people, supplies, and equipment from stricken areas to safe areas.
2. Yellowstone County has many transportation resources (public and private) to assist the EOC in disaster operations. The availability of such resources will be dependent on the type and location of the disaster.
3. Transportation resources (cars, trucks, buses, vans, boats, etc.) will be directed and controlled by the IC and/or EOC.

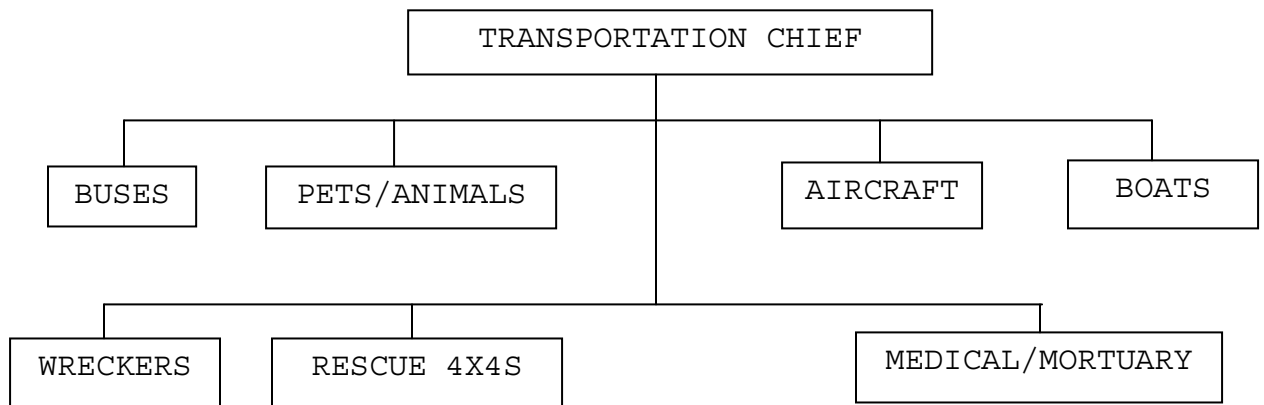
C. CONCEPT OF OPERATIONS

1. The Chief of this Annex, with assistance from the Resource Manager, will provide and coordinate all transportation resources and the necessary support drivers/operators and maintenance. Government resources will be used first, and then supplemented by private resources. Accurate records will be kept to support reimbursements.
2. Special transportation vehicles, like ambulances, wheelchair vehicles, snowmobiles and wreckers, will be obtained from public or private sources to augment existing quantities when the need arises.
3. Buses, trucks, and vans, etc., will be provided for residents of stricken areas to move their belongings to relocation centers or storage centers until the stricken area is safe for residents to return.
4. Fueling and maintenance support will be provided from government or the private sector to support continuous transportation operations. (Public Works may assist with fuel trucks)

5. The Annex chief should be knowledgeable of the departments, agencies, or private businesses that have transportation resources that may be available in time of disaster (e.g., city MET transit or school districts for buses; freight companies for semi-vans and refrigerated trucks, etc.)
6. Special transportation resources for pets and animals may be required to move pets/animals to shelters of safety.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The Chief of this Annex is directly responsible to the City Manager, Mayor and/or County Commissioners. Coordination is provided by the DES Director. Further organization (all or part) may be necessary for large scale disaster operations as follows:



2. ASSIGNMENT OF RESPONSIBILITIES. This Annex Chief is responsible for:
 - a. Identifying and cataloging transportation resources to include quantity, ownership, location, contact person, phone number, etc.
 - b. Obtaining the resource at the request of the IC or the EOC.
 - c. Providing for accurate record keeping for both government and private resources.

- d. Providing for drivers/operators and relief drivers/operators to support continued operations, if necessary.
- e. Arranging fuel and maintenance of resources to support continued operations.
- f. Dividing the acquisition of resources among private contractors to prevent one or several contractors from "getting all the business".
- g. Distributing the required resources to the appropriate location at the appropriate time with the appropriate drivers/operators.

E. ADMINISTRATION AND LOGISTICS

Administrative and logistical support for this Annex will be provided by YCDES. The Transportation Annex Chief may be the DES Director, the MET Transit Director or designee. He is required to be in the EOC when it is activated and his services are required to obtain and coordinate transportation resources.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by YCDES with assistance from the City of Billings MET Transit Director.

G. AUTHORITIES AND REFERENCES

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Ron Wenger, MET Transit Director

ANNEX N ATTACK PREPAREDNESS AND RADIOLOGICAL DEFENSE

A. PURPOSE

This Annex provides for the organized effort necessary to minimize the effects of nuclear attack and the subsequent radiation on the people and resources of Yellowstone County through detection and implementation of preventive and remedial measures.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

- a. Large stockpiles of nuclear weapons are maintained by the United States and a number of foreign powers. The possibility of one or more of these weapons being detonated accidentally or deliberately cannot be ignored. A protection system would be necessary for detection and assessment of a radiation hazard and might be essential to save lives and prevent injury to the people of Yellowstone County.
- b. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Time may be available for protective actions to be taken, including temporary relocation of residents of possible target areas to areas of lower risk.
- c. Part of Yellowstone County has been designated a nuclear attack risk area for which population relocation should be considered. Yellowstone County citizens are at risk to very high radiation levels and the direct effects (blast and heat) of enemy warhead explosions.
- d. Terrorists may use WMD including radiological dispersal devices (RDD-dirty bombs) to target US cities or facilities. In this unlikely event, blast and radiation would be the greatest threats to the citizens of Yellowstone County.
- e. Certain vital facilities and activities must be continued in Yellowstone County to assist in the provision of essential goods and services to the relocated population and their hosts.
- f. Various radioactive materials are used in Yellowstone County and are transported into, out of, and through the county. There is a possibility of an incident or accident in the

transportation and use of these materials. While it is unlikely that such events would pose a serious threat to the health and safety of the population, it is necessary that the local government be able to detect radiation, to assess its seriousness, and to take appropriate protective and remedial actions.

2. ASSUMPTIONS.

- a. Evacuation of the population will occur only at the direction of the Governor and most likely at the request of the President of the United States. Measures preparatory to such an evacuation may be undertaken during a crisis at the option of local government.
- b. Some portion of the population can be expected to leave the area in advance of a directed evacuation. These spontaneous evacuees are expected to consist mainly of families whose members do not have public or emergency responsibilities and who have a vacation home or relatives in mind as a destination. The location, identification, and destination of this group will not be known.
- c. Once evacuation of the population has been directed, the minimum duration of the relocation could be 7 days and the maximum duration is uncertain but could be several weeks.
- d. Return of the relocated population to their homes following evacuation will occur only at the direction of the Governor and most likely at the request of the President of the United States.
- e. In the event of nuclear detonations in the United States or other parts of the world, radioactive fallout in varying degrees, will be present in many areas of Montana and Yellowstone County. As a result, counter measures would be required to minimize casualties, protect vital resources, and speed up recovery.

C. CONCEPT OF OPERATIONS

1. **ATTACK CONSIDERATIONS.** The time phases applicable to nuclear attack threat evacuation correspond to those recognized for any disaster.

The pre-crisis period is normal readiness during peacetime. The crisis phase includes increased readiness and mobilization of emergency services to prepare for movement, if and when ordered by the Governor. The movement phase begins when the Governor directs evacuation. The sustaining period begins with arrival of evacuees in the reception areas and principally involves support and care of evacuees and the indigenous population. The return period begins when ordered by the Governor and covers the time necessary to safely move the population back to their homes.

Evacuation would not be implemented unless there was a threat of nuclear attack of unprecedented seriousness. It should be understood that nuclear attack could occur at any time during the crisis, movement, or sustaining phases. Since there is no assurance that evacuation would be directed, readiness to implement the county's Community Shelter Plan must be emphasized during the crisis period. If attack warning is received, everyone must take shelter in the best available nearby facilities. Evacuation in response to the nuclear attack threat is movement to shelter where it is likely to provide a more realistic prospect of survival.

2. **RADEF (Radiological Defense) CONSIDERATIONS:**
 - a. In a large scale emergency involving radioactive materials, many elements of local government will be integrated into a coherent Radiological Protection System. Many citizens will need to have a "crash course" in radiation detection.
 - b. Radiological protection operations for any large scale radiological emergency will be directed and controlled from the EOC.
 - c. RADEF personnel will collect, analyze, and report radiological information. They will develop projections of hazard levels and areas affected and will make recommendations for personnel exposure control, continuing environmental monitoring, and protective measures.
 - d. The Radiological Defense Officer (RDO), when appointed, will coordinate with all city and county departments and agencies to ensure maximum safety for operations personnel.

- e. Radiological decontamination will be conducted in accordance with the procedure outlines in the "RADEF Plan for Yellowstone County".
3. **DIRECTION AND CONTROL.** In a national security emergency that requires evacuation; all levels of the emergency management organization are fully mobilized and activated under the coordination of YCDES. Direct lines of authority exist from the Governor to the chairperson of the Yellowstone County Commissioners and from the chairperson to other elected officials in county government. City government lines of authority exist from the Governor to the Mayor and from the Mayor to other city officials.
4. **CONTINUITY OF GOVERNMENT.** When it becomes necessary to evacuate, the government agencies of Yellowstone County, Billings, Laurel, and Broadview will move their bases of operation and continue performing duties assigned under this plan. Continuity of control will be maintained by verifying that an adequate Direction and Control operation is active and by transferring authority before closing down the principal county EOC. The chairperson and the heads of key emergency service agencies will maintain contact via mobile radio or cell phones while in transit to the alternate EOC.

D. ORGANIZATION AND RESPONSIBILITIES

1. **ORGANIZATION.** A chart showing the emergency organization is given in the basic plan.
2. **RESPONSIBILITIES.** In a national security emergency involving a threat of nuclear attack, the total emergency management organization will be activated. Evacuation plans and procedures will be reviewed and improved to the extent possible in the time available. Responsibilities may be the same as those shown in the Evacuation Annex. Chiefs of agencies and organizations are responsible for reviewing their procedures, for verifying that resources identified are available and in satisfactory condition, and for ensuring that all personnel -- including any recently hired -- are familiar with their duties in a large scale evacuation. The majority of the responsibilities for this Annex are directed and coordinated by YCDES and the RDO. These responsibilities are as follows:
 - a. Coordinate all radiological protection activities.
 - b. Establish a data analysis and damage assessment capability.
 - c. Provide RADEF monitoring equipment to shelters from central

- location.
- d. Establish a comprehensive RADEF training program at the local level (may need to be a “crash course”).
 - e. Update the Community Shelter Plan (CSP) for Yellowstone County showing locations of public fallout shelters for the public and key workers.
 - f. If ordered, evacuate population to safer host areas as designated by MTDES.
 - g. Report nuclear detonations and radiation levels to MTDES.
 - h. Provide for stationary and mobile fallout monitoring stations to record levels and report to EOC.
 - i. Provide information to the public via EAS regarding radiation levels, protective actions, and other pertinent officials information.

E. ADMINISTRATION AND LOGISTICS

1. The RADEF program is administered by YCDES.
2. MTDES is responsible for maintenance and calibration of Civil Defense radiological monitoring instruments.

F. PLAN DEVELOPMENT AND MAINTENANCE

1. This Annex is developed and maintained by YCDES with assistance from the County Radiological Defense Officer (if appointed).
2. All organizations in Yellowstone County with emergency management responsibilities will develop procedures for carrying out their roles in the RADEF system.

G. AUTHORITIES AND REFERENCES

1. National Attack Planning Base for 1990(NAPB 90), FEMA.
2. RADEF Plan for State of Montana and Yellowstone County.
3. Community Shelter Plan for Billings and Yellowstone County (camera-ready copy).
4. Variety of FEMA publications dealing with attack preparedness and RADEF.
5. National Fallout Shelter (NFS) Facility Listing and Facility Summary, FEMA.
6. Reception Area Facility (RAC) Listing and RAC Summary and Analysis Report, FEMA.
7. Nuclear War Survival Skills, Cresson H. Kearny.

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex:
Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

ANNEX O RESOURCE MANAGEMENT

A. PURPOSE

To maximize the survival of people, prevent and/or minimize injuries, and preserve property and resources in Yellowstone County by making use of all available manpower, equipment, and other resources in the event of a natural, man-made, or national security emergency/disaster affecting the county. Effective response to any emergency or disaster requires the ability to find, obtain, allocate, and distribute resources such as personnel, equipment, supplies, facilities and services in the most productive manner possible to satisfy needs that are generated by the emergency.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

- a. Disasters have the potential for causing shortages of fuel, water and food, disrupting service delivery, and depleting agency resources.
- b. The County is expected to maximize use of its resources both in response to its own incidents and in support of local governments within the County. The County must also serve as the originator of all requests for state and federal resource support being sent to the State DES Office.
- c. On a daily basis, city and county emergency response resources are typically dispatched/managed from within the respective organizations.
- d. A number of automatic aid, mutual aid, cooperative assistance, and intergovernmental agreements exist between agencies within the County and among agencies both inside and outside the County. These agreements involve most all response disciplines (including law enforcement, fire, public works and EMS) and typically address resource sharing in both day-to-day and crisis operations.
- e. The NWCG (National Wildfire Coordinating Group) Mobilization Plan identifies wildland fire defense and fire

service resources within Yellowstone County. Among other things, the NWCG is responsible for maintaining fire equipment inventories, developing mutual aid agreements and procedures for the transfer and dispatch of firefighting equipment and personnel, and coordinating with other fire resource providers. All fire and EMS resources belong to city fire departments, fire protection districts, private ambulance services, or the MT Department of Natural Resources and Conservation (MTDNRC).

- f. Incident response and resource management will be accomplished according to the National Incident Management System (NIMS)/Incident Command System (ICS). Competition for similar resources will occur. A tracking system will be necessary to locate and follow available resources and their status.
- g. As part of the NIMS, a national typing protocol (standardized resource definitions) is being developed by federal, state, and local experts from the following disciplines: animal health, emergency management, emergency medical, fire, and hazardous materials, health and medical, law enforcement, public works, and search and rescue. Resource typing definitions provide incident commanders the information needed to request and receive specific resources during an emergency or disaster. Once the resource typing protocols are established, this annex (and appendix) will be updated accordingly.

2. ASSUMPTION.

- a. Shortages in Yellowstone County response and recovery resources will occur quickly in any extended or widespread emergency or disaster.
- b. All government agencies will maximize use of their own personnel, material, and financial resources before requesting assistance from another unit of government or the EOC.
- c. City and county departments will maintain current lists of contractors, vendors, and suppliers, with 24/7 contact information.

- d. Each department is responsible for tracking and documenting all incident-related resource costs and reporting this information to the EOC/Finance Section.
- e. Each department will develop and maintain internal operating plans and implement checklists consistent with the EOP and this annex.
- f. Mutual aid agreements with neighboring counties or communities will be invoked as needed by the EOC, and will be minimized to facilitate the allocation of resources to the highest priority.
- g. Any emergency or disaster that generates significant media interest will create a need for the management of donated resources, which will be the responsibility of the United Way Volunteer Center.
- h. Private businesses, private citizens and existing volunteer organizations will be willing and able to assist the community during an emergency or disaster.
- i. Few organizations, businesses, or private households will be able to sustain themselves for the first 72 hours of an emergency or disaster despite the pre-disaster educational efforts of local government.

C. CONCEPT OF OPERATIONS

1. GENERAL. Effective emergency response requires that needs and resources be monitored on a continuing basis, with decisions allocating limited resources made in a timely manner, consistent with response priorities:

- a. Preserving life.
- b. Stabilizing the incident; containing the hazard.
- c. Protecting critical infrastructure, property and the environment.

Resources will normally be obtained and used in the following order:

- a. Owned or employed by the Cities and County.
- b. Outside assets and support available day-to-day.
- c. Mutual aid resources.
- d. Contractors/commercial sources, as funds allow.

- e. State resources.
- f. Federal resources.

Emergency resource management is a critical EOC function and includes acquisition, mobilization, tracking, employment and release/demobilization of resources.

If implemented, three EOC ICS sections (Planning, Logistics and Finance) collaborate on incident resource management. The Logistics Section identifies resource needs and options, and coordinates acquisition, deployment and staging. The Finance Section coordinates costs and budgets, negotiates emergency contracts/agreements, establishes emergency procurement procedures, and advises the EOC Manager, the respective Mayors and the County Commissioners regarding the on-going financial impact of the emergency. The Planning Section Resources Unit tracks resource status and capabilities.

2. RESOURCE REQUESTS

- a. In the event resources are needed during a disaster or emergency in which the Emergency Operations Center (EOC) has been activated, the Incident Commander directly or through a designated representative (Planning Section Chief, Resource Unit Leader, etc.) will contact the EOC to request resources.
- b. Sample resources requested may include, but are not necessarily limited to (see Appendix 2):
 - 1. Specialized equipment – earth moving equipment, hazardous materials response equipment, fire apparatus, aircraft, power generation, lighting, barricades, flood control devices, all-wheel drive vehicles, wheelchairs, etc.
 - 2. Qualified Personnel – Medical Providers, Incident Commanders and Section Chiefs, Hazardous Materials Responders, Engineers, Industrial Hygienists, Water and Waste Water Specialists, Chemists, etc.
 - 3. Facilities – Command Posts, Mass Shelters, Medical Facilities, Fire Stations, etc.

- c. Upon receipt of a request for resources, the EOC will initially attempt to fill the resource order from available resources from within Yellowstone County. If local resources have been depleted or will imminently be depleted, the EOC will advance the request to the State EOC for action.
- d. For resource orders that are related to a wildland fire, the Incident Commander may request to work directly with the MTDNRC. With concurrence of the Operations Chief of the EOC, the incident would then make some resource orders to MTDNRC with notification to the EOC as to the status of those requests.
- e. Upon completion of the resource order, the EOC will contact the Incident Commander, or designee, to advise him/her of the status of the request and to inform him of the arrival time of the resource.
- f. If two or more incidents are in competition for specific resources, it will be the decision of the Operations Chief of the EOC, with guidance from the EOC Manager, as to which incident resource order is filled.

3. DIRECTION AND CONTROL

- a. The Board of County Commissioners (BOCC), Mayors and the City Administrator retain overall authority for resource management, with incident-specific operational responsibility delegated to Incident Command and the EOC.
- b. City and county department heads manage departmental and mutual aid resources and coordinate requests for additional emergency assets through the EOC. The EOC Logistics and Finance Sections (when implemented) coordinate resource activities, with Finance having primary responsibility for procurement, cost and budget concerns, and Logistics primarily responsible for prioritization, acquisition and deployment of the actual assets.
- c. When incident response requires resources beyond those available day-to-day and through mutual aid, requests should be coordinated through the EOC. If time does

not permit pre-coordination, the EOC should be notified as soon as possible. If additional resources are needed, the EOC/DES Director will request state assistance using an Emergency Declaration.

4. STATE AND FEDERAL ASSISTANCE

- a. MTDES forwards declarations to the governor, coordinates state resources and response, and seeks a state declaration if necessary. MTDES may also request assistance through the Emergency Management Assistance Compact (EMAC) which establishes procedures for interstate mutual aid.
- b. Federal resources will be deployed according to the National Response Framework (NRF), which uses 15 Emergency Support Functions (ESF) to categorize federal resources. The EOC will be the primary point of contact for all ESF activities, requesting department/agency support as needed. (See Appendix 1 for a description of the 15 ESF functions.)
- c. As NIMS integration continues, a central feature will be the categorization of resources by size, capacity, capability, skill and other characteristics to make resource ordering and dispatch more efficient. The NIMS Integration Center (NIC) is developing national resource typing standards that Yellowstone County will continue to adopt as they become available.

5. VOLUNTEER AND DONATION MANAGEMENT

- a. Volunteer Resources – Volunteer management requires the coordination of registered and spontaneous volunteers who offer their time and skills to assist people and agencies during a disaster. Agencies and individuals may contact the County EOC to request volunteer assistance or to provide volunteer resources.

Overall coordination of volunteers and requests for volunteer assistance will be provided by the United Way Volunteer Center (UWVC). The UWVC will provide emergent volunteer registration and coordination and will develop an Emergent Volunteer Management Plan which will be available in the EOC.

- b. Donations – Citizens may want to help victims of disaster by donating goods or money. Donations – solicited and unsolicited – must be managed to meet victims’ needs without adversely affecting other disaster response and recovery efforts. The UWVC coordinates donation management activities.

6. IMPLEMENTATION OF NIMS/ICS

- a. The first responder on the scene of an emergency situation will initiate the ICS and establish an ICP. As other responders arrive, the individual most qualified to deal with the specific situation present should serve as the IC. For fire, hazmat, and radiological incidents, the senior firefighter will generally assume the role of IC. The IC will direct and control responding resources and designate emergency operating areas. The EOC will be activated at the request of the IC.
- b. During major emergencies, disasters, or catastrophic incidents, it may be necessary to transition from the normal ICS structure to a Multiagency Coordination System. The EOC is central to this System, and functions as a conduit for coordinating information and resources. The IC will manage and direct the on-scene response from the ICP. The EOC will mobilize and deploy resources for use by the IC, coordinate external resources and technical support, research problems,

provide information to senior managers, disseminate emergency public information, and perform other tasks to support on-scene operations.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. City and County resources will be managed by the Incident Commander and the EOC staff whenever the EOC is activated for emergencies or disasters. Priorities for the allocation of county resources will be established by the Incident Commander based on input received from the Executive Group and the EOC. Resources from city and county departments will be managed by their respective departments. The EOC will serve as the clearinghouse for resource requests from local government agencies, coordinate with other responding organizations, and arrange for state and federal resource support if warranted. For coordination purposes, the EOC Logistics Section and the EOC Finance Section have authority to fulfill requests for additional resources from department heads as well as requesting resources to assist other jurisdictions.
2. ASSIGNMENT OF RESPONSIBILITIES.
 - a. Executive Group
 1. Formulate strategic resource management goals in coordination with the DES Director.
 2. Discuss resource management and policy issues with Elected Officials and Department Heads.
 - b. City/County EOC Staff
 1. Provide city, county, and private resources to the incident (Incident Commander and Command Staff) as required.
 2. Monitor the commitment and status of resources for functional areas (i.e., Public Works, Law Enforcement, Fire, etc.)
 3. Identify additional resources (i.e., food, fuel equipment, transportation, supplies, etc.) to meet requests, utilize priorities based on policy direction from the Executive Group and allocate.

4. Coordinate staging of resources with on-scene incident commander as necessary.
 5. Coordinate departmental requests for additional resources through contracts, as necessary.
 6. Develop agreement with outside sources for use of resources, if contracts are not already prepared.
 7. Screen offers for resources in terms of contracting requirements.
 8. Establish emergency purchasing procedures, as needed.
 9. Assist departments in maintaining records for emergency purchases of goods, services, and personnel.
 10. Maintain records of emergency-related expenditures, services and resources rendered during emergencies.
 11. Screen emergent volunteers for skills; assign them to assist where appropriate and proper supervision is available.
- c. Emergency Management Director/EOC Manager/DES Director
1. Utilize all physical resources within the City and County whether publicly or privately owned.
 2. Ensure resource appendix is updated and maintained.
 3. Activate EOC and provide assistance and support to the IC and/or Unified Command. Serve as the EOC Manager. Set up Operations, Logistics, Planning, and Finance Sections, as applicable.
 4. Ensure that priorities for resource allocation are based on the guidance of this annex and the policy direction of the Executive Group.

5. Resolve resource allocation priority issues in conjunction with the Executive Group, as necessary.
 6. Institute resource controls, as appropriate.
 7. Request Amateur Radio to supplement communications.
 8. Staff resource status boards and telephones in the EOC as necessary. (See EOC Activation Procedures in Direction and Control Annex.)
- d. Department Heads
1. During preparedness phase, develop and maintain appropriate resource lists of personnel, equipment, and supplies as related to departmental activities and specific emergencies.
 2. Designate an EOC Coordinator and a backup to work at the EOC during a major emergency if your department has a major function to perform in an emergency or disaster (e.g., Law Enforcement, Fire, Public Works, UHC, etc.)
 3. Identify potential resource providers during preparedness phase by major category (i.e., heavy equipment, supplies, transportation, fuel, food and manpower.)
 4. Identify resource needs during preparedness and response phase for special or critical facilities and equipment as necessary, so that contracts can be in place or initiated.
 5. Develop procedures for the movement of equipment and critical supplies for various emergency situations.
 6. Coordinate emergency utilization of resources.
 7. Ensure that records of emergency expenditures are prepared during the response phase and submitted

to the EOC (Finance Section Chief).

E. ADMINISTRATION AND LOGISTICS

1. Careful coordination in the EOC is necessary between logistics, planning and finance to insure that (a) resources are available, (b) they are distributed as needed and (c) accurate records are kept so that the county can recover costs and reimburse supplies in a timely manner. All emergency resource requests should be coordinated through the EOC.
2. Department Heads and supervisors continue their day-to-day responsibilities during an emergency, exercising operational control of their work forces. They will coordinate with the EOC their emergency resource requirements and requests. To the extent possible, potential resource shortages will be identified, projected and made known to the Incident Commander.
3. The Department Heads shall maintain and retain adequate records of all emergency related expenses including purchases, donations, supplies-on-hand and labor including all regular time, overtime and volunteer hours. Conventional accounting will be used.
4. The Incident Commander, with assistance from DES, may initiate mutual aid agreements for resource support from neighboring jurisdictions.
5. The EOC Manager will advise the Executive Group on the need and timeliness of requests for state or federal resource assistance through emergency/disaster declarations.
6. The EOC Manager and/or the PIO will keep the Executive Group informed of all media interviews, press conferences, etc.
7. Emergency procurement of resources must be approved by the Executive Group, EOC Manager, or Incident Commander/Unified Commander.
8. All normal procedures for matters of hiring and/or assigning work that is not in an employee's job description or at an employee's normal duty station, etc., will be waived during the response to and recovery from an incident contingent upon the approval of the Department Head, Executive Group or Human

Resources.

9. The staff needed to perform resource management may consist of a Resource Manager, Supply Manager, Distribution Manager, and Needs Manager, if appropriate for the disaster. Staffing shortfalls can be satisfied by the reassignment of city and county personnel, aid from other jurisdictions or area volunteers.
10. MetraPark (county fairgrounds) may serve as a mobilization center for receiving and processing resources and personnel prior to their deployment and can also serve as the initial staging area (an agreement is in place).
11. If warehouses or other storage facilities are needed, they will be requisitioned from local warehousing businesses.
12. The United Way Volunteer Center (once established) shall serve as the donations coordination center. The exact location of the receiving area will be determined during the disaster.
13. Telephones, fax machine, copier, computers, office supplies and forms are available in the EOC. Additional equipment and supplies can be procured as necessary.

F. PLAN DEVELOPMENT AND MAINTENANCE

Yellowstone County DES is responsible for the development, exercise and maintenance of this annex. Each city and county department will be responsible for developing SOP's that address assigned tasks.

G. AUTHORITIES AND REFERENCES

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 *et seq.*
2. Title 10, MCA.
3. *Guide for All-Hazard Emergency Operations Planning; State and Local Guide* (101); FEMA April 2001

4. The FEMA/National Donation Steering Committee, Donations Management Guidance Manual, January 1995.
5. Appendix 1, Emergency Support Functions, FEMA
6. Appendix 2, Emergency Resource Information

H. SIGNATURES

I, the undersigned, understand my role and responsibilities in this Annex: Dated, June 30, 2011

On File in DES office
Duane Winslow, DES

APPENDIX 1 EMERGENCY SUPPORT FUNCTIONS (ESF)

The National Response Plan (NRP) identifies 15 Emergency Support Functions (ESFs) that provide the structure for federal emergency assistance to state and local governments. Federal assistance to Yellowstone County will be coordinated through MTDES working with Unified Command and the EOC.

The County EOC is the primary point of contact for all ESF activities in the county and will enlist support of county departments/agencies as needed to effectively and efficiently integrate ESF resources into local response and recovery efforts.

ESF	SCOPE	FEDERAL ESF COORDINATOR
ESF #1- Transportation	<ul style="list-style-type: none"> • Federal and civil transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage & impact assessment • 	US Department of Transportation (DOT)
ESF #2- Communications	<ul style="list-style-type: none"> • Coordination with telecommunications industry • Restoration/repair of telecommunications infrastructure • Protection, restoration, and sustainment of national cyber and information technology resources 	US Department of Homeland Security(DHS) National Communications System
ESF #3-Public Works and Engineering	<ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services, construction management • Critical infrastructure liaison 	US Department of Defense (DOD)/US Army Corps of Engineers (USACE)
ESF #4- Firefighting	<ul style="list-style-type: none"> • Firefighting activities on Federal lands • Resource support to rural and urban firefighting operations 	US Department of Agriculture (USDA)
ESF #5- Emergency Management	<ul style="list-style-type: none"> • Coordination of incident management efforts • Issuance of mission assignments • Resource and human capital • Incident action planning • Financial management 	DHS/Federal Emergency Management Agency (FEMA)
ESF #6-Mass Care, Housing, and Human Services	<ul style="list-style-type: none"> • Mass Care • Disaster housing • Human Services 	DHS/FEMA

ESF #7-Resource Support	Resource support (facility, office equipment and supplies, contracting services, etc.)	US General Services Administration (GSA)
ESF #8-Public Health and Medical Services	<ul style="list-style-type: none"> • Public Health • Medical • Mental health services • Mortuary services 	US Department of Health and Human Services (HHS)
ESF #9-Urban Search and Rescue	<ul style="list-style-type: none"> • Life saving assistance • Urban search and rescue 	DHS/FEMA
ESF #10-Oil and Hazardous Materials Response	<ul style="list-style-type: none"> • Oil and hazardous materials (chemical, biological, radiological, etc.) response • Environmental safety and short and long term cleanup 	US Environmental Protection Agency (EPA)
ESF #11-Agriculture and Natural Resources	<ul style="list-style-type: none"> • Nutrition assistance • Animal and plant disease/pest response • Food safety and security • Natural and cultural resources and historic properties protection and restoration 	USDA
ESF #12-Energy	<ul style="list-style-type: none"> • Energy infrastructure assessment, repair, and restoration • Energy industry utilities coordination • Energy forecast 	US Department of Energy (DOE)
ESF #13-Public Safety and Security	<ul style="list-style-type: none"> • Facility and resource security • Security planning and technical and resource assistance • Public safety/security support • Support to access, traffic and crowd control 	US Department of Justice (DOJ)
ESF #14-Long-Term Community Recovery and Mitigation	<ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recovery assistance to States, local governments, and the private sector • Mitigation analysis and program implementation 	DHS/FEMA
ESF #15-External Affairs	<ul style="list-style-type: none"> • Emergency public information and protective action guidance • Media and community relations • Congressional and international affairs • Tribal and insular affairs 	DHS

APPENDIX 2 EMERGENCY RESOURCE INFORMATION

**EMERGENCY RESOURCE INFORMATION
FOR
BILLINGS, LAUREL, BROADVIEW
AND
YELLOWSTONE COUNTY**

See Separate Document

ANNEX P FINANCE

A. PURPOSE

To provide the necessary funds and fiscal records (payments, claims) to finance a disaster, either declared or not declared.

B. SITUATION AND ASSUMPTIONS

1. SITUATION. When a disaster strikes, Yellowstone County may commit and/or expend funds beyond the approved fiscal year budget. Such commitment or expenditures may cause financial hardship requiring the county (and/or its incorporated cities) to levy two emergency mills and/or request state and/or federal financial assistance. (Reference 10-3-405, MCA.)
2. ASSUMPTIONS.
 - a. Most disasters will create the need for additional funds.
 - b. To request and support reimbursements from state and/or federal governments, accurate fiscal records must be developed and maintained.
 - c. City and county governments will adhere to State of Montana laws governing the expenditure of public funds.

C. CONCEPT OF OPERATIONS

The finance officer(s) and treasurer(s) of Yellowstone County will establish a record system to ensure disbursements are related to the disaster and such are as accurate as possible. The recordings will include:

1. Who requested the allocation or expenditure?
2. The purpose of the expenditure.
3. Who authorized the commitment?

Records concerning the use of equipment and manpower, whether it is rented, hired, or government owned, shall be as follows:

1. Make and size of equipment.

2. Rental rate per hour.
3. Name of operator and property worked.
4. Salary scale and overtime.
5. Cost of equipment maintenance.
6. Fuel costs.
7. Work performed, location, and purpose.
8. Overhead costs (doesn't apply to government).

Such records of emergency expenditures are required by law and to support any state and/or federal reimbursements.

EMERGENCY LEVY INFORMATION

1. The Board of County Commissioners may, by unanimous vote, adopt a maximum two mill emergency levy against the taxable value of property located in the unincorporated area of the county. Reference 10-3-405, MCA.
2. The City/Town Council may, by unanimous vote, adopt a maximum two mill emergency levy against the taxable value of property located in the corporate city/town limits. Note: The City of Billings may levy this tax only after adopting an ordinance amending its Charter, which must be confirmed by a majority of voters at a general or special election. Reference 10-3-405, MCA.
3. An emergency proclamation or disaster declaration is a prerequisite to the adoption of an emergency mill levy.
4. The Commissioners or the Council may set the emergency levy at less than two mills. However, the maximum two mills must be levied, and spent or committed, in order to be eligible for assistance from the Montana Emergency and Disaster Fund. Reference Section 34, Administrative Rules of Montana.
5. Any funds levied via the two mill emergency levy for the emergency and remaining in the fund after the emergency, shall be used only for expenditures arising from future emergencies. Reference 10-3-405(5), MCA.

6. Guidance for preparing the emergency mill levy resolution is contained in the Montana Local Government Disaster Information Manual.

MONTANA EMERGENCY AND DISASTER FUND

1. Access to this fund requires the following actions:
 - a. An emergency proclamation or disaster declaration by the Chairman of the Board of County Commissioners or Mayor.
 - b. Adoption of a maximum emergency mill levy by the Board of County Commissioners or City/Town Council.
 - c. Demonstration that all available emergency levies have been spent or committed.
2. References:
 - a. 10-3-311, MCA.
 - b. The Montana Local Government Disaster Information Manual.
 - c. Section 34, Administrative Rules of Montana
 - d. The Montana State Emergency Operations Plan.

FEDERAL ASSISTANCE

1. Federal assistance and/or a Presidential Disaster Declaration is obtained through the State DES Office.
2. References:
 - a. Presidential Declaration. PL 93-288 as amended.
 - b. Section 34 of Administrative Rules of Montana.
3. For any all-risk incident that exceeds local capability, and meets the criteria for reimbursement by any local, state, or federal agency(s), the current policies and/or mutual aid agreement(s) shall apply. For any exclusions or waiting periods that apply to the incident, the least restrictive exclusion time frame will apply.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The finance officers of city and county are directly responsible to the Mayor, City Administrator, or County Commissioners.
2. ASSIGNMENT OF RESPONSIBILITIES. This Annex is responsible for the fiscal record keeping as mentioned in the Concept of Operations. In addition, all payments, expenditures, purchase orders, etc., are to be prepared by the respective finance officers and submitted to the appropriate approving authority.

E. ADMINISTRATION AND LOGISTICS

The finance officer(s) must ensure the necessary forms, supplies, and equipment needed in the EOC are provided or procured as expeditiously as possible after the EOC is in operation. The finance officer(s) and any necessary support staff are required to be in the EOC, at least for a set period of time each day.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by YCDES and the County Finance Officer.

G. AUTHORITIES AND REFERENCES

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011

On File in DES office
Duane Winslow, DES

On File in DES office
Scott Turner, County Finance Director

ANNEX Q HAZARDOUS MATERIALS

A. PURPOSE

This annex provides for a coordinated emergency response by local government and industry to minimize the adverse effects on the population and environment resulting from an uncontrolled release of, or exposure to a hazardous material from a fixed facility or a transportation accident. This Annex and Appendix 1 provide a framework for operations in the event of a hazardous material incident.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

- a. Numerous industries and businesses in Yellowstone County use chemicals that pose a threat to their own private property, their employees, and the public.
- b. EPA has identified over 400 extremely hazardous substances subject to the reporting requirements of Title III. This will greatly expand the preparation and use of the MSDS information, especially for emergency response operations.
- c. Any facility that produces, uses, or stores any of the extremely hazardous substances listed by EPA in a quantity greater than its threshold planning quantity is subject to the Emergency Planning and Community Right-to-Know provisions of SARA Title III.
- d. When an accidental, uncontrolled release of hazardous materials occurs, local, state, and federal response agencies must be prepared to respond in a well-coordinated manner to protect the public, the natural resources, and to minimize property damage within the community.
- e. Under the best circumstances, the management and coordination of a large hazardous materials response operation is complex and may involve multiple agencies. Emergency or hazardous conditions of potentially disastrous proportions, or that are coincident with other emergency situations will place

excessive requirements upon local response organizations.

- f. In the wake of a disaster, many of the local resources will not be available due to damage or inaccessibility. Additionally, resources may not be sufficient to handle major hazardous materials incidents.
- g. Hazardous materials may include explosives, flammables, combustibles, compressed gasses, cryogenics, poisons and toxins, reactive and oxidizing agents, radioactive materials, corrosives, carcinogenic or etiological agents or any combination thereof.

2. ASSUMPTIONS.

- a. Facilities subject to reporting under the Emergency Planning and Community Right-to-Know Act of 1986 will provide a MSDS or a list of chemicals with current contact names and phone numbers to the appropriate fire department and the Local Emergency Planning Committee (LEPC) repository which is the Billings Fire Department.
- b. Facilities involved in the manufacture, use, storage, and transport of hazardous materials will cooperate with local governments in preparing for response to hazardous materials incidents and be part of a unified command.
- c. The Billings/Yellowstone County Communications Center, the Laurel Communications Center, and/or the MHP Dispatch Center will receive information on a release or spill of a hazardous substance and notify the appropriate response agencies.
- d. Emergency response personnel will be trained in hazardous materials control and vehicles will be equipped with Emergency Response Guidebooks (ERG).
- e. Emergency response personnel will be trained in the National Incident Management System (NIMS) and each incident will be conducted under this system.

- f. Local hazardous materials response teams and other support agencies will respond with technical expertise and resources upon request by mutual aid. The Billings HazMat Team, which is also the Montana Regional HazMat Response Team, will respond county wide to incidents.
- g. Large-scale evacuation or in-place sheltering may be necessary, in response to a hazardous materials incident.
- h. Radiological emergency situations which may threaten public health/safety and private/public property could necessitate the implementation of proactive actions for the public at risk. The deliberate release of radioactive materials by criminals or terrorists in the local areas is possible, but also considered unlikely.
- i. The Montana National Guard, through its Civil Support Team, will provide technical and manpower assistance to local agencies involved in hazardous materials response, or an incident involving Weapons of Mass Destruction.

C. CONCEPT OF OPERATIONS

- 1. It is essential that the communication centers obtain all pertinent information regarding the incident to assist responding agencies.
- 2. If mutual aid is initiated, the jurisdiction's Incident Commander will remain on scene with the responding Hazardous Material Team. In the event that multiple jurisdictions are affected, a unified command structure will be established.
- 3. Operations of any hazardous material incident will be handled in conjunction with established SOP/SOG of the department involved.
- 4. The Incident Commander may order an evacuation or shelter in place if necessary to save lives and property. DES should be consulted so that any necessary emergency shelter and other support can be arranged.

5. If the hazardous materials incident is of such magnitude to have a significant impact upon the community or affects more than one jurisdiction, the Yellowstone County Emergency Operations Center (EOC) may be activated in support of the Incident Commander through response and recovery efforts.
6. Alerting and informing the public will be the responsibility of the Incident Commander and/or the Communications Center. The Public Information Annex can assist with this function.
7. Supervision of clean up and removal of the hazardous materials involved in an incident will be accomplished under the direction of the Montana DEQ. The arrangements, agreements, and resources required for containment and cleanup of a hazardous materials release or spill will be established by HazMat response agencies, the owner of the material/substance and/or the transportation organization. The owner of the materials/substance and/or the transportation organization will be responsible for all costs of containment and cleanup.
8. If a hazardous materials incident or release occurs on private property, the owner or operator thereof may undertake the emergency response. If the owner or operator does not undertake such emergency response, or if in the judgment of the HazMat Team or IC, there exists an imminent danger to the public health and safety beyond such property, the HazMat Team or IC shall initiate an appropriate emergency response, including necessary actions on said private property.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION

- a. Facilities located within the county/city that use, store, manufacture or transport hazardous materials are responsible for developing systems and training their employees so as to be able to promptly determine and report that a release of hazardous materials has occurred. The systems, methods and/or procedures in place at each facility for determination that a release has occurred, along with a brief description of any specialized system (i.e. monitor/sensor system) are on record at each facility as required by law. At the minimum, facilities are required by law to immediately notify the local authorities (LEPC) and the SERC (through the Montana Duty Officer).
- b. The Regional HazMat Response Team (Billings HazMat) is the organization/agency that will respond to all HazMat incidents in Yellowstone County.

2. RESPONSIBILITIES

- a. The jurisdiction's fire department shall provide emergency response to an incident in its jurisdiction. This response may include but is not limited to identification, monitoring of the hazardous materials and decontamination. The fire chief may function as or designate the Incident Commander on scene. Unified Command should be established with the HazMat Team and law enforcement.
- b. The DES Director (or designee) is responsible for carrying out the emergency management program for Yellowstone County. The DES Director (or designee) will activate the Emergency Operations Center as required or requested to coordinate/support the activities of all departments/organizations assisting with response and recovery efforts. The DES Director (or designee) will establish response and recovery priorities through the Emergency Operations Center and will coordinate the resources needed to support emergency operations.

- c. The HazMat Team will respond to all HazMat incidents in the County and unify command with the IC and law enforcement. The Team will be responsible for all billing and documentation of hazardous materials incidents occurring in the County.
- d. Law enforcement shall have responsibility for crowd control, traffic control, scene security, and shall coordinate and control evacuation/shelter in place activities. They will work with the fire department and designated safety officer to identify and establish a restricted zone and ensure that non-essential personnel are removed and kept from the zone. Hazardous materials incidents occurring outside of incorporated areas should be reported to the Sheriff's Office. For all hazardous materials incidents that occur on interstate or state highways, the Incident Commander shall work directly with the senior officer present for the Montana Highway Patrol.

E. ADMINISTRATION AND LOGISTICS

- 1. Each public entity, political subdivision of the state, or unit of local government has the right and responsibility to claim full reimbursement from the parties or persons responsible for a hazardous material incident for the reasonable and documented costs resulting from action taken to contain, remove, or otherwise mitigate the effects of such incident.
- 2. Each agency, department, or service of government will provide for the maintenance of records during an emergency. These records should include work hours, equipment hours, supplies and materials consumed, injuries to personnel, and damage to public facilities and equipment. Records will be maintained on the use of all equipment, whether owned, leased, rented or borrowed. These records/contracts will be used as basis for possible recovery of emergency operations expenses from a responsible party or reimbursement of certain expenses by State or Federal government. All records/contracts generated by the Hazardous Materials Team or the EOC should be retained, until the Finance Department or the Finance Annex Chief makes a final decision regarding claims for cost recovery or reimbursement.

3. All vital records produced or obtained by the Hazardous Materials Team should be protected from the effects of disasters to the maximum extent feasible.
4. Emergency exercises should periodically include a scenario that provides for the demonstration of a hazardous materials response.
5. Mutual aid agreements exist with other governmental entities, volunteer groups and businesses for resource support. Activation of such agreements and contracts will normally be coordinated through the EOC.

F. ANNEX DEVELOPMENT AND MAINTENANCE

The primary responsibility for development and maintenance of this annex is that of the DES Director with support from the Hazardous Materials Response Team and the Local Emergency Planning Committee. The annex will be reviewed periodically as significant changes warrant.

G. AUTHORITIES AND REFERENCES

1. Title III, Emergency Planning and Community Right-To-Know, of the Superfund Amendments and Reauthorization Act of 1986 (SARA), U.S. Public Law 99-499.
2. MCA, Title 10, Chapter 3, DES
3. MCA, Title 50, Chapter 78, Employee and Community Hazardous Chemical Information Act
4. Appendix 1, HazMat Response Plan

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Terry Larson, Billings HazMat Team

On File in DES office
Paul Dextras, Chief
Billings Fire Dept.

On File in DES office
Rich St. John, Chief
Billings Police

On File in DES office
Rick Musson, Chief
Laurel Police

On File in DES office
Mike Linder, Yellowstone County Sheriff

APPENDIX 1 HAZMAT RESPONSE PLAN

**HAZARDOUS MATERIALS
RESPONSE PLAN**

See Separate Document

ANNEX R AGRICULTURE

A. PURPOSE

To provide for the conservation and utilization of all agricultural commodities and food stocks assuring proper control and distribution during and after the emergency.

B. SITUATION AND ASSUMPTIONS.

1. SITUATION. The food supply and distribution system throughout Yellowstone County and Montana provide the necessary sustenance for the residents and visitors. Such food supply and distribution system is somewhat fragile and can be easily disrupted by disasters affecting crop or animal production, road, highway and railway, processing centers, and the retail and wholesale distributors.
2. ASSUMPTIONS.
 - a. Most major disasters will affect the food distribution system.
 - b. Pest infestation, flooding, massive hailstorms, tornadoes, etc., will do significant damage to crops before they are harvested affecting the food production in local areas.
 - c. Any threatened or actual shortages in food commodities will cause "hording" and some "panic buying" by the population.
 - d. Government will have to take the necessary steps to ensure equal and adequate distribution of food supplies to the population to prevent "hording" and "panic buying".
 - e. The "County Emergency Board" may need to be activated, in operation and advising the executives of the city and county in matters relating to agriculture and raw food supplies.
 - f. Terrorist acts using WMD against the food supply and distribution system is a distinct possibility that could impact many thousands of people in Yellowstone County, Montana and the US.

C. CONCEPT OF OPERATIONS

The County Emergency Board (CEB) will direct and advise all agricultural operations when disaster affects the food production cycle. The Board will meet as often as necessary and YCDES is an ex-officio member of this Board.

When and if it becomes necessary to "guard" food supplies and warehouses, grocery stores, etc., to prevent theft, panic buying and such, the respective law enforcement agency will provide such service. Any food rationing, if necessary, will be directed by the respective executive body and implemented by the county treasurer through food stamps, ration tickets, etc. The development of a food rationing plan will be accomplished by the CEB.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. The CEB is established by law and is an autonomous body serving in an advisory capacity to the city and county. The local FSA office and county extension agent serve on this Board and will assist in the implementation of this Annex. This Board can be called upon to assist YCDES and the EOC.
2. ASSIGNMENT OF RESPONSIBILITIES. Responsibilities encompassed in this Annex include:
 - a. Developing a conservation and utilization plan for food and economic resources to assure maximum safeguarding and adequate usage.
 - b. Appointing, training, and assigning key people to operate and administer a consumer rationing, and price control program.
 - c. Establishing necessary channels and procedures for reporting significant economic and agricultural stabilization activities and problems to the state.
 - d. Providing information and instructions to the general public on the rationing and price control program within any freeze period established.
 - e. Continuing to operate and maintain controls on all affected items or crops until state and/or national control can be assumed or until the normal supply has been restored.

E. ADMINISTRATION AND LOGISTICS

The CEB chairman may occupy space in the EOC. Plans and procedures to establish and implement any food, crop, or price controls must be approved by the local governing body/bodies. Any supplies required in the EOC will be provided by YCDES. Implementing this Annex will require assistance from law enforcement and finance. The staffing, supplies, and equipment, etc., to carry out approved control plans, is the responsibility of the appropriate jurisdiction.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be developed and maintained by YCDES with coordination and assistance from the CEB chairman or the County Extension Agent.

G. AUTHORITIES AND REFERENCES

Annex V, Animal Health Emergency

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Steve Lackman, County Extension Agent

ANNEX S FEDERAL ASSISTANCE PROGRAM INFORMATION

A. PURPOSE

To provide federal disaster assistance to eligible applicants and local governments to respond to and recover from a major disaster.

B. SITUATION AND ASSUMPTIONS

In major disasters, the Governor, on behalf of local government can request a presidential disaster declaration if the resources of the local and state government cannot meet the demands of the disaster.

C. CONCEPT OF OPERATIONS

1. The greatest single source of Federal disaster assistance is provided under the authorities of the Disaster Relief Act of 1974, Public Law 93-288, as amended by the Robert T. Stafford Disaster Relief & Emergency Services Act by P.L. 100-707, which is implemented by the Federal Emergency Management Agency (FEMA) following a Presidential declaration of a major disaster. FEMA administers grants to the States from the President's Disaster Relief Fund and directs and coordinates the disaster assistance functions of all Federal authorities. FEMA is a part of the Department of Homeland Security (DHS).
2. The President may also make a determination that an "emergency" exists, requiring assistance to supplement State and local efforts to save lives and protect property, public health and safety, or to avert or lessen the threat of a disaster. The purpose of such a determination is to make available emergency assistance, which, because of the pressures of time or because of the unique capabilities of a Federal agency, can be more readily provided by the Federal Government. It is specialized assistance to meet specific needs.
3. In a disaster which has resulted in considerable damage, but which is not of sufficient severity and magnitude to warrant a major disaster declaration or an emergency determination, State and local governments may request assistance from the Regional Director of FEMA in determining what Federal aid might be available. The FEMA Regional Directors monitor all disasters which occur in the States and Territories within their respective regions, and at the request of the State and local government, can advise which Federal agencies have disaster relief programs under the regular statutory authorities which could be of assistance, such as the Department of Agriculture, Farm Service Agency.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. SEQUENCE OF EVENTS. Local authorities (YCDES & CEOs) and individuals request help from....

Private relief organizations and MTDES, which give all assistance possible. If beyond their capability....
the Governor requests a Presidential declaration of a major disaster or an emergency through....the FEMA Regional Office to....

The FEMA Director, who, on the basis of regional damage surveys and reports, evaluates the request and makes a recommendation to....

The President, who makes the final determination. If warranted, the President declares a major disaster or an emergency, informs the Governor, and publicly announces the declaration. FEMA designates the counties eligible for Federal disaster assistance, authorizes the obligation of funds, and directs and coordinates Federal relief efforts.

E. ADMINISTRATION AND LOGISTICS

All requests for the use of federal services, supplies and equipment shall be forwarded to MTDES through the Yellowstone County DES office.

F. PLAN DEVELOPMENT AND MAINTENANCE

The YCDES Director will keep informed on all state and federal disaster assistance programs and have available the necessary forms to request assistance through the local Government Disaster Information Manual.

G. AUTHORITIES AND REFERENCES

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex:
Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

APPENDIX 1 FEDERAL DISASTER ASSISTANCE PROGRAMS

‡Requires President's action. ‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
I. Agriculture				
Emergency Conservation Program	Landowner	FSA	Extension	Extension
Emergency Feed Program	Stockowner	FSA	Extension	Extension
Emergency Loans	Farm/Ranch	FmHA	Extension	Extension
Feed Grain Production Stabilization	Farm	FSA	Extension	Extension
Timber Removal‡	Local Gov.	State DES	DES	DES
II. Business				
Aid to Major Sources of Employment‡	Business/Industry	SBA/FmHA	Com. Development	Com. Development
Alcohol and Tobacco Tax Claim‡	Retail/Wholesale	Treasury	Clerk/Recorder	Clerk/Recorder
Economic Injury Disaster Loans‡	Small Business	SBA	Com. Development	Com. Development
III. Emergency Services				
Debris Removal‡	Local Gov.	State DES	Health Dept./Public Works	Public Works/DES
Emergency Protective Measures	Local Gov.	State DES	Health Dept.	DES
Emergency Relief (Federal Aid Roads‡‡)	Local Gov.	State Highway	Public Works	Public Works
Food, Water, and Shelter‡	Local Gov.	State DES	Health Dept./Red Cross	Red Cross
Forecasts and Warnings	Local Gov.	NWS	DES	DES
National Oil and Hazardous Substances				
Pollution	Local Gov.	EPA	Health Dept./Air Pollution	Health Dept./Air Pollution
Public Transportation‡	Local Gov.	State DES	MET Transit	MET Transit
Radiological Emergency Assistance	Anyone	DOE	Health Dept.	Health Dept./DES
IV. Fire Suppression				

Fire Suppression Assistance	State	State DES	-----	Fire District
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APPENDIX 1 FEDERAL DISASTER ASSISTANCE PROGRAMS

‡Requires President's action

‡‡Requires Governor's action

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
V. Flood Prevention and Protection				
Flood Control Projects	Local Gov.	Army Corps.	Public Works	Public Works
Flood Control Works, Federally, Authorized Coastal Works, Rehabilitation	Local Gov./Prvt.	Army Corps.	Public Works	Public Works
Flood Fighting and Rescue Operations	Local Gov.	Army Corps.	DES	DES
Flood Hazard Studies	Local Gov.	USGS	Planning	Flood Plain Admin.
Flood Hazard Studies (Flood Insurance Studies)	Local Gov.	FEMA	Planning	Flood Plain Admin.
Flood Insurance	Anyone	Insurance Agent	Flood Plain Admin.	Flood Plain Admin.
Flood Plain Management	Local Gov.	Army Corps.	Flood Plain Admin.	Flood Plain Admin.
Flood Plain Management - FEMA	Local Gov.	FEMA	Flood Plain Admin.	Flood Plain Admin.
Protection, Clearing & Straightening of Channels	Local Gov.	Army Corps.	Public Works	Public Works
Protection of Essential Highways, Highway Bridge Approaches, and Public Works	Local Gov.	Army Corps.	Public Works	Public Works
River and Flood Forecast and Warning Services	Local Gov.	NWS	DES	DES
Snagging/Clearing for Flood Control, Watershed Protection and Flood	Local Gov.	Army Corps.	Public Works	Public Works
Prevention (Small Watershed Program)	Consv. District	NRCS	Local Consv. Dist.	Local Consv. Dist.
VI. Health Services				
Crisis Counseling Assistance‡	States	State DES	Crisis Team (CISD)	CISD
Disease Control - Investigations, Surveillance & Technical Assistance	Local Gov.	State Health	Health Dept.	Health Dept.
Plant and Animal Disease and Pest Control	Local Gov.	USDA	Extension	Extension

APPENDIX 1 FEDERAL DISASTER ASSISTANCE PROGRAMS

‡Requires President's action.

‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
VII. Housing				
Adjustments to Federal Loans - Dept. of Housing and Urban Development	Loan Holder	HUD	Com. Development	Com. Development
Adjustments to Federal Loans - Veterans' Administration	Loan Holder	VA	Com. Development	Com. Development
Manufactured (Mobile) Home Loans Insurance - Financing Purchase of Mobile Homes as Principle Residences of Borrowers‡	Displaced	HUD	Com. Development	Com. Development
Mortgage Insurance - Homes for Disaster Victims‡	Displaced	HUD	Com. Development	Com. Development
Temporary Housing‡	Displaced	State DES	Com. Development	Com. Development
VIII. Individual and Family Assistance				
Food Distribution Program - Emergency Assistance	Victims	State DES	DES/Red Cross	DES/Red Cross
Food Stamp Program - Emergency Issue	Victims	State DES	Welfare/Treasurer	Welfare/Treasurer
Individual and Family Grants‡	Victims	State DES	Welfare/DES	Welfare/DES
Physical Disaster Loans‡	Property Owners	SBA	Com. Development	Com. Development
Tax Information and Education‡	Taxpayers	IRS	Finance	Finance
Unemployment Assistance‡	Unemployed	Job Service	Job Service	Welfare
IX. Preparedness and Planning				
Emergency Management Assistance	Local Gov.	State DES	DES	DES
Engineering Geology Program	Local Gov.	USGS	Com. Development	Com. Development
Geologic-Related Hazards Warning Program	Local Gov.	USGS	DES	DES

APPENDIX 1 FEDERAL DISASTER ASSISTANCE PROGRAMS

‡Requires President's action.

‡‡Requires Governor's action.

Program	Eligible Applicant	Apply to	Local Government Management	Local Government Monitor
X. State and Community Assistance				
Acquisition of Flood-Damaged Structures	Local Gov.	FEMA	Planning	Planning
Assistance Payments - Maintenance Assistance	Families	Social Sec.	Welfare	Welfare
Community Disaster Loans	Local Gov.	State DES	Budget Office/Finance	Budget Office/Finance
Community Facilities Loans	Small Towns	FmHA	Com. Development	Com. Development
Hazard Mitigation - Technical Assistance‡	Local Gov.	State DES	Com. Development	Com. Development
Repair or Restoration of Private Nonprofit Facilities‡	Local Gov.	State DES	Public Works/DES	Public Works/DES
Repair or Restoration of Public Facilities‡	Local Gov.	State DES	Public Works/DES	Public Works/DES
School Construction‡	Schools	Dept. of Ed.	Supt. of Schools	Supt. of Schools
School Maintenance/Operation Assistance	Schools	Dept. of Ed.	Supt. of Schools	Supt. of Schools
Victim Identification	Local Gov.	FBI	Sheriff	Sheriff
XI. Volunteer Organization				
American National Red Cross‡	Victims	Red Cross	Red Cross	DES
The Salvation Army	Victims	Salvation Army	Salvation Army	DES

ANNEX T VOLUNTEERS

Primary Agency: United Way of Yellowstone County Volunteer Center

A. PURPOSE

To provide guidance for a flexible, centralized, and coordinated process to receive and channel **offers of spontaneous or unaffiliated volunteer assistance** from groups or individual citizens to support and benefit response and recovery efforts in the event of a disaster or emergency situation in Yellowstone County.

B. SITUATIONS AND ASSUMPTIONS

1. During and following emergencies or disasters, people want to help. However, an onslaught of assistance can overwhelm and interfere with response and recovery operations and must be planned for and managed to take full advantage of and benefit from these offers of help.
2. The coordination needed for these offers of help will vary by incident and needs to be flexible to adapt to the circumstances.
3. The timely release of information to the public regarding needs and points of contact is essential in managing offers of help.
4. It is best for volunteers to be affiliated with established organizations and trained for specific response activities. This should be encouraged prior to an emergency or disaster event. However, the spontaneous nature of individual volunteering is inevitable and should be anticipated and planned for by providing a centralized way of connecting unaffiliated volunteers to agencies and efforts providing disaster response and relief.
5. The following terms and definitions will be used when referring to volunteer involvement:
 - **Affiliated volunteers** are attached to a recognized voluntary or nonprofit organization and are trained for specific response activities. Their relationship with the organization precedes the immediate disaster and they are mobilized by that organization to help.

- **Unaffiliated (spontaneous) volunteers** are motivated by a sudden desire to help others in times of trouble. They are not part of a recognized agency participating in the response prior to the disaster and often have no formal training in disaster response.
6. Disaster voluntary agencies, community-based organizations (CBOs), faith-based organizations (FBOs) and other non-governmental organizations (NGOs) have a variety of abilities that can be used during and following a disaster event. Yellowstone County will coordinate its donations management efforts with these organizations and agencies because of their experience managing volunteers, funds and donations. In addition, NGOs typically have more flexibility in the scope and delivery of assistance and are able to respond to the needs of individuals affected by disaster by modifying or expanding their services.
 7. Affiliated volunteer services are not addressed by this annex and are managed by the voluntary agencies with whom the volunteer is already affiliated.

C. CONCEPT OF OPERATIONS

General:

1. The goal for Yellowstone County in managing spontaneous, unaffiliated volunteers is to reduce interference with organized response operations, prevent voluntary agencies from being overwhelmed, and to ensure worthwhile services donated out of kindness, are able to be used in the most effective way possible.
2. When notified by official County personnel at the time of an emergency or disaster, the primary agency for this annex shall provide someone to serve in the role of Volunteer Annex Coordinator (VAC) at the Emergency Operations Center (EOC).
 3. The Emergency Operations Center (EOC) staff will determine the level of activation needed based upon the incident and the level of spontaneous volunteer activity present and/or needed. The VAC will advise the EOC Operations staff about activity levels and staff, space and requirements needed to manage volunteers.

4. At the time the Annex is activated, in whole or in part, close coordination with the Joint Information Center (JIC) will be essential to ensure pertinent information is provided to the media for dissemination to the public.
5. Requests for support needed to coordinate this Annex such as facilities, equipment, communications, transportation and feeding and sheltering of volunteers shall be made and coordinated through the EOC.
6. A variety of appropriate, existing community organizations, networks and systems shall be utilized and engaged in supporting implementation of this Annex as needed. The primary agency will communicate, coordinate, and maintain an understanding with and contact information for other community entities before, during and after disaster situations. With those entities, the primary agency will coordinate the assistance that is most needed and appropriate to the total local response.
7. Organizations accepting responsibility for any components of this Annex will be responsible for developing Standard Operating Procedures or Guidelines, establishing relationships with appropriate organizations and individuals, training/exercising, accurate recordkeeping and maintaining current information needed to implement this Annex.

Specific: Donation of Services/Volunteer Reception Center

1. The primary agency for this Annex will assume responsibility for coordination of spontaneous or unaffiliated volunteers to avoid confusion and duplication of volunteer recruitment efforts during a local disaster and the recovery phase following a disaster.
2. They will communicate and coordinate before, during and after disaster situations with entities that have affiliated volunteers and others that may anticipate involving unaffiliated volunteers during response and recovery phases.
3. All requests for unaffiliated volunteers shall be made through the Volunteer Annex Coordinator or the Volunteer Reception Center as determined by the incident.
4. Unaffiliated volunteers will be discouraged from going directly to any disaster site. They will be told their name and information can be

entered into a database and they will be informed when volunteers are needed.

5. Volunteers must be registered prior to beginning work in the disaster area. Unaffiliated volunteers will be directed to where to register and to determine if and where resources are needed.
6. Organizations/groups receiving unaffiliated volunteers will be responsible for any necessary screening and credentialing and for providing appropriate volunteer management including job specific training.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The primary organization will:

1. Upon activation, provide a person to serve as the Volunteer Annex Coordinator at the EOC whose responsibilities shall be to ensure:
 - Offers of and needs for help are coordinated until further portions of the Annex are required and activated.
 - Information and input is provided to assist the Emergency Manager in determining if, when and to what degree there is a need for expansion of services
 - Management of volunteers deployed to the EOC to assist with general EOC operations (this does not include affiliated volunteers who may be at the EOC in an “official” capacity with an organization/agency.)
 - A liaison between the EOC and key personnel managing the volunteer operations in the field as activated.
 - Courtesy calls are made to key Annex Management personnel and to support agencies to provide current status information for the event.
 - Notification is made to essential persons and agencies when activation or request to report is made with specific instructions.
2. Stabilize and secure its situation and assemble additional disaster response personnel as needed;
3. Set up and maintain a system to process and refer unaffiliated volunteers and other offers of help (for example, a phone bank and/or

walk-in reception center).

4. Accept requests from agencies/organizations providing disaster relief and route volunteers as needed;
5. Provide updated information on volunteer needs for the media, coordinated with the JIC or the County's designated information lead.
6. Maintain contacts with potential resources to recruit volunteers (corporations, schools, RSVP, etc.)
7. Manage and provide space for the coordination of volunteer deployment when needed and when reception center component of annex is activated (for example: CERT-trained volunteers, RSVP volunteers, users of unaffiliated volunteers who need to interview, screen or credential, train, etc.)

E. ADMINISTRATION AND LOGISTICS

All requests for unaffiliated volunteers shall be made through the Volunteer Annex Coordinator or the Volunteer Reception Center as determined by the incident.

F. PLAN DEVELOPMENT AND MAINTENANCE

The primary agency will expand on and maintain this annex with appropriate operating procedures and guidelines and will keep the Yellowstone County Director of Emergency Services informed of its status.

G. AUTHORITIES AND REFERENCES

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Pamela Sanderson,
United Way Volunteer Center Director
Volunteer Reception Center

ANNEX U TERRORISM/BIOTERRORISM/WMD

A. PURPOSE

This Annex provides for an orderly and coordinated response to acts of terrorism or incidents involving weapons of mass destruction (WMD).

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

- a) Every community in the United States is vulnerable to the growing threat from terrorist events – especially the threatened use of chemical, biological, radiological, nuclear, or high-explosive (CBRNE) material. These incidents, as well as suicide bombings, have increased dramatically, in both frequency and severity, since the 1970's.
- b) Chemical agents might be deployed because of their direct toxic effects on humans, animals, and the environment. The chemical agents most likely to be used in a terrorist attack include cyanide, mustard gas, sarin, tabun, and VX nerve gas.
- c) Biological agents are bacteria or viruses that could be used to cause and spread disease among the population. The biological agents or diseases most likely to be used in a terrorist attack include anthrax, brucellosis, bubonic plague, cholera, glanders, pneumonic plague, smallpox, tularemia, Q fever, Venezuelan equine encephalitis (VEE), viral encephalitis, and viral hemorrhagic fever.
- d) Contagious biological agents may affect large and diverse populations with little or no obvious connection. Time delays may occur in recognizing the disease or offending organism because of similar innocuous diseases. Biological toxins are poisons produced by biological organisms. Biological toxins that might be used in a terrorist attack include botulinum, ricin, T2 mycotoxins, and staphylococcal enterotoxin B.
- e) Nuclear/radiological materials can be used in the form of nuclear weapons, nuclear material dispersed via conventional explosives and attacks on nuclear facilities.
- f) The use of explosives by terrorists can result in collapsed buildings, bridges, overpasses, and other infrastructure. Such explosives range in size, complexity, and damage capability from small, homemade pipe bombs to military weapons.

- g) Other technology, including computers and cyber-terrorism can be used in terrorist attacks.
- h) Targeting of first responders will have a major impact upon the county's capabilities; and will place a major burden upon emergency services including fire, law enforcement, public health, Emergency Medical Service (EMS), other medical and mass care providers.
- i) The scope of the incident may expand geometrically and may affect mutual aid jurisdictions. Airborne chemical, radiological and biological agents flow with the air current and may disseminate WMD agents far from their initial source.
- j) Mass evacuation could be required and contamination of critical facilities may result.
- k) Specific events may require the Yellowstone City-County Health Department dba RiverStone Health or State Department of Health and Human Services establish a quarantine of citizens, domestic and wild animals and/or food supplies.

2. ASSUMPTIONS.

- a. The situation may not be immediately recognizable as a terrorism event.
- b. The first responders, e.g., law enforcement and fire personnel or health/medical personnel will, in most cases, initially detect and evaluate the potential or actual incident, assess casualties (if any), and determine whether assistance is required. This assessment will be based on warning or notification of a terrorism incident that may be received from law enforcement, emergency response agencies, or the public.
- c. Once recognized as a terrorism/WMD event, the incidents(s) will be treated as crime scene(s), and established guidelines and policies shall be followed in preserving the crime scene(s). Conditions may dictate the need for and establishment of martial law.
- d. The incident may require Federal Support. According to HSPD-5, the Attorney General has lead responsibility for criminal investigations. In any case, a terrorist incident is reportable to

the FBI as soon as it is known or suspected. The FBI generally will be the lead law enforcement agency for criminal investigations in a terrorist incident, but may not be available for some time after the incident occurs.

- e. Official information related to evacuation will be disseminated to the public in a timely manner and will be in a format that may be easily understood by all citizens.
- f. The public will act in its own interest and evacuate dangerous areas spontaneously or when advised to do so by local government authorities.
- g. People who refuse to follow evacuation recommendations and are unwilling to leave will not be forced to evacuate. If and when any such persons wish to evacuate, on a time and condition permit basis, efforts will be made to assist with their evacuation. Under certain conditions, authorities may order an evacuation and compliance with that order will not be optional.
- h. It is not possible to eliminate the possibility of terrorism. However, the effects of terrorism can be reduced by:
 - Training and education of public safety personnel;
 - Acquisition of essential equipment;
 - Preparation of essential facilities;
 - Public education and awareness programs;
 - Formation and maintenance of working relationships with appropriate city, state, federal and private organizations.

C. CONCEPT OF OPERATIONS

1. HAZARD ANALYSIS

While any person or place could be affected by a terrorist incident, attacks are most likely to target facilities or areas where there are large concentrations of people, structures or facilities of political significance, and infrastructure whose damage or destruction would significantly impair the ability of the community to function normally. Special security measures may be warranted to protect potential targets such as:

- Critical infrastructure/transportation: major highways, bridges, overpasses, railroads and railroad crossings and train

- stations;
- Trucking/transport facilities and equipment;
- City, County, State, and Federal government facilities;
- Facilities with large numbers of people, including hospitals, schools, fairgrounds, and shopping malls.
- Military installations, including Army, Navy, and Marine Corps Reserves, National Guard, etc.;
- Domestic water plants, reservoirs, and treatment facilities;
- Fuel farms and gasoline distribution lines
- Chemical manufacturing and storage facilities;
- Propane and natural gas facilities, including pipelines and storage farms;

2. TRAINING

Public awareness and education are among the most important aspects of terrorism prevention and mitigation. The DES Director, in conjunction with Police Departments and Fire Departments will arrange public awareness and education programs as they become available.

All city and county departments should assess their training needs periodically. Special emphasis should be placed on the preparation for, response to, mitigation of and recovery from terrorist acts and threats including chemical, biological, radiological, nuclear and explosive events. Department Heads are responsible for ensuring their subordinates receive proper training.

3. EXERCISES

Emergency Preparedness Exercises should be conducted as needed to ensure the following:

- Existing Plans, Annexes, and Standard Operating Procedures are valid and workable;
- All personnel understand their roles and are capable of accomplishing assigned tasks;
- All necessary safeguards are in place and all supporting activities have been properly identified and coordinated;
- All necessary equipment is available.

4. DES and law enforcement agencies will monitor possible threat conditions, share updates, consider following the recommendations associated with developing threats, and inform the citizens and

businesses of those recommendations.

5. Responding to an actual terrorism incident, law enforcement, fire and/or the EOC shall:
 - a. Identify affected area; take reasonable measures to render the area safe and secure from additional hazards.
 - b. Provide timely and accurate alert and notification to affected jurisdictions and the general public.
 - c. Implement the National Incident Management System (NIMS) and the Incident Command System (ICS), including unified command when appropriate.
 - d. Activate the county Emergency Operations Center (EOC) and Joint Information Center (JIC), if needed.
 - e. Rescue entrapped victims; provide medical care to the injured.
 - f. Evacuate immediately affected area and establish traffic control points.
 - g. Determine presence of radiological, chemical or biological agents and establish “hot zone”, if needed.
 - h. Decontaminate victims exposed to any radiological, chemical or biological agents.
 - i. Contain hazards and suppress fires when appropriate.
 - j. Preserve evidence and secure vacated area in accordance with the most recent guidelines, policies and procedures.
 - k. Designate, open and support reception centers and shelters, as needed.
 - l. Request mutual and/or extra-jurisdictional (local, state, and federal) aid, as needed.
 - m. Establish quarantine in accordance with the appropriate guidelines and regulations, when appropriate.
 - n. Take reasonable measures to coordinate appropriate decontamination of properties within affected areas.

- o. Reevaluate and lift quarantine when appropriate.
- p. Notify the public when it is safe to return to the area.
- q. Protect and preserve the vacated area until the return of occupants.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. General: The FBI is the lead agency for crisis management during terrorist incidents per Presidential Decision Directive – 39 (PDD-39), and FEMA is the lead agency for recovery and consequence management. Local government would be in a support role by ensuring public protection, meeting medical and health care needs, assisting with scene control, assuring that a declaration of disaster is obtained, and restoration of critical public systems. The local government's organizational structure is shown in the Basic Plan, and flow chart of probable actions is shown in Appendix 3 and 4.

The US Department of Health and Human Services (HHS) is the primary agency responsible for the nation's health and medical response. Within HHS, the Centers for Disease and Control and Prevention (CDC) plays a key role in bio-terrorism preparedness. The CDC has established the Strategic National Stockpile (SNS) program as a national repository of antibiotics, chemical antidotes, life support medications, IV administration and airway maintenance supplies, and medical/surgical items. The Montana Department of Health and Human Services and the Governor's Office of Emergency Services are the lead state agencies for planning and access to the SNS. The SNS is designed to re-supply state and local public health and medical response entities in the event of a biological and/or chemical terrorism incident anywhere, at anytime, within the United States. The SNS will back up first response efforts with a general re-supply package followed by larger quantities of the medical material specific to the health consequences associated with the agent used.

The Montana Department of Health and Human Services (DPHHS) is the lead state agency for the public health response to a bio-terrorist incident or threat. The primary objective of DPHHS is to determine the etiology and source of the outbreak and identify the most effective and efficient interventions to protect public safety.

Local government is responsible to coordinate the distribution and dispensing of SNS resources to clinical sites. Yellowstone County has

developed a mechanism for local distribution of SNS pharmaceuticals.

Consult the Yellowstone City-County Health Department dba RiverStone Health Strategic National Stockpile Plan for additional information and guidance.

2. The Executive Group (Commissioners, Mayor (s), City Administrator and DES Coordinator) has duties and powers as follows:
 - a. To initiate and ensure the orderly evacuation of the community by issuing evacuation recommendations and/or orders, as needed.
 - b. To exercise any other authority as may be provided by Federal, State or Local laws.
 - c. Ensure the continuity of government.
3. Law Enforcement will:
 - a. Act as the lead agency until the FBI is on scene. Law enforcement officers may resolve on scene suspect threats and when necessary conduct sweeps for additional devices or other situations of a threatening nature prior to the response of other agencies or resources.
 - b. Participate in Unified Incident Command System with notification to appropriate agencies.
 - c. Participate in warning and alerting the public.
 - d. Coordinate law enforcement activities with activities of other agencies and the Montana Joint Terrorism Task Force (JTTF).
 - e. Provide scene security and integrity for the incident in accordance with the most recent guidelines, policies and procedures.
 - f. Provide a "Command Staff" Officer for the Federal Joint Operations Command Center as needed.
 - g. Establish and maintain traffic and access control.
 - h. Coordinate evacuation of prisoners, if required.

- i. Collect, process and preserve evidence in accordance with established policy and procedures.
4. Yellowstone County DES will:
 - a. Provide technical assistance and support to incident command and field operations. Request the National Guard Civil Support Group through Montana DES.
 - b. Participate in Unified Incident Command System.
 - c. Activate and support the EOC and JIC when appropriate.
 - d. Monitor the threat conditions and forward changes local government and response representatives.
5. Role of RiverStone Health:
 - a. Convene a Unified Health Command Team to review circumstances and develop a response plan of action to a given event.
 - b. Increase awareness of clinicians and laboratorians about bioterrorism threat agents and diseases.
 - c. Strengthen existing disease surveillance systems and implement pilot surveillance systems for detecting bioterrorist events.
 - d. Utilize and/or develop surveillance systems that might be useful in detecting illnesses resulting from bioterrorist threat agents.
 - e. Coordinate expanded surveillance in the affected jurisdiction in the event of a suspected bioterrorist event or other biologic disaster.
 - f. Notification of local, state, and federal bioterrorism response partners and, when deemed necessary, activation of the Bioterrorism Surveillance and Epidemiologic Response Team.
 - g. Coordination with local, state, and federal public health leaders.

- h. Epidemiologic investigation to include developing a case definition, case finding, case interviews, data collection and analysis.
- i. Contact tracing.
- j. Surveillance for non-human diseases.
- k. Develop recommendations for treatment and post-exposure prophylaxis.
- l. Support and technical assistance for local immunization and prophylactic distribution, or quarantine efforts.
- m. Provide assistance for laboratory surveillance of biological agents.

6. The Unified Health Command will:

- a. Act as lead medical and public health agency as appropriate.
- b. Participate in Unified Incident Command System with notification to appropriate agencies.
- c. Provide environmental health specialists to aid Incident Commander (IC), as needed.
- d. Assist in hazard assessment, monitoring and assist MT DEQ in overseeing cleanup operations.
- e. Provide a "Command Staff" Officer for the Federal Joint Operations Command Center, as needed.
- f. Participate in the EOC, as needed.
- g. Provide guidance for quarantine and embargoing food supplies.
- h. Provide and coordinate on scene triage and transportation, as required.
- i. Coordinate with area hospitals as to the number of casualties to be transported to each hospital.
- j. Hospitals will adjust the patient population in their facility and coordinate with other health care facilities to prepare for a

disaster related patient load or evacuation if necessary, while continuing medical care for those that cannot be evacuated.

7. Fire Departments will:
 - a. Resolve hazardous material issues prior to response of other agencies/resources, if necessary; except that care shall be taken to preserve evidence and crime scene.
 - b. Participate in Unified Incident Command System with notification to appropriate agencies.
 - c. Perform hazard identification, confinement and mitigation operations.
 - d. Coordinate fire department mutual aid resources.
 - e. Provide a “Command Staff” Officer for the Federal Joint Operations Command Center, as needed.
 - f. Coordinate fire, hazardous materials, decontamination, rescue and emergency medical response.
 - g. Participate in EOC, as needed.

E. ADMINISTRATION AND LOGISTICS

1. The Executive Group and DES will support administration and logistics through the implementation of the Unified Incident Command System and NIMS through the EOC.
2. Normal practices and procedures will be continued under emergency conditions to the extent possible.
3. During emergency operations, efforts will be made to document each transaction so that records can be reconstructed and claims properly verified, after the emergency period has passed.
4. To the extent consistent with the law, no administrative process will be permitted to interfere with operations essential to preventing injury, loss of life and significant property damage.

F. PLAN DEVELOPMENT AND MAINTENANCE

The primary responsibility for development and maintenance of this annex is that of DES with support from law enforcement, fire departments, RiverStone Health, the UHC, and other agencies as needed. The annex will be reviewed periodically as changes warrant.

G. AUTHORITIES AND REFERENCES.

1. Appendix 1, The National Strategy for Homeland Security
2. Appendix 2, Flow Chart of Probable Actions in a Chemical or Overt Biological Attack
3. Appendix 3, Flow Chart of Probable Actions in a Covert Biological Agent Incident
4. Annex Q, Hazardous Materials
5. Annex G, Disaster Medical Health Plan
6. Annex Y, Continuity of Government
7. MCA, Title 53, Chapter 9
8. MCA, Title 10, DES
9. Presidential Decision Directive 39
10. RiverStone Health Strategic National Stockpile Plan

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex and Appendix 1, 2 and 3; Dated, June 30, 2011.

On File in DES office

Duane Winslow,
DES & Rural Fire

On File in DES office

Mike Linder,
Yellowstone County Sheriff

On File in DES office

Rich St. John, Chief
Billings Police Dept.

On File in DES office

John Felton, President & CEO RiverStone Health
Unified Health Command

On File in DES office

Paul Dextras, Chief
Billings Fire Dept.

APPENDIX 1 THE NATIONAL STRATEGY FOR HS

INTRODUCTION

The *National Strategy for Homeland Security* is the beginning of what is a long struggle to protect our Nation, our State and Yellowstone County from terrorism. It establishes a foundation upon which to organize our efforts and provides initial guidance to prioritize the work ahead. The *Strategy* will be adjusted and amended over time. We (the United States) must be prepared to adapt as our enemies in the war on terrorism alter their means of attack.

STRATEGIC OBJECTIVES

The strategic objectives of homeland security in order of priority are to:
Prevent terrorist attacks within the United States;
Reduce America's vulnerability to terrorism; and
Minimize the damage and recover from attacks that do occur.

THREAT AND VULNERABILITY

Unless we act to prevent it, a new wave of terrorism, potentially involving the world's most destructive weapons, looms in America's future. It is a challenge as formidable as any ever faced by our Nation. We possess the determination and the resources to defeat our enemies and secure our homeland against the threats they pose.

One fact dominates all homeland security threat assessments: terrorists are strategic actors. They choose their targets deliberately based on the weaknesses they observe in our defenses and our preparedness. We must defend ourselves against a wide range of means and methods of attack. Our enemies are working to obtain chemical, biological, radiological, and nuclear weapons for the purpose of wreaking unprecedented damage on America. Terrorists continue to employ conventional means of attack; while at the same time gaining expertise in less traditional means, such as cyber attacks. Our society presents an almost infinite array of potential targets that can be attacked through a variety of methods.

CRITICAL MISSION AREAS

The *National Strategy for Homeland Security* aligns and focuses homeland security functions into six critical mission areas: intelligence and warning, border and transportation security, domestic counterterrorism, protecting critical infrastructure, defending against catastrophic terrorism, and emergency

preparedness and response. The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation's vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur. Yellowstone County and its businesses must protect our critical infrastructure and prepare and respond to terrorist acts.

EMERGENCY PREPAREDNESS AND RESPONSE

We must prepare to minimize the damage and recover from any future terrorist attacks that may occur despite our best efforts at prevention. An effective response to a major terrorist incident – as well as a natural disaster – depends on being prepared.

The *National Strategy for Homeland Security* identifies twelve major initiatives for Emergency Response and Preparedness; several apply only to national and the rest can apply locally:

- Create a county-wide incident management system;
- Improve tactical counterterrorist capabilities;
- Enable seamless communication among all responders;
- Prepare health care providers for catastrophic terrorism;
- Augment America's pharmaceutical and vaccine stockpiles;
- Prepare for chemical, biological, radiological, and nuclear decontamination;
- Plan for military support to civil authorities;
- Build the Citizen Corps;
- Build a training and evaluation system; and
- Enhance the victim support system.

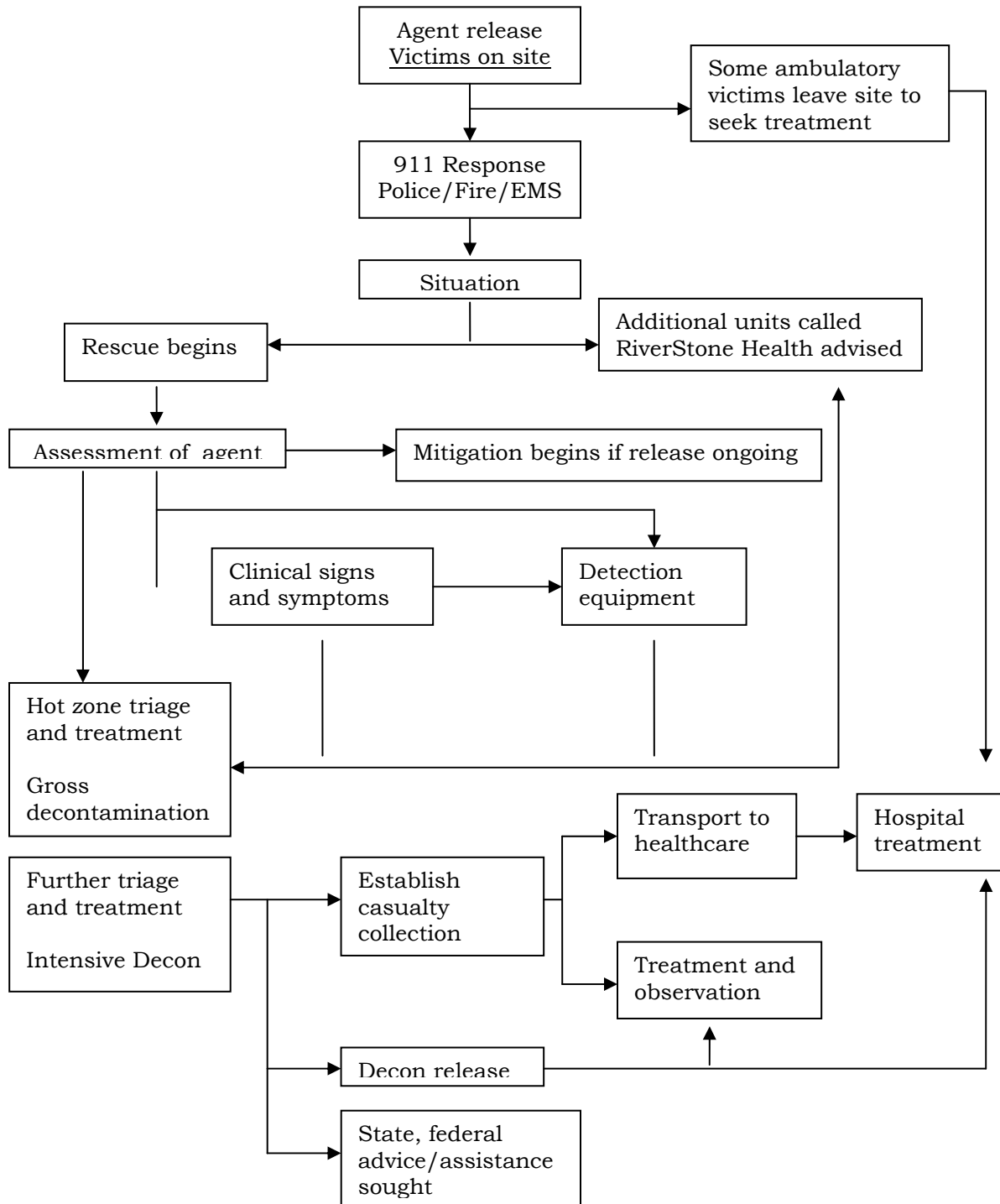
All agencies of state and local government should address these initiatives in their planning and training to the best of their ability.

HOMELAND SECURITY ADVISORY SYSTEM

The Homeland Security Advisory System will provide a comprehensive and effective means to disseminate information regarding the risk of terrorist attacks to Federal, State, and local authorities and to the American people. See Appendix 1.

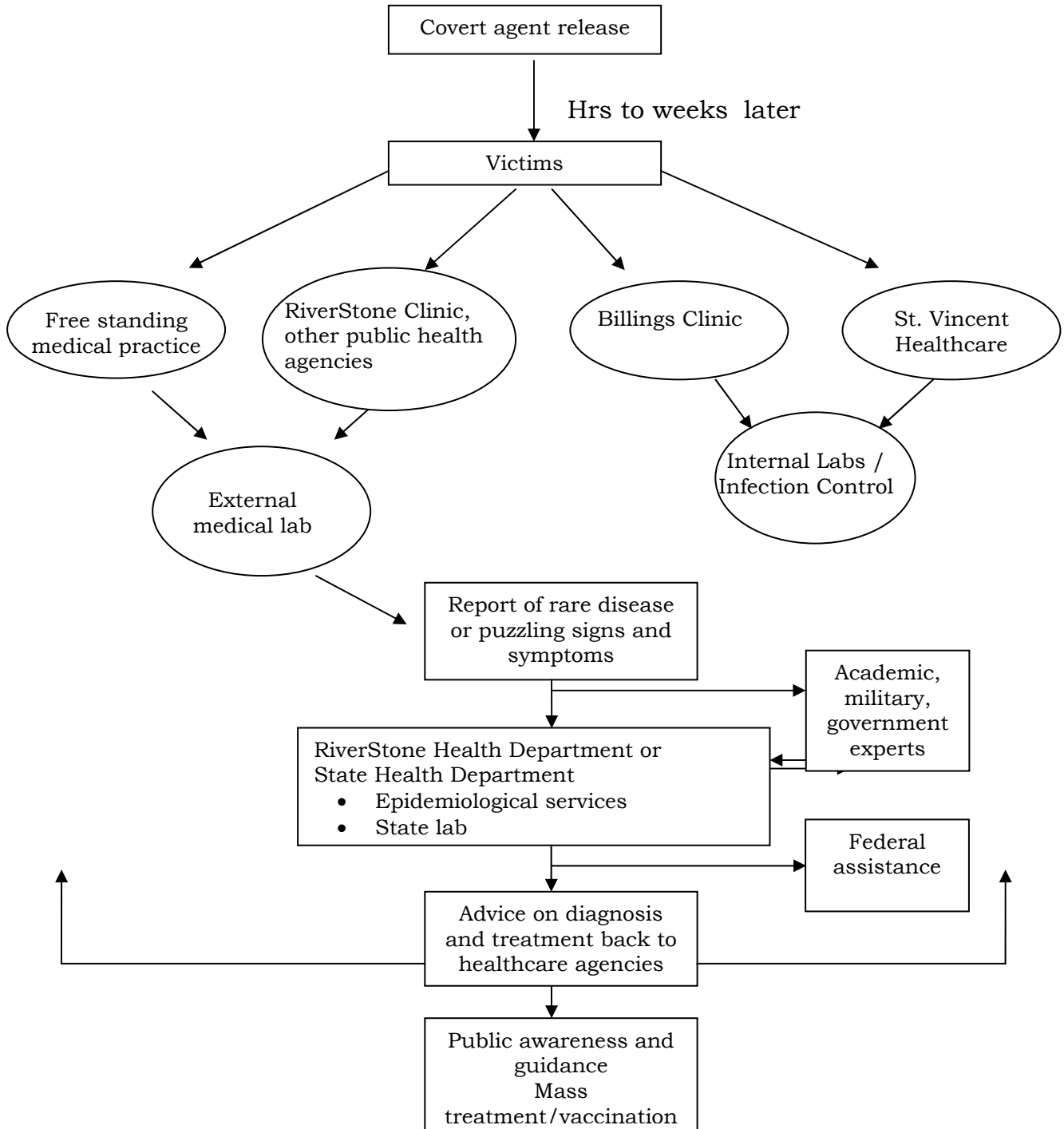
APPENDIX 2 FLOW CHART OF OVERT ATTACK

**FLOW CHART OF PROBABLE ACTIONS
IN A CHEMICAL OR OVERT BIOLOGICAL ATTACK**



APPENDIX 3 FLOW CHART OF COVERT ATTACK

**FLOW CHART OF PROBABLE ACTIONS
IN A COVERT BIOLOGICAL AGENT INCIDENT**



ANNEX V ANIMAL HEALTH EMERGENCY

A. PURPOSE

The purpose of this annex is to outline procedures for responding to an animal health emergency (AHE) that may occur in Yellowstone County. Livestock, wildlife, poultry, and pets are important contributors to the county's economy, and the livelihood and well being of its citizens. This annex also provides for the establishment of mass care/shelter for pets and animals which are evacuated during times of disaster.

B. SITUATION AND ASSUMPTIONS

1. An AHE could be a natural or intentional introduction of foreign animal disease (bio-terrorism), an emerging disease, or an outbreak of a recognized, reportable disease that is currently not present in Montana. A highly contagious disease (HCD) in an animal population (either a naturally occurring or bio-terrorism event) would have devastating effects on the county and its citizens.
2. Livestock, wildlife, and/or poultry may die of the disease or have to be depopulated. Production capability and/or value may become severely limited. Such an event could greatly impact the economic stability and viability of the county, state, and possibly, the nation.
3. Some animal diseases are very contagious (foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents that could be used by terrorists are zoonotic, affecting animals and people.
4. The time between the reporting of an animal disease and its identification as an animal disease emergency is critical. A highly contagious disease could spread rapidly through a county and state via auction markets, animal movement, and fomites (people, vehicles, etc).
5. The county's resources would be rapidly depleted if the outbreak involved multiple premises.
6. Positive and prompt actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease. Control and eradication of such a disease will involve many county and state agencies, not just those involved with agricultural activities. Volunteers will want to help and can make a significant contribution to the effort.

7. Some livestock owners, individuals or groups may strenuously object to depopulation of animals due to not having the knowledge and understanding of the serious devastation threat of the disease spread and fatal ramifications. These people/groups may take actions counter-productive to the protocol set by the AHE ICS.
8. First responders may not be familiar or trained for the special circumstances and conditions of an AHE situation. These include standard operating procedures for quarantine, bio-security precautions, personal protection equipment, media relations, decontamination, humane animal handling and the implementation of an ICS.
9. The potential disasters in Yellowstone County may destroy or seriously damage pets and animals' homes or habitat, and the victims may need mass care/shelter.
10. NIMS and ICS would be used in response to an AHE.

C. CONCEPT OF OPERATIONS

1. The Incident Commander (IC) for an animal disease emergency confined to **one premise** would be the FADD (foreign animal disease diagnostician), SFV (state field veterinarian), or local veterinarian or they could be a Unified Command. The IC's responsibility is the overall management of the incident, and would include all necessary Planning and Operations functions. Logistic functions may be handled by the EOC.

For multiple premises, the IC could be a state or Montana-based federal veterinarian, or someone highly experienced in ICS to create a Unified Command to coordinate with other state and federal agencies.

A veterinarian who is knowledgeable in the veterinary aspects of an AHE could be a deputy IC.

2. Command staffing/management will include a Public Information Officer (PIO), Liaison Officer and Safety Officer. The Safety Officer duties will include not only general safety responsibilities but the following as well:
 - Every AHE initial situation treated as a zoonotic situation until confirmed otherwise.
 - Implement safety procedures for people from animals which could cause them harm or injury due an animal(s)

temperament, protective instincts and or stress factors.

- Implement safety procedures for animals which people could cause them harm or injury due to a person not having the experience or knowledge on humane animal handling and capture.
- Implement safety procedures for slip, trip and fall injuries for both humans and animals.
- Implement safety protocol for firearms (including chemical capture firearms/tools).
- Supervise the humane euthanasia of animals in the event the procedure is conducted by lethal gunshot.
- Implement rules and regulations per DEA standards & MT Veterinary Codes for Schedule I-III type drugs.
- Implement safety precautions for medical waste hazard such as needle/syringe disposal etc.

3. Depending upon the circumstances of situation and nature of the disease, some or all of the following operations would need to be fulfilled by the Operations Section Chief for each infected area. Functional Groups could be formed to carry out the procedures(s) instructed by the Operations Chief.

- Quarantine procedures within the established incident area zones involving movement, transportation, decontamination, euthanasia, disposal, etc. of people and animals.
- Maintain proper Bio-Security procedures for disinfection, decontamination, disposal, euthanasia, personal protection equipment, etc. for both animals and people within the established incident zone areas.
- Maintain proper Enforcement to accesses within the established incident zone areas to secure movements and restrictions per AHE operations procedure.
- Epidemiological investigation: The investigation is thorough and complete and all trace-out information is gathered and recorded per FADD and SFV standards.
- Risk assessment: An assessment is based upon the disease and situation characteristics, climate and weather conditions, epidemiological data, etc., and is an evaluation of risk and rate of spread to other species which includes animals and humans.
- Surveillance: All areas within the established incident zones are included in surveillance activities and all trace-outs are investigated.
- Valuations: A fair appraisal of all animal species which are

determined to be euthanized/depopulated is required. Valuation may also have to include the appraisal/assessment of feedstuffs, products (milk, eggs, etc.) and facilities.

- Animal depopulation/euthanasia is conducted in a humane manner in accordance with AVMA (American Veterinary Medical Association) standards. A licensed Veterinarian will supervise the depopulation/euthanasia procedure.
- Disposal: The proper procedures and methods of disposal will be implemented per Bio-Security standards set by the FADD and the State of Montana Veterinary Office. Nature of the disease, equipment utilized and environmental considerations will be included.
- Cleaning and Disinfections (C&D): The proper procedures and methods of C&D (including decontamination) will be implemented per Bio-Security standards set by the FADD, the State of Montana Veterinary Office and Montana Homeland Security.
- Recovery: The recovery period of an incident may last as long as months. Factors aspects which may arise for deployed personnel during this period may include their social, emotional, financial and political involvement.
- Humane Animal Care & Handling: Procedures supervised by the designated lead veterinarian and HSUS designated person.

4. Planning Section Chief Activities will include:

- Preparation of maps used in established zones of control around an infected premise. Also, mapping would be utilized to identify animal facilities (auction sale barns, fairgrounds, pet stores, animal shelters, veterinary clinics, equestrian facilities, wildlife facilities, etc.) and animal owners/custodians/caretakers and species types within those facilities of the infected and incident area zones.
- Follow-up of investigations and trace-outs is essential to prevent further spread or contamination of the disease. Indemnity claims require special documentation.
- Volunteer Coordinator: This person will record, document and authorize clearance for volunteers who are needed for various tasks and duties for the duration of the incident.
- Specialists and or assisting agencies may be needed for disease investigation & identification, database systems, mapping, environmental assessment, risk management, human medical needs, animal care and welfare, wildlife monitoring and care, veterinary needs including vaccination evaluation, etc.

- After any animal euthanasia/depopulation, movement restrictions within the incident control zones may still be required. Human and Animal movement may require special permits, licensing and security clearance requirements.
5. The Humane Society of the United States (HSUS) will assist as a resource to Yellowstone County under the AHE Operations Chief. The HSUS will assist with providing consultation and on site assistance for the animal care, handling, capture, technical rescue, welfare and protection of the animal species involved in the incident.
 6. The following response operations would be carried out under state and federal authority supervision with local assistance:
 - Law Enforcement entities (City, County, State and Federal) will be notified to assist in containment, security and control operations.
 - Trained responders notified for operational, security and logistical activities such as secure lodging, on-site feeding, transportation, human medical technical rescue, etc.
 - The EOC shall be activated and if necessary request the assistance from the Forest Service to provide an “overhead” ICS management team in the field.
 - Identification and security procedures for the operation of decontamination sites for humans and animals.
 - Identification and security procedures for the operation of disposal sites for human and animal waste as well as animal depopulation/euthanasia operations.
 7. Records & Finance Chief Activities will include:
 - Record donations and monies collected on behalf of the incident.
 - Maintain records of all financial activities regarding the Incident.
 - Maintain all employee or volunteer related hourly records and documents per required tracking and reimbursement of costs incurred by a county for disaster response.
 - Participate in follow-up reports and critiques of this annex of the EOC and make any necessary changes and improvements in the plan.
 - Record and transcribe meetings, conference calls, etc. concerning the Incident.
 8. Logistics Chief Activities will include:

- Oversee Communications
- Oversee Supplies
- Oversees Food Service

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A local veterinarian approved by the Montana State Veterinary Office or the Montana State Field Veterinarian will be in charge of this annex with the assistance from the Human Society of the United States (HSUS).

E. ADMINISTRATION AND LOGISTICS

An AHE would over tax the resources of Yellowstone County. Administrative and logistical support would have to come from state and federal sources. The County EOC would provide coordination of all resources and news with assistance and advice from the HSUS and the State Veterinarian.

F. PLAN DEVELOPMENT AND MAINTENANCE

1. This annex is developed and maintained by Yellowstone County DES and the HSUS.
2. The HSUS has a separate SOP for pets and animals in an emergency or disaster.

G. AUTHORITIES AND REFERENCES

1. 81-2 MCA and 32.3 ARM – Disease Control
2. Annex R, Agriculture

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Wendy Hergenrader, HSUS

ANNEX W SPECIAL NEEDS OPERATIONS

A. PURPOSE

The purpose of this Annex is to provide guidance and direction to special needs facility managers and agencies, which will result in increased safety for this specific population.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

- a. “Special Needs Population” refers to those citizens whose particular situation requires special consideration by emergency planners. Special needs individuals may or may not be institutionalized.
- b. There are multiple facilities and agencies which have responsibility for the safety of special needs populations. In Yellowstone County those agencies include Social Services, Health/Mental Health, Nursing Homes and Private Home Health Care Providers.
- c. The local “special needs population” is very dynamic, just as the general population is continually changing. As patient confidentiality must be respected, it is incumbent on the facility managers and care agencies to maintain current contact numbers of the special needs population.
- d. Certain hazards will necessitate either evacuation or shelter in place procedures. Chemical emergencies and fires are examples of such hazards. When evacuations are necessary, some individuals must be transported by car, bus, or van.
- e. American Medical Response (AMR) has only a limited number of ambulances in which they are reserved primarily for emergency responses during any threat and thus will not be available for special needs citizens. Therefore, the responsibility for securing transportation must be accepted by the special needs agencies and the responsibility must include planning for any necessary evacuation and relocation of the special needs individuals.
- f. There is no identified “emergency special needs shelter” currently available in Yellowstone County which will

accommodate evacuees.

- g. Shelter-in-place procedures are an alternative to evacuation in some circumstances. Facilities plans must address shelter-in-place situations, as well as evacuation procedures.
- h. YCDES is available to assist agencies and families in the planning process. All special needs facility emergency plans should be coordinated with the City/County EOP.
- i. Facilities providing special needs care must arrange contingencies for emergency needs to include auxiliary power, ventilation/air conditioning, heat, medical supplies, suitable vehicles, linen and other such essentials as may be needed with the understanding that re-supply may be as long as 2 weeks.

2. ASSUMPTIONS.

- a. It is assumed that each special needs facility or agency has a current emergency action plan which includes procedures for evacuation, procurement of emergency transportation and patient care; it is also assumed that facilities will take the initiative to train staff and residents and inform families as needed.
- b. A number of special needs individuals have caring family and friends who will assist them during times of emergency, thus relieving the burden on public agencies; it is assumed that care facilities and agencies will be aware of which special needs individuals will not need public assistance and that up-to-date accountability will be maintained.
- c. Inevitably, there will be some individuals who will seek emergency assistance through the 911 system, who must be assisted by City and County agencies, within the limitations of the resources and confines of the Emergency Operations Plan. These cases may include individuals who are alone or an individual in the care of family members.
- d. Sheltering-in-place at facilities may be the best option for

certain situations where evacuations cannot be accomplished in a safe/timely manner.

- e. It is assumed that various means of transportation other than ambulances will be available to support an evacuation of the special needs individuals. The EOC can assist in locating transportation resources.
- f. It is assumed that some agreements currently exist between local facilities and facilities beyond Billings, which address the relocation of individuals and patients with special needs, especially with private health care facilities.
- g. It is assumed that individuals being relocated will be responsible for medications and special equipment during transport to include sufficient staff to accompany patients to insure proper patient care.
- h. Periodically the special needs facility operations and agency heads will meet with YCDES to review plans and procedures for emergencies. The review will include mutual aid agreements, memorandums of understanding and contracts developed between facilities, agencies, etc. to support emergency situations.

C. CONCEPT OF OPERATIONS

- 1. When emergencies threaten the area, YCDES will provide notification to the special needs agencies and facilities in Yellowstone County in sufficient time to allow for implementation of operational plans. Agencies, in turn, will be expected to notify individuals and families affected by the threat.
- 2. Agencies and facilities operators will implement emergency action plans in response to the disaster threat in accordance with their established disaster plans.
- 3. For situations where public utilities have been severed, the Public Utilities Department will attempt to provide emergency resources to the facility as quickly as practical.
- 4. Public Information related to the situation will be provided through the Yellowstone County Public Information Officer and/or the EOC. All agencies and special needs providers will

attempt to coordinate outgoing emergency information through the EOC.

5. Each public and private facility or agency will designate an emergency point of contact for receipt of notification and other emergency information. When notified of a threat the designated facility contact will take appropriate action in accordance with the facility emergency plan.
6. In the extreme event that normal means of communication are lost to special needs facilities, YDCES will attempt to provide an emergency means of communications by sources available. The objectives of such assistance will be a link to the 911 Center or the EOC until normal communications can be restored.
7. The following categories have been identified as special needs, but are not limited to:
 - a. Any ventilator or oxygen dependent patients.
 - b. Any patient who is airway dependent or suctioning.
 - c. Patients with IV analgesia, hydration, infusion therapy
 - d. Diabetic patients requiring assistance with insulin
 - e. Patients requiring daily visits for wound care or injections.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Each facility is responsible for their facility emergency plan. Coordination with facilities is provided by YCDES.

E. ADMINISTRATION AND LOGISTICS

Administrative and Logistical support for this annex will be provided by each facility with assistance from YCDES as required.

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex will be maintained by YCDES with possible assistance from RSVP. Individual facility plans will be maintained by that facility.

G. AUTHORITIES AND REFERENCES.

1. The Americans with Disabilities Act (ADA)
2. Executive Order 13347
3. Civil Rights Act 1964
4. Age Discrimination Act of 1975
5. Pets Evacuation and Transportation Act of 2006
6. Post Katrina Emergency Management Reform Act(PKEMRA)
7. Appendix 1, Individual with Special Needs Handout

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

APPENDIX 1 INDIVIDUALS WITH SPECIAL NEEDS HANDOUT

Preparing and Planning

If you or someone close to you has a disability or special need, you may have to take additional steps to protect yourself and your family in an emergency.

If you have special needs: Find out about special assistance that may be available in your community.

Disability/Special Need	Additional Steps
Visually Impaired	May be extremely reluctant to leave familiar surroundings when the request for evacuation comes from a stranger. A guide dog could become confused or disoriented in a disaster. People who are blind or partially sighted may have to depend on others to lead them, as well as their dog, to safety during a disaster.
Hearing Impaired	May need to make special arrangements to receive warnings.
Mobility Impaired	May need special assistance to get to a shelter.
Single working parent	May need help to plan for disasters and emergencies.
Non-English speaking persons	May need assistance planning for and responding to emergencies. Community and cultural groups may be able to help keep people informed.
People without vehicles	May need to make arrangements for transportation
People with special dietary needs	Should take special precautions to have an adequate emergency food supply
People with medical conditions	Should know the location and availability of more than one facility if dependent on a dialysis machine or other life-sustaining equipment or treatment.
People with diminished mental capacity/dementia	May need help responding to emergencies and getting to a shelter.

Check for hazards in the home

During and right after a disaster, ordinary items in the home can cause injury or damage. Anything that can move, fall, break or cause fire is a home hazard. Check for items such as bookcases, hanging pictures, or overhead lights that could fall in an earthquake or a flood and block an escape path.

Be ready to evacuate

Have a plan for getting out of your home or building (ask your family or friends for assistance, if necessary). Also, plan two evacuation routes because some roads may be closed or blocked in a disaster.

- Create a network of neighbors, relatives, friends, and coworkers to aid you in an emergency. Discuss your needs and make sure everyone knows how to operate necessary equipment.
- Discuss your needs with your employer.
- If you are mobility impaired and live or work in a high-rise building, have an escape chair.
- If you live in an apartment building, ask the management to mark accessible exits clearly and to make arrangements to help you leave the building.
- Keep specialized items ready, including extra wheelchair batteries, oxygen, catheters, medication, prescriptions, food for service animals, and any other items you might need.
- Be sure to make provisions for medications that require refrigeration.
- Keep a list of the type and model numbers of the medical devices you require.
- Wear medical alert tags or bracelets to identify your disability.
- Know the location and availability of more than one facility if you are dependent on a dialysis machine or other life-sustaining equipment or treatment.

ANNEX X DEBRIS MANAGEMENT

A. PURPOSE

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

B. SITUATION AND ASSUMPTIONS

1. Natural and man-made disasters produce a variety of debris that includes, but is not limited to, such things as trees, sand, gravel, building/construction materials, vehicles, personal property, etc. A major disaster such as an earthquake or tornado in the Billings area may generate up to six (6) million cubic yards of debris. This is based upon a FEMA model of a hurricane hitting a community the size of the Billings area.
2. The quantity and type of debris generated from any particular disaster is a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity. Major floods in the Yellowstone Valley have not generated unmanageable amounts of debris.
3. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed directly impacts the type of collection and disposal methods used to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed.
4. In a major or catastrophic disaster, many state agencies and local governments have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short as well as the long term. Mutual aid and contracts with contractors will help to alleviate this problem. As of October 1, 1997, state law will authorize jurisdictions and departments to enter into mutual aid during a disaster or emergency without a written mutual aid contract. This will allow the agency in need of assistance to request aid from surrounding communities to clear debris following a disaster.
5. Because of the limited quantity of resources and service commitments following the disaster, the cities and county will be relying heavily on private contractors to remove, collect, and manage

debris for reuse, resource recovery, reduction, and disposal. Using private contractors instead of government workers in debris removal activities has a number of benefits. It shifts the burden of conducting the work from local government to the private sector, freeing up government personnel to devote more time to their routine work. Private contracting also stimulates the local economy impacted by the disaster, and it maximizes the local governments' level of financial assistance from the Federal government. Private contracting allows local governments to focus their contract services to their specific needs. The entire process (i.e., clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process may be contracted out.

6. Recycling will be the top priority in the debris management program to eliminate land filling. Incineration will be used when permitted by the Department of Environmental Quality (DEQ).

C. CONCEPT OF OPERATIONS

The Public Works Departments of the City of Billings, City of Laurel and Yellowstone County will be responsible for coordinating debris removal operations. The departments will be responsible for removing debris from property under its own authority, as well as from private property when it is deemed in the public interest. The Public Works Departments will also develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to ensure their effective utilization and prompt deployment following the disaster.

1. Contracts and Cooperative Agreements – The county and cities will be responsible for managing the debris contract from project inception to completion. Managing the debris contract would include such things as monitoring of performance, contract modifications, inspection, acceptance, payment, and closing out of activities.
2. Storage Sites – The City of Billings Solid Waste Landfill would be the primary site for debris storage. Other potential sites throughout the county could be classified as Class 4 landfills by DEQ, and could be used as temporary storage areas. The county may take the lead in obtaining the Class IV permit for debris site. An emergency exemption could be requested from DEQ to facilitate the disposal process. The cost of landfilling

the debris will be prorated between the jurisdictions affected by the disaster.

3. Debris Removal Priorities – The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, the first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area. The need and demand for critical services will be increased significantly following a disaster. The second priority will be to provide access to critical facilities identified by county and city governments. The third priority is to address the elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary actions can be deferred.

The City of Billings will consider using snow routes to establish road priorities for debris clearance, and the county will use school bus routes.

These facilities will be given priority for clearance:

1. City/County 911 Center.
2. Billings Police and City Hall.
3. Yellowstone County Sheriff and Courthouse.
4. Billings Clinic and Saint Vincent Hospital, plus affiliated clinics.
5. Fire Department Stations.
6. City and County shops.
7. Water and Wastewater Treatment Plants.
8. Qwest, AT&T, and other Communications Facilities
9. National Guard Armory.
10. Laurel Safety Complex, City Hall, and Water and Waste Water Plants.
11. State and Federal Building Offices.
12. Schools and Universities.
13. City of Billings Landfill.

4. Debris Classification – To facilitate the debris management process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. The categories of debris appear in Appendix 1. Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils and debris generated by the event will be handled in accordance with federal, state, and local regulations.

5. Debris Management Actions
 - a. Increased Readiness (A natural or man-made disaster is threatening the local area)
 - Review and update plans, standard operating procedures, generic contracts, and checklist relating to debris removal, storage, reduction, and disposal process.
 - Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
 - Relocate personnel and resources out of harm's way and stage in areas where they can be effectively mobilized.
 - Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
 - Review resources listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.

 - b. Response
 - Activate debris management plan.
 - Begin documenting cost.
 - Coordinate and track resources (public and private).
 - Establish priorities regarding allocation and use of available resources.
 - Identify and establish debris temporary storage and disposal sites (local and regional).
 - Address any legal, environmental, and health issues relating to the debris removal process.
 - Continue to keep public informed through the Public Information Officer (PIO). The public will be told through the media how to expedite the cleanup process by separating flammable and nonflammable debris; segregating household hazardous wastes; placing debris

at the curbside; keeping debris piles away from hydrants and valves; reporting illegal dump sites and illegal dumping; and by segregating recyclable materials. Debris pick-up schedules will be announced on a regular basis.

c. Recovery

- Continue to collect, store, reduce, and dispose of debris generated from the event in a cost-effective and environmentally responsible manner.
- Continue to document costs.
- Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site restoration actions.
- Perform necessary audits of operation and submit claims for state and federal assistance.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The City and County Public Works Departments are responsible for the debris removal function. The Public Works Department personnel will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies to facilitate the debris clearance, collection, reduction, and disposal needs of the cities of Billings and Laurel, and Yellowstone County following a disaster.

E. ADMINISTRATION AND LOGISTICS

The City Public Works Director(s) and/or County Public Works Director are assigned space in the EOC and can direct and coordinate repair and restoration operations from there. Any administrative supplies will be provided by YCDES. Liaison can be maintained with respective offices and field personnel as needed. Close coordination is necessary with the resource manager (YCDES) when requiring additional resources. (See separate Resource Annex.)

Payroll and equipment cost accounting needs to be strongly emphasized and needs to be extremely accurate to support force-account records for future reimbursement if a disaster is formally declared. Normal departmental policies, procedures, and practices will be continued to the extent practicable.

No administrative process or logistical procedure is permitted to interfere with operations essential to preventing injury, loss of life, or significant property damage.

F. PLAN DEVELOPMENT AND MAINTENANCE

The Annex is developed and maintained by YCDES, the Billings Public Works Director, County Public Works Director, and Laurel Public Works Director.

G. AUTHORITIES AND REFERENCES

1. Appendix 1, Debris Classifications
2. Appendix 2, Tools, Equipment and Supplies
3. Appendix 3, Right of Entry Agreement

H. SIGNATURES

We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

On File in DES office
Tim Miller, County Public Works

On File in DES office
Dave Mumford,
City of Billings Public Works

On File in DES office
Kurt Markegard
City of Laurel Public Works

APPENDIX 1 DEBRIS CLASSIFICATION

Definition of classification of debris are as follows:

- 1. Burnable Materials** - Burnable materials will be of two types with separate burn locations:
 - Burnable Debris: Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partial broken and severed tree limbs; and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage or construction and demolition materials debris.
 - Burnable Construction Debris: Burnable construction and demolition debris consists of non-creosote structural timber, clean, unpainted wood products, and other materials designated by the coordinating agency representative. DEQ is the coordinating agency. The Air Quality Bureau issues burn permits and the Solid Waste Bureau determines what can be burned.
- 2. Non-Burnable Debris** - Non-burnable construction and demolition includes, but is not limited to, creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.
- 3. Stumps** - Stumps will be considered tree remnants exceeding 24 inches in diameter, but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the designated coordinating agency representative for determination of its disposition. Stumps will be ground up in a tub grinder or buried.
- 4. Ineligible Debris** - Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Any material that is found to be classified as hazardous or toxic waste (HTW) shall be reported immediately to the the DEQ representative. At the DEQ representative's direction, this material shall be segregated from the remaining debris in such a way as to allow the remaining debris to be loaded and transported. Standing broken utility poles, damaged and downed utility poles and appurtenances, transformers and other electrical material will be reported to the coordinating agency representative.

APPENDIX 2 TOOLS, EQUIPMENT, AND SUPPLIES

The following tools, equipment, and supplies are recommended to be on hand or readily available.

1. Have on hand, stock or have a reliable supply source of chain saws with sharpeners, extra chains, files, one gallon fuel cans, two cycle mix and bar oil.
2. Stockpile ½ inch nylon line and chain with shackle to pull trees and poles out of the streets. This will be a major clearing method until heavy equipment becomes available.
3. Stockpile traffic signs with bases and poles to include Stop, Street Closed, and Detour. Controlling traffic will be an important aspect of cleanup.
4. Critical computer records should be backed up and kept in separate locations. Also have paper files on infrastructure facilities, customer lists, and any other information that would be required within 30 days.

APPENDIX 3 RIGHT OF ENTRY AGREEMENT

I/We _____, the owner(s) of the property commonly identified as:

Address: _____
City/County: _____ / Yellowstone
State/Zip: _____ Montana
Phone Number: _____

do hereby grant and give freely and without coercion, the right of access and entry to said property to the City/County of _____, and its agents, contractors, and subcontractors, for the purpose of removing and clearing any or all storm-generated debris of whatever nature from the above-described property.

It is fully understood that this permit is not an obligation to perform debris clearance. The undersigned agrees and warrants to hold harmless the City/County of _____, State of Montana, its agencies, contractors, and subcontractors for damage of any type whatsoever, either to the above-described property or persons situated thereon and hereby release, discharge, and waive any action, either legal or equitable, that might arise out of any activities on the above-described property. The property owner(s) will mark any storm damaged sewer lines, water lines, and other utility lines located on the described property.

I/We have not and will not received any compensation for debris removal from any source including Small Business Administration, Farm Service Agency, private insurance, individual and family grant program or any other public assistance program. I will identify and report any insurance settlements to me or my family for debris removal that has been performed at government expense.

For the considerations and purposes set forth herein, I hereby set my hand this _____ day of _____, 20__.

Signature of Owner

Signature of Witness

ANNEX Y CONTINUITY OF GOVERNMENT (COG)

A. PURPOSE

This Annex provides for the orderly succession of the heads of government in Yellowstone County, City of Billings, City of Laurel and the Town of Broadview in order that these local governments continue to function during or following an emergency or disaster.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.

A major disaster could include death or injury of key officials, partial or complete destruction of established seats of government, and the destruction of public records essential to the operation of government. Law and order must be preserved and government services maintained. Applicable portions of the Montana Code Annotated and the Montana State Constitution provide authority for the continuity and preservation of local government. Continuity of government will be maintained in the County through:

- l) Utilization of all available resources and manpower.
- m) The predesignation of alternates to key county, city and town offices.
- n) The identification and appointment of standby officers to various county, city and town boards, commissions and committees.
- o) The selection and preparation of alternate sites for government (See the Continuity of Operations Annex).
- p) The preservation of vital records, i.e. papers, files, maps, books, electronic files, computer tapes, etc. needed for government to function.

2. ASSUMPTIONS.

- a. Continuity of leadership and government authority is particularly important with respect to emergency services, direction of emergency response operations, and management of recovery operations. To this end, it is essential that the County of Yellowstone, Cities of Billings and Laurel and the Town of Broadview continue to function as a government entity. Destruction of government property and records does not end the responsibility of government to provide prompt and timely services.

- b. Under Montana's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while additional resources may be provided by others upon request.
- c. Depending on the emergency, it is assumed that some or all of the existing elected officials and department heads of Yellowstone County, City of Billings, City of Laurel and/or the Town of Broadview could have been incapacitated and the next person in the line of succession assumes the duties of that office.

C. CONCEPT OF OPERATIONS

- 1. Line of Succession.
 - a. The line of succession or the continuity of government in time of emergency for elected offices is specified in Title 10, Chapter 3, Part 6, MCA. (Vacancies for officers in non emergency events follow Title 7, Chapter 4, MCA).
 - b. The line of succession of the DES Director (Emergency Manager) is the DES Deputy Director (Emergency Manager).
 - d. The line of succession of each department head in City and County Government is according to the operating procedures established by each department and/or the city and county.
 - e. The line of succession of the City of Billings is established in the City Charter.

- 2. Preservation of Records.

Preservation of vital records (electronic and paper) to ensure continued operation and reconstitution of local government during and after catastrophic disasters or national security emergencies are a major responsibility of City of Billings, City of Laurel, Town of Broadview and Yellowstone County. Policies and procedures to preserve/reconstruct records in time of emergency should be developed by each department within each jurisdiction. Vital records are those records, in whatever form, that are essential to the preservation of the legal rights and interests of individual citizens and their government.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. ORGANIZATION. Reference the Emergency Organization Chart shown in the Basic Plan.
2. RESPONSIBILITIES. Yellowstone County DES has the responsibility to review and keep this annex current as part of the overall EOP.

E. ADMINISTRATION AND LOGISTICS

Administration and logistics will be coordinated by the YCDES and the EOC.

1. Administration
 - a. Normal practices and procedures will be continued under emergency conditions to the extent practicable.
 - b. During emergency operations, every effort will be made to document each succession sufficiently so that complete records can be reconstructed and verified after the emergency period has passed. The EOC shall maintain in chronological order a listing of all successions that have occurred.
2. Logistics
All logistical support for this annex will be the responsibility of each government and department. The EOC will support the affected government(s) and the affected department(s).

F. PLAN DEVELOPMENT AND MAINTENANCE

This Annex is developed and maintained by YCDES. The responsibility for maintaining any applicable policies, SOP's, etc belongs to the affected governments and the affected departments.

G. AUTHORITIES AND REFERENCES.

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 *et seq.*
2. MCA Title 10
3. MCA Title 7
3. Annex Z: Continuity of Operations (COOP)

H. SIGNATURES

I, the undersigned, understand my roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office
Duane Winslow, DES

ANNEX Z CONTINUITY OF OPERATIONS (COOP)

A. PURPOSE

The purpose and intent of this annex is to prepare Yellowstone County government to respond to emergencies and to continue to provide the day-to-day essential services that citizens rely upon. COOP planning is an effort to assure that the capability exists to continue essential services across a wide range of potential emergencies. The objectives are:

1. Ensure the continuous performance of a department's essential operations during an emergency.
2. Protect essential facilities, equipment, records and other assets from disaster damage.
3. Reduce or mitigate disruptions to operations from a disaster.
4. Reduce loss of life and minimize damage and losses to property during a disaster.
5. Achieve a timely and orderly recovery from an emergency and resumption of full service to customers following a disaster.

B. SITUATION AND ASSUMPTIONS

1. SITUATION.
 - a. Man-made or natural disasters may create situations that could disrupt or stop essential services or leadership in Yellowstone County.
 - b. This plan applies to those elements of government that do not have a direct emergency response mission. Emergency responders will continue to focus on mitigation, preparedness, response, and recovery effort in accordance with the County Emergency Operations Plan (EOP).
2. ASSUMPTIONS.
 - a. This annex assumes that the Yellowstone County Courthouse has been destroyed or disabled beyond functional use and the sheriff's office has not been damaged. However, in all likelihood the Sheriff's Office and the City of Billings City Hall and Police Dept, as well as the Federal Building would be impacted. It is assumed that these offices will develop their own COOP similar to this model, as well as the City of Laurel and the Town of Broadview.
 - b. Planning for continuity of government operations will require the department to move to another location to continue operations. Current resources may not be available at the new location. This scenario encompasses a wide range of emergency actions for

- which planning may be used in other disaster scenarios.
- c. Each department will plan against natural and man-made hazards to ensure they have resources available to continue essential services. We have an ethical and legal responsibility to citizens, employees, families and visitors to continue vital services for Yellowstone County.
 - d. Radio, telephone and cellular communications may be affected by the emergency and most likely disrupted.
 - e. Roads, bridges, and other transportation infrastructure damage may limit normal transportation, including the ability of employees to report to work.
 - f. The Board of County Commissioners will declare an emergency if local emergency response resources are exhausted or nearing exhaustion and/or the emergency is beyond the control of local government.
 - g. When a disaster occurs, or one is imminent, the chief elected official of the impacted jurisdiction will direct that the County Emergency Operations Center (EOC) will be activated. In most cases, this will be on the recommendation of the DES Director.
 - h. The EOC will coordinate outside assistance and resources.
 - i. Department Heads and Elected Officials will provide liaison to the EOC, when requested.
 - j. This Annex will be executed when conditions severely limit or prohibit Yellowstone County Government, wholly or in part, from providing essential services to the citizens and when ordered by the Board of County Commissioners.
 - k. Yellowstone County will establish operations in the MetraPark Arena at MetraPark. (See Appendix 1 for floor plan). However, if there is an event at the Arena that cannot be cancelled for whatever reason, the Mt. Pavilion and/or the Expo Center would be the backup facility.
 - l. The Elected Officials, Department Heads, and other officials may operate from the EOC or an alternative Command Post during emergency or disaster situations. Information regarding the situation will be coordinated at the EOC and the Elected Officials and Department Heads will make the policy decisions.
 - m. All emergency operations in Yellowstone County will be conducted utilizing the accepted concepts and principals of the Incident Command System (ICS) and the National Incident Management System (NIMS).

C. CONCEPT OF OPERATIONS

1. Essential Services. Essential (of the utmost importance or fundamental) services are those services that Yellowstone County is required to perform by law, agreement or contract and cannot be delayed due to a disaster or major emergency.
 - a. Each department will identify those services that are essential to the citizens of the county.
 - b. Essential services will be identified and assigned to one or more of the time periods listed. See Appendix 2 and 3.
 - c. In the case of a disaster or major emergency requiring a department to move its operations to another location, only the minimum essential services will be provided in the first week.
 - d. After the first week, other essential services may be added. Some essential services may be intentionally delayed to a time later in the time-phased implementation. See Appendix 2 and 3.
2. Key Staff. Each department will identify certain staff members that are needed to accomplish the essential services.
 - a. Staff must be identified by time period listed in Appendix 2 and 3, since not all current staff will be needed to provide the minimum essential services.
 - b. Departments should exclude those field employees that would not be affected by the loss of their primary building.

D. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. Board of County Commissioners. (BOCC)
 - a. During an emergency or disaster situation, the BOCC is responsible having at least one of their members on duty in the EOC.
 - b. Declaration of emergency. Activation of this annex, the EOP, and certain emergency powers, will be made by declaration of emergency. The BOCC must declare an emergency to receive state or federal assistance.
 - c. Maintain alert and notification rosters of department heads and alternates.
2. Emergency Management Department (DES).
 - a. Responsible to maintain this annex through coordination with county departments.
 - b. Responsible for the emergency management program

- and organization and provide overall direction in the development of emergency mitigation, preparedness, response and recovery programs.
- c. Responsible for the Emergency Operations Center. The primary EOC for Yellowstone County is located at 2305 8 Avenue North in Billings, Montana and is co-located with the Billings Fire Department, Station #1.
 - d. Coordinate with the MetraPark Manager the transfer of county departments from the Courthouse to the MetraPark Arena.
3. All Yellowstone County Departments & Elected Officials.
 - a. Assure continuity of leadership. See Continuity of Government (COG) Annex Y.
 - b. Determine the essential services to be provided for each of the time periods: First 24 hours, first week, first month and six months. See Appendix 2 and 3.
 - c. Determine key staff to perform these time-phased essential services.
 - d. Prepare a SOP that includes the above items, essential records mitigation and emergency employee contacts.
 - e. Consider the preparation of a “Drive-Away Kit” to ensure the performance of essential functions following a disaster. These are pre-packaged supplies, equipment and other logistical support, which will ensure the performance of essential functions. The contents of the kit depend on the department’s mission and essential functions. Suggested contents are critical records, references, forms, back up data, phone lists, etc.
 - f. Maintain an alert and notification roster of employees, suppliers, contractors and others to be notified when implementing this annex.
 4. Emergency Response Departments. Fire, law enforcement, emergency medical and public works departments who have an emergency response mission will respond in accordance with the Yellowstone County EOP.
 5. Information Technology Department (IT)
 - a. Develop a SOP to provide essential technology services to each of the departments should the COOP be put into effect. The SOP should include computers, terminals, local area network, routers, servers, email, internet access and communications. See paragraph E.5.
 - b. Upon order of the Board of County Commissioners, execute the SOP to provide required technology services to a relocated department or departments.

E. ADMINISTRATION AND LOGISTICS

1. Time-Phased Implementation. This annex will be executed based on a pre-planned time-phased method.
 - a. First 24 hours. Personnel, communications and other equipment will move to the MetraPark Arena and establish operational capability to provide immediate and essential services.
 - b. First Week. After the first 24 hours, provide immediate and essential services. Increase capability incrementally. Delay or eliminate other essential services.
 - c. First Month. After the first week, other resources may be added if necessary, to increase essential services and normal services.
 - d. Six Months. After the first month, and if necessary, other resources may be added to increase essential services and normal services provided.
2. Personal preparedness. Key staff identified to accomplish essential services must be prepared to execute their duties, when required. This should include preparedness actions including family emergency preparedness, maintaining a “personal go-kit” and conducting training on the essential services (as defined in Appendix 3).
3. Alert and Notification. Each department or agency will develop and maintain a process to alert and notify customers, employees, contractors, suppliers and others that are necessary to provide their essential services.
4. Information Technology (IT) Essential Services. IT responds to disasters in terms of technology needs (short term and long term). The IT director works closely with the EOC and the Emergency Transition Manager to bring offices on line in a prioritized fashion.
 - a. First 24 hours. Most likely there may not be phone service for 2-3 days if the disaster is city wide.
 - b. Communications categories and needs.
 - 1) Phones.
 - a. Land line telephones
 - b. Cellular phones
 - c. Satellite Phones
 - 2) Radios.
 - a. Mobile
 - b. Handheld
 - 3) Computerized Information.

- a. City AS/400 for law enforcement support.
 - b. PC's/laptops
 - c. At least one server
 - d. Internet
 - e. E-mail(web-mail may have to be used first)
- 4) Networking Gear.
 - a. Routers
 - b. Switches
 - c. Cables
- c. Establishing communications is the first priority. When a disaster forces a department to move, IT will try to establish communications through the current phone provider as soon as possible. Large scale disasters may limit communications, depending on the magnitude of the disaster and what infrastructures are damaged. Consider phone and IT services for facilities attached to the courthouse, such as the Sheriff's Office, YSC, and the Shops.
- d. Secondary preference may be that we request a cell phone bank to establish cell phone capability for county government.
- e. Offices will be brought on-line in the order prescribed by the EOC, the Emergency Transition Manager and the BOCC.
- f. Access motor vehicle and court networks through the State of Montana.
- g. Technology Mitigation.
 - 1) Maintain current technical documentation, to facilitate recovery should a problem occur, off site and make sure that all IT employees know the location of the document.
 - 2) Conduct tests of our disaster recovery plans and strategies. Conduct a "dry run" to help ensure something wasn't missed in the planning stages.
 - 3) Keep loaner equipment available for immediate use. As equipment is phased out or replaced, hold on to any equipment that might help transition to a new location. This equipment should be stored off site.
 - 4) Make regularly scheduled backups and store them in a safe off site location. All backups should be stored off site and all IT staff will know where to find the tapes.
 - 5) Create images for each server. Listing each server type and creating images for those servers will

significantly reduce the recovery time for servers. Copies of the images should be kept off site and all IT staff should know where to find the images.

- 6) Maintain a remote access plan to allow designated staff to work from home or other locations. Current access may be granted to exempt employees who have administrative duties. However, elected officials and department heads may elect to have some employees work from home or from an alternate site.
 - 7) Other parts of the IT Mitigation plan listed below should be considered.
 - a. Short term list of server types and specifications.
 - b. Long term list of server types and specifications.
 - c. Delegation of purchasing authority to IT department employees.
 - d. Short term departmental terminal needs.
 - e. Long term departmental terminal needs.
 - f. Vendor/contractor lists.
5. Security and Access Control.
- a. Conditions may require measures to provide restricted access and security for county operations. Government operations need to be open to the public to maintain customer service. An increase in security measures that restricts freedom of access can unavoidably have a negative impact on the county government image and customer service. Security measures taken must minimize or mitigate the potential for poor public image and poor customer service while not decreasing the security interests of county operations.
 - b. The purpose of a security plan is to describe and define standard security measures and devices that the county may use to protect its employees, citizen customers and other persons, facilities, assets and records. Any procedures that are developed should be reviewed by the Sheriff and the MetraPark Manager.
 - c. Risk assessment.
 - 1) Personal and public safety comes first and the safety of employees and customers will not be jeopardized.
 - d. Facility security.
 - 1) Must remain open to the public but remain safe

- and secure.
 - 2) Control building access during closed hours.
 - 3) Control perimeter security around the MetraPark Arena and MetraPark during open and closed hours while using their facilities.
6. MetraPark Arena and MetraPark.
- a. Safe ingress to MetraPark
 - 1) For county courthouse business, signs will be posted on MetraPark property to facilitate the business of the public. Entry points directing pedestrian and vehicular traffic to the MetraPark Arena will be provided.
 - 2) Designated parking areas by category. See Appendix 1 for MetraPark map.
 - a. Public/customers/disabled ingress – use 4th Avenue gate. Egress – use 6th Avenue gate.
 - b. Mail delivery – main entrance to MetraPark Arena (North doors).
 - c. Loading zones/docks for freight – south overhead door MetraPark Arena.
 - d. Taxi, bus, limo, etc. ingress – 4th Avenue gate, egress- 6th Avenue gate.
 - e. County employee private vehicles – use 4th Avenue gate and park in the lower and/or upper lot.
 - f. County owned vehicles: Sheriff, Motor Pool, Public Works, etc. – use 4th Ave gate and park in the lower and/or upper lot.
 - 3) Restrict non-public or private areas of MetraPark and MetraPark Arena.

- 4) Business hours should be listed at public entry points to MetraPark, and MetraPark Arena.
 - 5) Designate areas for each department within the MetraPark Arena (**Administrative offices:** floors B-4th of courthouse) (**Courts:** district courts, JP courts, clerk of district court, county attorney, etc.: floors 5-7 of courthouse). The exhibit area under the west seating is the ideal location for the courthouse offices. Public access in sensitive areas in each department area should be restricted.
 - 6) Establish a media area in the MetraPark arena.
 - 7) Ensure fire escape/evacuation routes are posted.
- b. Physical Security of MetraPark Arena.
- 1) Enforce all posted signs to control ingress and egress of the public.
 - 2) Ensure all exterior entry doors, bays, loading docks and parking areas are well lit with adequate lighting.
 - 3) Ensure lighting inside the building is adequate to conduct business and provide a secure atmosphere.
 - 4) Consider a backup electrical power and heating system.
 - 5) Arrange for off-site backup storage to protect the security of the information system.
- c. Emergency Transition Manager (ETM)-MetraPark Manager.
- 1) The Emergency Transition Manager (ETM) will administer key control with the county sheriff who may need access to the MetraPark Arena and MetraPark on a 24-7 basis.
 - 2) The MetraPark Arena entrances are locked and unlocked by the ETM or designee.
 - 3) Establish a check-in/information desk to deal with employees, customers, and irate citizens.
 - 4) Coordinate with the sheriff for an alternate facility at MetraPark for securing cash.
 - 5) The ETM should be familiar with the location of all mechanical areas, utility rooms, telephone closets, breaker boxes, cabinets, store rooms and the parts of the building connected/served by respective boxes, telephone closets and HVAC systems. These areas should be locked when not in use (these areas of the building are the most

- vulnerable and often overlooked)
- d. MetraPark Security.
 - 1) Secure all perimeter gates and other entry points to MetraPark that are needed to control the orderly flow of traffic to the MetraPark Arena during open and closed hours.
 - 2) Restrict overnight or unauthorized parking.
 - 3) Set up barriers to restricted areas as necessary.
 - 4) Secondary protection – if necessary, install concrete barriers securing entry doors, bay doors and ground level air conditioning systems.
 - 5) After-hours security – evaluate need for private security – county employees, sheriff reserve, etc. (Note: fire apparatus might be able to stage from MetraPark for added security).
 - 6) During closed hours, ensure that no one is left in the building and that all perimeter doors and windows are secure.
 - 7) If determined necessary, install a portable alarm system and or CCTV system inside the buildings to monitor security during closed hours.
 - e. Safe egress from MetraPark. Signs will be posted to facilitate egress from the Arena and MetraPark.
 - f. Escalated Security Measures – as threats increase.
 - 1) Notify emergency response agencies.
 - 2) Implement increased security at facilities entrances.
 - 3) Use identification cards/tags of county personnel and visitors.
 - 4) Match visitors to those they are visiting.
 - 5) Consider bag inspections, metal detectors, x-ray machines, concrete barriers, alarm and CCTV system.

F. PLAN DEVELOPMENT AND MAINTENANCE

1. Yellowstone County DES, the MetraPark Manager, and the County Sheriff's office are responsible for the development and maintenance of this annex.
2. This annex will be reviewed periodically. Any necessary updates and revisions will be prepared and coordinated between the three agencies.
3. Changes in this annex will be coordinated by Yellowstone YDDES and distributed to all county offices covered by the COOP.

G. AUTHORITIES AND REFERENCES

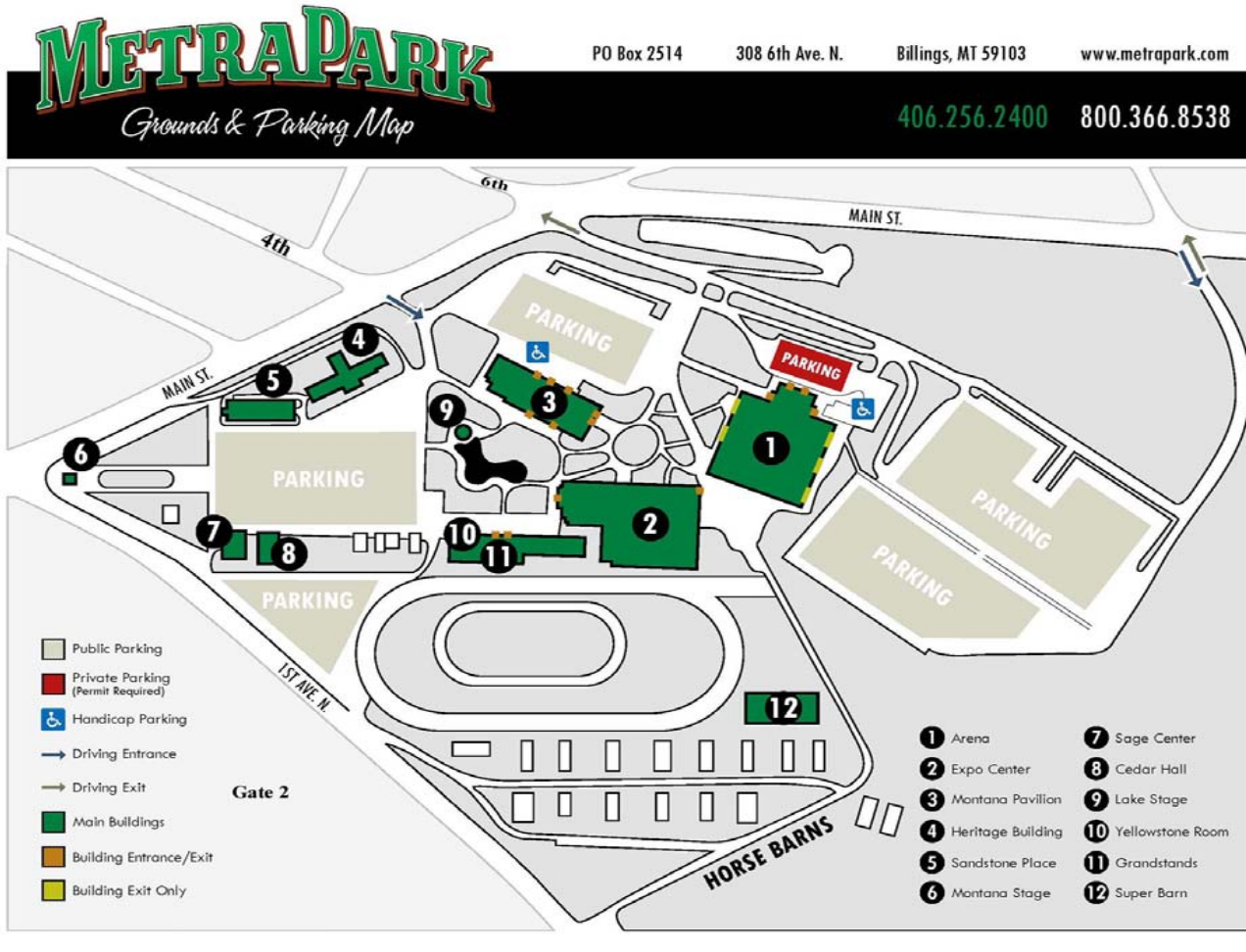
1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 *et seq.*
2. MCA Title 10
3. Annex Y: Continuity of Government (COG)
4. Appendix 1, MetraPark Maps
5. Appendix 2, Key Personnel
6. Appendix 3, Essential Services & Key Staff

H. SIGNATURES

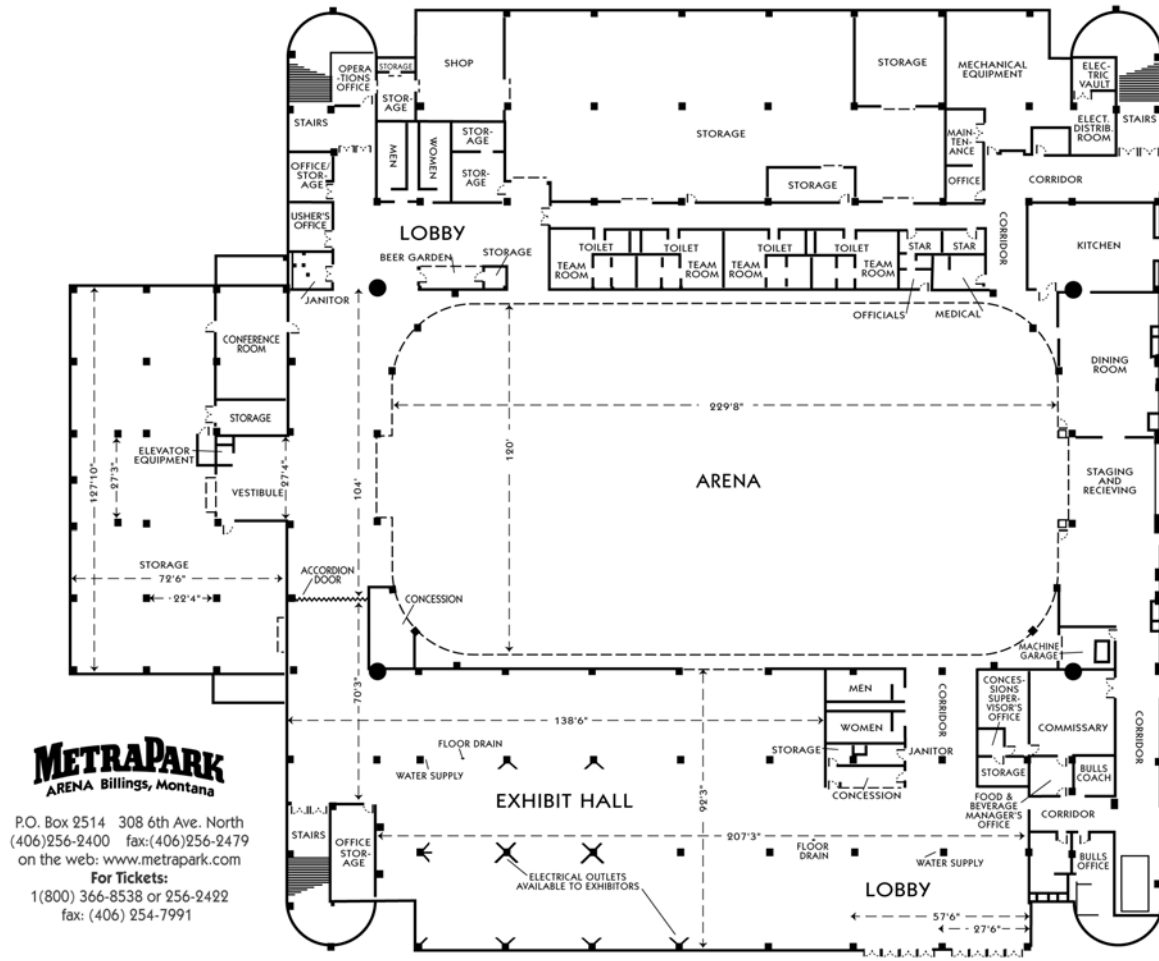
We, the undersigned, understand our roles and responsibilities in this Annex: Dated, June 30, 2011.

On File in DES office

APPENDIX 1 METRAPARK MAPS & FLOOR PLANS



APPENDIX 1 – METRAPARK MAPS & FLOOR PLANS

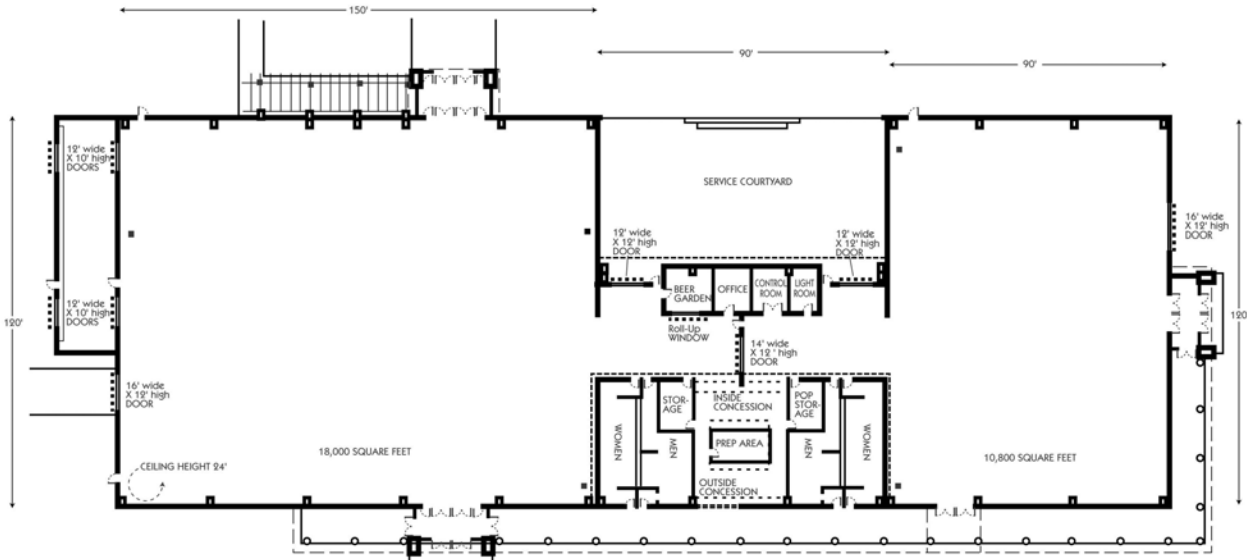


METRAPARK
ARENA Billings, Montana

P.O. Box 2514 308 6th Ave. North
(406)256-2400 fax:(406)256-2479
on the web: www.metrapark.com
For Tickets:
1(800) 366-8538 or 256-2422
fax: (406) 254-7991

Lower Level Floor Plan

APPENDIX 1 – METRAPARK MAPS & FLOOR PLANS



Building Floor Plan

APPENDIX 2 KEY PERSONNEL

Department	Essential Employees				
	# Current Employees	# Required For Time Period			
		1	2	3	4
Attorney	44	4	10	27	33
Auditor	3	1	3	3	3
Clerk & Recorder	10	2	3	3	10
Clerk of Court	21	3+	3+	3+	3+
Commissioners	5	4	4	4	4
Court Services	18	2	10	18	18
District Court (Judges & staff)	26 ^{a.}	6	8	8	8
Elections	4	1	2	2	2
Emergency Management(DES)	2	3	3	3	3
Extension	6	1	1	1	2
Facilities	7	1	4	4	5
Finance	7	2	3	7	7
Human Resources	4	1	3	3	3
IT	15	6	15	15	15
Justice Court	14	2	3	14	14
MetraPark	33	33	33	33	33
Public Works	4 ^{b.}	1	2	2	2
Sheriff	73	73	73	73	73
Treasurer	25	1	3	14	25

- a. Courts -20; Court Administrator-1;
- b. Public Works office-4; field/shop-36

Time Periods:

- 1 – First 24 hours
- 2 – First week
- 3 – First Month
- 4 – Six months and beyond

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Attorney	1 (First 24 Hrs)	Advise county officials on legal matters.	County attorney 2 deputies 1 legal assistant	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Same as #1. Isolation/quarantine court orders as needed. Prosecute criminals. Contact with insurance company.	County attorney 4 deputy's 5 legal assistants	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #1. Isolation/quarantine court orders as needed. Prosecute criminals.	County attorney 8 deputy's 18 legal assistants	Same as #2. Internet. Fax. Furniture.
	4 (First 6 Mo.)	Same as #3.	County attorney 14 deputy's 18 legal assistants	Same as #3. TV. VCR. DVD. Video Conferencing. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Auditor	1 (First 24 Hrs)	Establish communications with other Yellowstone County departments and citizens.		Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Examine claims & accounts, payroll	Auditor 2 Staff	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Auditor 2 Staff	Same as #2. Internet. Fax. Furniture.
	4 (First 6 Mo.)	Same as #3.	Auditor 2 Staff	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Clerk & Recorder	1 (First 24 Hrs.)	Record proceedings of BOCC & EOC.	Clerk & Recorder Clerk of the BOCC	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Keep & maintain records to be filed. Record proceedings of BOCC & EOC as needed.	Clerk & Recorder Deputy Clerk Clerk of the BOCC	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Clerk & Recorder Deputy Clerk Clerk of the BOCC	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	Clerk & Recorder Deputy Clerk Clerk of the BOCC	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF	RESOURCES NEEDED
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			NEEDED	
Clerk of Court	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Protection of court files & exhibits. Retrieving cash register system & all paperwork with system, checks, etc. Preserve documents. Take payments. Receive & file documents. Assist public with protection orders. Provide some court services for domestic violence victims & individuals who are charged within 72 hours. Have contact with state computers.	Clerk of Court Chief Deputy Clerk	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2. Ability to provide the public court dates and to be able to receipt restitution. Continued access to court files.	Clerk of Court Chief Deputy Clerk Docket Clerk Court Clerk	Same as #2. Internet, Fax, Furniture. TV, VCR, DVD Video Conferencing Office Supplies
	4 (First 6 Mo.)	Same as #3. Limited court access. Full ability to receipt payments of any kind.	Clerk of Court Chief Deputy Clerk Docket Clerk Court Clerk	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Commissioners	1 (First 24 Hrs.)	Declare disaster / staff EOC.	3 Commissioners Clerk of the Board	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Oversee Continuity of Operations and Disaster Recovery.	3 Commissioners Clerk of the Board	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	3 Commissioners Clerk of the Board	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	3 Commissioners Clerk of the Board	Same as #3. TV VCR Video Conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Court Services	1 (First 24 Hrs.)	Detention and probationary supervision of juvenile offenders. Rehabilitation of juvenile offenders.	Court Services Dir. Assistant Director	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Same as #1. Contact/supervise high-risk children in community.	Court Services Dir. Assistant Director	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Court Services Dir. Assistant Director	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	Court Services Dir. Assistant Director	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
District Court (Judges & Staff)	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Confirm and/or facilitate working condition of records. Reconstruct record keeping. Reschedule court cases. Conduct court hearings.	District Judges Secretaries Court Administrator	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	District Judges Secretaries Court Administrator	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	District Judges Secretaries Court Administrator	Same as #3. TV VCR Video Conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Elections	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Reconstruct record keeping. Preserve documents. Reschedule elections.	Elections Administrator Deputy Elections Administrator	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Elections Administrator Deputy Elections Administrator	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	Elections Administrator Deputy Elections Administrator	Same as #3. Normalization of operations.

APPENDIX 3 – ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Emergency Management (DES)	1 (First 24 Hrs)	Activate Emergency Operations Center. Coordinate responses. Provide public information. Provide emergency resolution for BOCC.	DES Director Assistant Deputy DES Dir.	Resources provided at EOC.
	2 (First Week)	Same as #1. Coordinate resources.	DES Director Assistant Deputy DES Dir.EOC Staff Volunteers as needed	Resources provided at EOC.
	3 (First Month)	Reduce EOC staffing as needed. Relocate to MetraPark. Coordinate resources for recovery. Coordinate with Disaster Assistance. Center for Recovery (if FEMA declared emergency). Provide public information.	DES Director Assistant Deputy DES Dir. EOC Staff Volunteers as needed	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping. Landline telephone. Computer access. Office supplies. Copy machine.
	4 (First 6 Mo.)	Same as #3. Return to normal operations. Coordinate disaster assistance. Provide public information.	DES Director Assistant Deputy DES Dir.	Same as #1., #2, #3 TV,VCR,DVD, Video conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Extension	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping. Email access to restricted web sites (CDC, USDA, MT Dept of AG,etc)
	2 (First Week)	Provide public information on water, agricultural, and foreign animal related issues.	Extension Agent	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Extension Agent	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3. Support agricultural industry and homeowners. Organize support with 4-H & youth.	Extension Agent Extension Assistant 4-H Director	Same as #3. TV VCR Video Conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Facilities	1 (First 24 Hrs.)	Establish communications with the EOC.		Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Move office equipment and supplies – set up and take down as needed.	Facilities Manager 3 Maintenance Workers	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Facilities Manager 3 Maintenance Workers	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	Facilities Manager 3 Maintenance Workers 2 Other Potential Workers	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Finance	1 (First 24 Hrs.)	Evaluate situation and work with affected departments to determine which contracted services need to be acquired. Report to BOCC the initial estimated cost impact and obtain approval to engage necessary private contractors for goods and services.	Finance Director Purchasing Agent	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Get critical communications and computer access re-established. Re-establish critical finance functions. Pass emergency resolution to allow for expedited service delivery as necessary.	Finance Director Purchasing Agent Clerks as needed	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Determine available resources for funding emergency services and repair needs. Resume services as necessary and appropriate	Full Staff	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3. Resume services as necessary and appropriate.	Full Staff	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Human Resources	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Assist with defining emergency duties of county employees.	HR Director Asst. Director Payroll Clerk	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2. Re-establish payroll records. Assist with volunteer assignments.	HR Director Asst. Director Payroll Clerk	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	HR Director Asst. Director Payroll Clerk	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
IT	1 (First 24 Hrs.)	Establish communications with other Yellowstone County departments and citizens. Ensure facilities attached to the Courthouse (Sheriff, Youth Service Center, County Shops/Weed Dept) have phone and technology services.	IT Director Network Admin. Network Specialist Programmer Computer Tech. Telephone Tech.	Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Communications-telephones, radios, networks, and internet. Locate and collect computer backups. Basic computer service. Perform backups if server not available.	Same as #1.	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2. Bring up Financial Servers plus others. Assess long-term strategy if event is projected past 1 month.	Same as #2.	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3. Depends on first month assessment for longevity.	Same as #3.	Same as #3. TV VCR Video Conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Justice Court	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Confirm and/or facilitate working condition of records. Reconstruct record keeping. Reschedule court cases. Conduct court hearings.	Justice of the Peace Clerks as needed	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Justice of the Peace Clerks as needed	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.	Justice of the Peace Clerks as needed	Same as #3. TV VCR Video Conferencing Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
MetraPark	1 (First 24 Hrs.)	Assess MetraPark Arena for Courthouse offices to move in. Assess work to be done and process to get it done.	General Manager Asst. General Mgr. Operations Dir. Ticket Coordinator Events Coordinator Maintenance Foreman& Workers	Communications-cellular phones, landline telephones, two-way radios.
	2 (First Week)	Same as #1. Assist in setting up MetraPark Arena & any repairs to building as necessary. Communications with public. Reschedule/postpone events as necessary.	Same as #1.	Same as #1. Email access.
	3 (First Month)	Same as #2. Retrieve event files in storage rooms. Whenever possible, continue or resume daily rental operations and community needs for rest of MetraPark.	Same as #1.	Same as #2.
	4 (First 6 Mo.)	Same as #3.	Same as #1.	Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Public Works	1 (First 24 Hrs.)	Rescue and recovery.		Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Same as #1. Damage assessment. Debris removal & excavation. Engineering services; coordinate with City.		Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.		Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3.		Same as #3. Normalization of operations.

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Sheriff	1 (First 24 Hrs.)	Respond to emergencies. Provide public safety and security. Investigate crimes. Mutual aid. Security of damaged courthouse for records and other secured items.	Normal staffing levels.	Resources provided at Sheriff's office and EOC
	2 (First Week)	Same as #1. Security at MetraPark.	Normal staffing levels.	Resources provided at Sheriff's office and EOC
	3 (First Month)	Same as #2. Evaluate daily.	Normal staffing levels.	Resources provided at Sheriff's office and EOC
	4 (First 6 Mo.)	Same as #3.	Normal staffing levels.	Resources provided at Sheriff's office and EOC

APPENDIX 3 ESSENTIAL SERVICES & KEY STAFF TABLE

DEPARTMENT	TIME PERIOD	ESSENTIAL SERVICES	STAFF NEEDED	RESOURCES NEEDED
Treasurer	1 (First 24 Hrs.)			Communications-cellular phones. Electrical power needs. Water needs. Security needs/records, etc. Health & hygiene needs. Health, safety and emotional well being of relocated employees (impact on families). Housekeeping.
	2 (First Week)	Collection of Revenue. Redemption of Warrants.	Treasurer Chief Deputy Accountant Clerks as needed	Same as #1. Landline telephone. Computer access. Office supplies. Copy machine.
	3 (First Month)	Same as #2.	Treasurer Chief Deputy Accountant Clerks as needed	Same as #2. Internet. Fax. Furniture. Office Supplies
	4 (First 6 Mo.)	Same as #3. Reporting to Districts. Payment of Bonds. Billing of taxes.	Treasurer Chief Deputy Accountant Clerks as needed	Same as #3. Normalization of operations.