EMERGENCY OPERATIONS PLAN
CARBON COUNTY, MONTANA
Towns of Bearcreek, Bridger, Fromberg, Joliet
City of Red Lodge

BASIC PLAN

June 2010

Prepared by

EMERGENCY OPERATIONS PLAN ADOPTION

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John E. Prinkki, Board of Commissioners

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EMERGENCY OPERATIONS PLAN CONCURRENCE

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Mayor, Town of Bearcreek

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Mayor, Town of Bridger

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Mayor, Town of Fromberg

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Mayor, Town of Joliet

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Mayor, City of Red Lodge

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Disaster and Emergency Services Coordinator, Fire Warden

_____
County Attorney

_____
County Clerk and Recorder

_____
County Sheriff/Coroner

_____
County Treasurer

EMERGENCY OPERATIONS PLAN CONCURRENCE

_____
Chair, Council of Fire Chiefs

_____
Chief, District 1, Joliet

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Chief, District 2, Bridger

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Chief, District 3, Fromberg

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Chief, District 4, Edgar

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Chief, District 5, Absarokee

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Chief, District 6, Roberts

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Chief, District 7, Red Lodge

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Chief, District 8, Laurel

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Chief, District 9, Belfry

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Director, Clarks Fork Valley Ambulance

_____
Director, Joliet Ambulance

_____
Director, Red Lodge Emergency Medical Service

EOP Distribution List

Beartooth Electric Cooperative
Beartooth Hospital and Health Center
Beartooth Humane Alliance
Billings Clinic
City of Red Lodge
County Commissioners
County DES Coordinator
County Attorney, Clerk and Recorder, Sheriff/Coroner, Treasurer
County Extension Agent
County Justice of the Peace
County Public Health
County Road Districts
County Planner/Sanitarian
County Fire Warden
County Sheriff Dispatch Center, Search and Rescue
County Superintendent of Schools
EMS Services – Bridger, Joliet, Red Lodge
Fire Districts – Absarokee, Belfry, Bridger, Edgar, Fromberg, Joliet, Laurel, Red Lodge, and Roberts
Montana Dakota Utilities
Montana Fish, Wildlife, and Parks Game Warden – Red Lodge
Montana Department of Natural Resources – Southern Land Office - Billings
Montana Department of Transportation – Red Lodge and Bridger
Montana DES – Billings, Helena
Montana Highway Patrol – Red Lodge, Bridger, and Joliet
Mountain View Clinic – Red Lodge
Northwestern Energy
Police Departments – Red Lodge, Bridger, Fromberg, and Joliet
Public Works Departments, Water and Sewer Districts – Bearcreek, Belfry, Edgar, Fromberg, Joliet, Red Lodge, Roberts
Riverstone Health
Towns of Bearcreek, Bridger, Fromberg, and Joliet
U.S. Bureau of Land Management
USDA Forest Service, Beartooth Ranger District

RECORD OF ANNUAL REVIEW

DATE REVIEWED   REVIEWED BY   REMARKS

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RECORD OF CHANGES AND/OR CORRECTIONS

Change Number	Change Date	Plan Section	Posted by

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Annex A: Evacuation
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Annex F. Hazard or Threat-Specific Annex

I.   BASIC PLAN

A.   Purpose, Scope, Situation, Assumptions

1. Purpose

The Emergency Operations Plan is the main coordinating and policy document for disasters and emergencies in Carbon County, the city of Red Lodge, and the towns of Bearcreek, Bridger, Joliet, and Fromberg. The plan provides for the coordinated response of local governments to all types of emergencies and disasters.

Carbon County has identified the following goals for emergency response to incidents within the county:

1) Accurately assess the initial situation. Order appropriate and adequate response resources to meet the specific demands of the incident.
2) Ensure responder safety.
3) Successfully meet the objectives in the Incident Action Plan.
4) Control the incident scene to minimize the potential for additional injury, loss of life or damage, and to preserve evidence.
5) Communicate frequently, clearly, in common language, and through multiple channels with all affected parties including responders, the public, and the media.
6) Respond to and manage incidents in a coordinated manner using National Incident Management System (NIMS.)
7) Integrate incident response seamlessly with local jurisdictions, and state and federal resources when needed.

2. Scope

This plan covers Carbon County, Montana, the city of Red Lodge, and the towns of Bearcreek, Bridger, Joliet, and Fromberg. For purposes of response capability, existing agreements with neighboring jurisdictions and/or state and federal agencies located in the county add resources to those available from the local jurisdictions, the private sector, and non-governmental organizations in Carbon County.

Carbon County is located in south-central Montana. The county encompasses 2047.99 square miles and ranges in elevation from 3,300 to 12,799 feet above sea level. There are five incorporated communities in the county with the population divided almost evenly between residents of incorporated communities and the county.

Table 1. Population by Jurisdiction

Jurisdiction	Population
Carbon County (total)	9657
Town of Bearcreek	83
Town of Bridger	745
Town of Fromberg	486
Town of Joliet	575
City of Red Lodge	2177

Source: www.Quickfacts.census.gov. Notes: The county population is the 2008 estimate. The population figures for the individual jurisdictions are from the 2000 census.

Under the National Incident Management System (NIMS) resources at all levels can be seamlessly integrated into emergency response. The local jurisdiction, in this case, Bearcreek, Bridger, Fromberg, Joliet, Red Lodge, or Carbon County has the initial responsibility for response to an incident within their jurisdiction. If local resources have been exhausted, are inadequate, or the jurisdiction does not have a particular response capability--such as hazmat or structure collapse--additional resources would be requested. In many cases, adding regional resources from adjacent counties to the local resources may be adequate to meet the needs of the incident.

However, response to larger and/or more complex incidents may require state or even federal resources. The process to request resources from the state is as follows:

1. The local jurisdiction shall make the initial response to the incident documenting and tracking response and associated costs.
2. The primary elected official shall contact the county DES Coordinator. The DES Coordinator will report to the incident.
3. For a situation which may require an emergency proclamation or disaster declaration, the following steps will apply:
   - The Incident Commander (IC) shall prepare a Situation Report.
   - The DES Coordinator shall notify the appropriate elected officials and seek a determination on the need to formally order an emergency declaration.
   - The DES Coordinator may activate the emergency operations center (EOC.)
   - If the governing body decides to order an emergency proclamation or disaster declaration, the chair of the county commission or the mayor of the incorporated community shall prepare the order and the DES Coordinator shall notify the state Disaster and Emergency Services.
4. If requested by the elected official and in consultation with the IC and the DES Coordinator, the DES Coordinator will prepare a resolution asking for the assistance of the Governor of Montana. A disaster declaration will be prepared before requesting assistance from the Governor.

The Montana Department of Disaster and Emergency Services (DES) has organized its response parallel to the federal National Response Framework (NRF.) Both the state and the federal government organize their response using 15 Emergency Support Functions or ESF's. At the local jurisdiction level in Carbon County, many of these support functions are provided by the same organization and some are not present.   The ESF's found in the National Response Framework and Montana DES plan are as follows:

1) Transportation
2) Communications
3) Public Works and Engineering
4) Firefighting
5) Emergency Management
6) Mass Care, Emergency Assistance, Housing, and Human Services
7) Resource Support
8) Public Health and Medical Services
9) Search and Rescue
10) Oil and Hazardous Materials
11) Agriculture and Natural Resources
12) Energy
13) Public Safety and Security
14) Long-Term Community Recovery
15) External Affairs.

If national responses are needed (outside of existing local agreements) the county will work with the Montana Department of Military Affairs, DES, who will request additional resources on behalf of the county. The exception to this process would be where local agreements with state and/or federal agencies are already in place. For example, the county, state, Forest Service, and Bureau of Land Management have agreements in place for assistance related to fire suppression and law enforcement that would not require working through the state Disaster and Emergency Services office.

3. Situation

a. Hazard Analysis Summary

Carbon County has Community Wildfire Protection and Pre-Disaster Mitigation Plans, both prepared in 2005. The Pre-Disaster Mitigation Plan identified the following natural hazards for Carbon County and its incorporated municipalities:

Avalanche	Winter storm
Dam failure/flooding	Tornado
Earthquake	Volcano
Earth movement	Wildland fire
Wind/hail/lightning	

The Emergency Operations Plan Revision Core Team identified a number of additional potential hazards for the jurisdictions in Carbon County.

Active shooter	Serious bus accident
Animal disease	Structure/building collapse
Bomb threat/explosion	Pipeline rupture
Communication outages	Train derailment
Hazardous materials	Urban conflagration
Human disease	Utility outages and failures
Large events	

b. Capability Assessment

The ability of the county and its jurisdictions to respond to emergencies lies in a variety of capacities. These capacities include equipment and apparatus; vehicles; facilities; and personnel. What follows is a general characterization of the resources in the county. Resource lists are maintained by the Disaster and Emergency Services Coordinator and at the Dispatch Center.

Emergency Medical Services

There are three ambulance services located in the county, at Bridger, Joliet, and Red Lodge. The Clarks Fork Valley Ambulance (CFVA) operating out of Bridger and Joliet EMS are non-profits. CFVA has two ALS-equipped ambulances and nine trained personnel. The Fromberg Quick Response Unit (QRU) works with the CFVA and has supplies necessary for extrication and stabilization. Joliet has two ambulances and 10-15 volunteer staff. Laurel, with three ALS ambulances, responds as requested in the north end of the county. Red Lodge Ambulance is operated by the city of Red Lodge with four fulltime paid staff and 46 volunteers, serving the city and surrounding rural areas. Red Lodge Ambulance has 24-hour ALS or advanced life support.

Fire Services

The residents of Carbon County are served by seven in-county fire districts. Laurel provides assistance as requested. The Bureau of Land Management, the Forest Service, and the Montana Department of Natural Resources and Conservation also have wildland fire fighting resources located in the County.

Table 2. Fire Rescue Capability

Entity	Structural Fire and Rescue Apparatus	Wildland Apparatus	Tenders	Command Capacity
Belfry Rural	X	X	X	X
Bridger/Clarks Fork	X	X	X	X
Edgar Rural	X	X	X	X
Fromberg Rural	X	X	X	X
Joliet and Joliet Rural	X	X	X	X
Laurel	X	X	X	X
Red Lodge and RL Rural	X	X	X	X
Roberts Rural	X	X	X	X
Forest Service		X		X
Bureau of Land Management		X		
MT. DNRC		X		

Note: Joliet, Laurel, Red Lodge, Roberts, and the Forest Service have dedicated command vehicles. Other departments perform the command function from a variety of personal and department vehicles.

Law Enforcement

There are currently 21 sworn officers in the county working for either the county or one of the five local jurisdictions. Carbon County has 21 reserve officers. Additional law enforcement officers include two Montana Highway Patrol officers, one state Game Warden, and one Forest Service Law Enforcement Officer. The Montana Department of Criminal Investigation is available upon request for assistance in processing complex crime scenes and other needs. Depending on the nature of the incident, federal agencies such as the F.B.I., Alcohol, Tobacco, Firearms and Explosives (ATF&E), Drug Enforcement Agency (DEA), and U.S. Marshal Service are available to assist the local jurisdictions.

Human and Animal Health

There are six veterinarians practicing in Carbon County, located in Bridger, Roberts, and Red Lodge.

Beartooth Hospital and Health Center (BHHC) is located in Red Lodge and a new facility is under construction just north of the city limits. There are two clinics in Red Lodge, one each operated by St. Vincent's Health Care and Billings Clinic. Joliet and Bridger each have a clinic operated by Riverstone Health. The Bridger and Joliet clinics are open part-time. The Joliet and Bridger clinics are staffed by either a doctor or physician's assistant. All eight doctors residing and employed in the county are located in Red Lodge (six primary care physicians, one chiropractor and one doctor of acupuncture.) There are three physician's assistants in the county. Approximately 34 registered nurses, four LPN's, two CRNA's, two FNP's, and one Physicians' Assistant are employed in the county at the various health care facilities. Additionally there are X-ray technicians, lab technicians, and aides.

Public Works

There are five public works departments in the county, operated by the county, and the communities of Bridger, Fromberg, Joliet, and Red Lodge. The county has district shops located in Bridger, Joliet, and Red Lodge. Each of these locations has equipment operators, and an assortment of road graders, plows and sanders, dump trucks, street sweepers, and pick-up trucks. They also have road signs and traffic control equipment. Some have sand and sand bags.

The Montana Department of Transportation (MDT) has maintenance shops located west of Red Lodge and at Bridger. The Red Lodge shop has three heated buildings including an office, five-bay equipment storage building, and equipment storage building. The state has five fulltime equipment operators that report to the Red Lodge facility, and two that report to Bridger, with access to up to 50 more equipment operators in the region that can be called in to assist with a road emergency. Graders, blades, plows and sanders—including rotary plows, dump trucks, and loaders are available in the county. Additional equipment is available in Laurel, Columbus, Big Timber, Hardin, and Billings. MDT does not have mutual aid agreements with other jurisdictions, nor contracts with private operators for additional equipment. However, if additional equipment is needed locally for an emergency and is not available from existing department resources, the state could enter into contracts for needed equipment. The shops also have mobile flashing signs and traffic control devices. The shops have sandbags for holding signs in place, but not sufficient quantity for a flood event. Sand and gravel stockpiles which could be used in an emergency are maintained at the maintenance shops.

MDT is the authority for closure of state roads and highways. The process for closing a roadway under state jurisdiction is for the local office to make a request to the Billings office. Once the Billings Division Supervisor grants permission to close the road, local employees post signs on either end of the closure, notify school superintendents, post information on the call-in road report, and stay in

communication with incident command. MDT staff can also assist local law enforcement in identifying where to re-route traffic from closed roads.

Incident Leadership Qualifications and Skills

Leadership for management of small-scale, less-complex incidents may be provided by one Incident Commander. Leadership for larger, more complex incidents will be most appropriately managed under a Unified Command. The Incident Command leadership experience and qualifications in the county reside exclusively within the fire services.

Although the exact number of individuals qualified to serve as Incident Commander will vary from year to year, the current situation is as follows:

Table 3. Incident Commanders

Qualification	# Individuals	Location
Type 1 IC		
Type 2 IC		
Type 3 IC	1	FS, Laurel
Type 4 IC	3	FS, Roberts
Type 5 IC	2	FS

Other emergency responders such as law enforcement, public works, and medical service providers are generally familiar with the Incident Command System, but few have responded to incidents managed under ICS unless they are also fire fighters. The MDT equipment operators have all received training in the National Incident Management System (NIMS.)

c. Coordination with Existing Plans

The County has a Growth Policy (land use plan), Pre-Disaster Mitigation and Community Wildfire Protection Plan, a West Fork of Rock Creek Evacuation Plan, and this Emergency Operations Plan. The other county plans were reviewed and/or incorporated in the development of this updated EOP.

Beartooth Hospital and Health Center has a general Emergency Operations Plan that will be revised to address the situation at the new facility, currently under construction. The BHHC plan revision will be coordinated with the information contained in this EOP and the hopsital's representative on the Local Emergency Planning Committee serves on the County EOP Update Core Team.

The Beartooth Humane Alliance, a non-profit organization based in Red Lodge and serving the entire county has developed an evacuation plan for pets. The plan is on file with the DES office.

School districts in the county are in various stages of emergency preparedness and planning. See Table 4. Plans are on file with the DES Coordinator.

Table 4. School Emergency Planning

School	Plan Title	Plan Status
Red Lodge	Red Lodge School District #1 Crisis Procedure Manual	Emergency Procedures Manual, revised August 2009 Contents are comprehensive Covers Mountain View Elementary, Roosevelt Middle School, and the High School
Carbon County Rural	Carbon County Rural School Crisis Procedure Manual	Current Contains procedures, guidance, forms, and emergency phone numbers
Fromberg		Underway, anticipated completion, spring 2010
Joliet	Emergency Procedure Manual	Dated Contains general procedural guidance, phone numbers
Bridger	Crisis Plan	Under revision, 90% complete
Belfry		Dated, under revision

4. Assumptions

The county and its incorporated jurisdictions will face a number of on-going challenges for emergency response. These challenges are the result of a number of factors including low population and associated limited revenues to support equipment and staff, geographic/topographic limitations to full coverage communications, complete lack of certain response capabilities within the county such as Hazmat or bomb detonation, and a limited number of individuals qualified and experienced in incident command leadership—among other challenges.

The following assumptions were made during the formation of this plan:

- This plan has not identified every possible hazard that could occur, however if the county is prepared for major expected hazards, response capabilities and coordination can be modified to respond effectively.
- The set of scenarios developed for the plan represent the range of potential responses. The roles and responsibilities identified in the set of scenarios can be applied to similar types of events.
- Locally controlled resources (people--paid staff and volunteers, and equipment) which are normally available would be available for emergencies.

- Familiarity with this plan will vary by individual and department.
- Most emergency functions in the county have second tier supervisors that can "act" with the full authority of the leader.
- Normal transportation routes may not be available during an emergency.
- Funding levels remain adequate to provide the levels of service provided when this document was prepared.
- The initial response will be accomplished through local and regional resources for 48 – 72 hours.
- Private sector resources may be used to supplement local government resources if government resources are inadequate.
- The closest hazmat and bomb response capability is located in Billings.
- Red Cross has local volunteers. Shelter equipment is staged elsewhere.
- The local hospital and emergency room remains open.
- The district and state DES offices are available for support.
- The scenarios assume that responders will be dealing with only one major incident at a time.
- The county does not have the staff or budget to update a detailed resource list annually.

B.   Concept of Operations

Carbon County has adopted the National Incident Management System (NIMS) as the approach by which incidents in the county will be managed.

"NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government, non-governmental 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 loss of life and property and harm to the environment." (www.fema.gov/emergency/nims)

- Disaster or emergency operations should reflect the daily operational responsibilities of each agency or department.
- The Carbon County emergency operations center will be activated when an incident requires extended management by local government officials other than the primary responders, involves multi-jurisdictions requiring local government involvement, or is beyond the scope of local resources.
- Tasks and responsibilities must be assigned and performed by each organization as outlined by this plan. Management and control of response personnel remains the responsibility of the tasked organization.
- A local government may request assistance from the next level of government only after its resources have been expended and/or are clearly inadequate to cope with the incident.
- All requests for assistance from the State or Federal governments-- outside of existing local operating agreements--will go through the

Disaster and Emergency Services Division in Helena and must be approved by the local government CEO.

- Once response activities cease, restoration of response capability is the next highest priority. Recovery and mitigation efforts DO NOT take precedence over restoration of response capability.
- In addition to working within the NIMS framework, Department heads should keep local government Chief Eelected Officials (CEOs) informed of their respective response efforts and must inform local government CEOs whenever outside assistance is needed.
- Incident response resources that are not public (private or non-profit) will keep Incident Command informed.
- All departments, agencies or organizations must maintain detailed records (operational logs) of actions taken during incidents including: date/time, actions taken, overtime, resources expended, and other information of value. These logs are necessary when State and Federal assistance or Mutual Aid Agreement resources are involved. These logs will be of benefit if liability claims are filed as a result of a disaster.
- Damage assessment information is the primary responsibility of the specific persons or agencies tasked in the appropriate annexes. However, all agencies must be prepared to provide input to the responsible agency(s).

C.   Organization and Assignment of Responsibilities

Carbon County is a rural county with a small population. The in-county response capability is fairly comprehensive and has been described above. Emergency management falls under the Disaster and Emergency Services (DES) function which is led by one fulltime coordinator who reports to the county commissioners. The DES Coordinator is also the County Fire Warden.

The DES Coordinator is assisted by a Local Emergency Planning Committee or LEPC. Members of the LEPC include fire services, emergency medical services, elected officials, Beartooth Hospital and Health Center, public health, DES, public schools, and law enforcement. The LEPC meets monthly, works together on cross-jurisdictional and cross-functional issues, and exercises plans and procedures.

The county has seven fire districts within the county and works closely with the Laurel Fire Department located just to the north in Yellowstone County. The fire districts work together through the Carbon County Fire Council which consists of the seven county district fire chiefs, the Laurel Chief, the Forest Service and BLM Fire Management Officers, and Department of Natural Resources and Conservation.

Table 5. EMERGENCY FUNCTIONS FOR COUNTY DISASTER/EMERGENCY RESPONSE

	CEO	SHERIFF	DISPATCH E-9-1-1	DES	FIRE DEPT	PUBLIC WORKS	EMS	HOSPITAL	CORONER	RED CROSS	PUBLIC SCHOOLS	VETERANARIAN/	BEARTOOTH HUMANE ALL
.COMMUNICATION													
WARNING		S	P	S									
PUBLIC INFORMATION	P	S		P	S	S		S			P		
CONTINUITY OF GOV.	P	P	P	S									
PUBLIC HEALTH AND SAFETY													
HEALTH AND MEDICAL		S	P		S		P	P	S	S			
PUBLIC WORKS, ENGINEERING,	P		P		S	P							
EVACUATION	P	P	P	S	S		S	S		S	S	S	S
SHELTER	S	S	S					S		P			
TRANSPORTATION		S	S				P				P		
HAZARD SPECIFIC RESPONSE													
LAW ENFORCEMENT	S	P	P						P				
FIRE			P		P								
SEARCH AND RESCUE		P	P	S	S	S	S	S					
MASS CASUALTY	P	P	P	P	P		P	P	P	S			
HAZMAT	P	S	P	P	P	S	S	S	S				
FLOOD	P	P	S	P	S	P				S			
DAM FAILURE	P	P	P	P	S	P				S			
SEVERE WEATHER		S	P	P	S	S				S	S		
WILDLAND FIRE	S	S	P	S	P								
UTILITY INTERRUPTION			P	S	S								
URBAN CONFLAGRATION	P	P	P	P			S	S	S				
BOMB/EXPLOSION THREAT	S	P	P	P	S	S	S	S	S				
PIPELINE RUPTURE		S	P	P	S				S				
LARGE EVENT	S	P	P	S	S		S	S					
STRUCTURE COLLAPSE		S	P	P	P		S	S	S				
TERRORISM/ THREAT	P	P	P	P	S		S	S	S				
TRAIN DERAILMENT		P	P	P	P		S		S				
ANIMAL EVACUATION		S	S									S	P
BIOLOGICAL THREAT HUMAN		P	S				S	P	S				
BIOLOGICAL THREAT ANIMAL							S					P	S

P= Primary Responsibility
S = Secondary Responsibility

D. Direction, Control, Coordination

The county uses NIMS as its emergency response framework. Emergency response resources are initially requested through the dispatch center located at the Sheriff's Office. The dispatch center handles all requests from the Incident Commander on scene until and unless a separate Incident Command Post (ICP) is established or the Emergency Operations Center (EOC) is activated. The most likely scenario for establishment of an ICP based on past experience in the county is a wildland fire. While one function such as fire or law enforcement may be responsible for incident leadership, any complex incident will likely involve more than one function. These types of incidents may have shared leadership by more than one function, under a unified command structure.

Tactical control of response assets rests with the various fire chiefs, police chiefs, sheriff, and ambulance district boards. Once committed to an incident, response resources fall under the purview of the incident leadership.

The municipalities in the county do not have their own separate EOP's but fall under the county plan. If there is a disaster or emergency within a municipality, the mayor will be the responsible elected official. The county DES Coordinator is available to assist the mayor(s) in requesting additional resources, from the county, neighboring counties in the region, the state, or federal government. The county plan addresses operations at the local level, and is supported by the state EOP, and National Response Framework.

E. Information Collection and Dissemination

Information is needed both during and following a disaster or emergency. In order to conduct operational planning during a disaster, situation reports, briefings, and resource information is needed. Following a disaster or emergency, information and records are needed to develop after-action reports, document losses and damage, support requests for grants and loans, and protect the jurisdiction and responders against unfounded legal action.

If the situation is managed by an incident management team, the team will collect necessary information and at close-out will turn that information over to the county DES Coordinator. If the emergency is managed with county resources, the DES office will be the repository for the records during and immediately following the incident.

Once the incident is over and the documentation is no longer needed to process payments and document what occurred, the final repository for the county records will be the Clerk and Recorder. The repository for town and city records will be with the appropriate clerk.

Table 6. Information Collection

Information	Who supplies	When	How used
Situation Reports	Incident Command	As generated during event	Operational planning, resource ordering
Resource Orders/Requests	Dispatch	As generated during event	To obtain resources
Resources committed (staff, vehicles, equipment)	Incident Command	During event	Operational planning, public information, briefings of officials
Personnel time	Supervisors Incident Command	During event Post event	Pay wages, pay claims Document costs
Records of injuries or accidents	Supervisors, Incident Command	During event	Make payments, process claims after event
Photos and maps	All, Incident Command	During event Post event	Document damage, actions taken
Expenditures and purchases	Clerk and Recorder or Incident Command	During event Post event	Process payments, document cost of incident, support declarations
Contracts and agreements	DES or Incident Command	During event Post event	Document incident, process payments
Resolutions or declarations	DES	During event	Document incident, obtain assistance
Damage assessments	DES	During event Post event	Document losses Obtain grants, loans, insurance

F.   Communications

The county operates a 24-hour 9-1-1 dispatch center from the county courthouse located in Red Lodge. The dispatch center has three trunk phone lines. This is the only central dispatch in the county and all 9-1-1 calls within the county, regardless of jurisdiction, are routed to this center. The county has implemented Enhanced 9-1-1 and dispatchers automatically see the caller's phone number, name, and physical address. Capability to map the caller's location will soon be operable. The Emergency Notification System (previously referred to as "reverse calling") is available on the system, but has not yet been activated.

Communications service at the dispatch center has suffered past outages due to power interruption and severance of the fiber optic line connecting the lines to Billings. The dispatch center has a propane-powered back-up generator in the event that both electricity and natural gas are interrupted.

The county has an internally interoperable county-wide mutual aid communications system supported by three repeaters. Channel frequencies are contained in the Carbon County Communications Plan. The county-wide mutual aid channel is used by fire, law enforcement, emergency management, emergency medical services, public works, Montana Highway Patrol officers, the Montana Fish, Wildlife and Park's game warden, and the Forest Service Law Enforcement Officer. The repeaters are located on Red Lodge Mountain, at the county road maintenance shop in Bridger, and at a site ten miles east of Edgar. Both county law enforcement and road maintenance have repeaters at these same three sites as well. The county road maintenance and/or law enforcement communications systems can serve as back-up for the mutual aid system in the event of a failure of the mutual aid system. Road maintenance is the desired back-up to keep the law channel available for law enforcement radio traffic. The county system is high-band analog only.

The Montana Highway Patrol has its own internal communications system. This system can also be accessed by the Montana Department of Transportation. The Montana Department of Transportation has its own radio frequency. They are able to participate in mutual aid by using the MHP frequencies, but can not access the state's color bands or county mutual aid channel. The Forest Service and BLM radios are programmed to use the county mutual aid channel.

The state of Montana is converting to a digital radio system, as is the Forest Service. Montana Department of Natural Resources and Conservation, a key partner in wildland fire response, is moving to narrow-band analog radios which will be compatible with the county's existing mutual aid system and radios. Very few radios in the county will be compatible with the digital system being implemented by the state.

The county also has a communications trailer. The trailer is equipped with handheld radios and an on-board gasoline power generator. There are no phones in the communications trailer, but there are three handheld satellite phones in the county that could be used from the trailer. One of these phones is in the possession of the DES Coordinator and the other two with the Sheriff. Microwave phone systems are available for mobile communications trailers, but the county has not had funding for the package.

G.   Administration, Finance, Logistics

All of the local fire departments in the county are signatories to the *Local Interagency Annual Operating Plan for Mutual Aid.* The agreement is in effect from 2009-2012. Twenty-nine local departments in Carbon, Stillwater, Sweet Grass, and Yellowstone Counties plus the Beartooth Ranger District of the Forest Service, the Billings Field Office of the Bureau of Land Management, and the Montana Department of Natural Resources and Conservation are parties to the agreement.

The purpose of the agreement is to provide operational and financial guidelines. The agreement applies to operations and cooperative assistance on all private and state lands protected within the individual fire departments' obligation response areas. The plan addresses liability and waivers, billing and payments, incident command procedures, obligations of local and federal parties on mutual aid incidents, state-assist incidents, boundary fires, and cooperation in pre-fire planning. The agreement contains the radio frequencies and dispatch contact information across all four counties.

No such mutual aid agreement exists for law enforcement services. Police chiefs and county sheriffs can request assistance from other jurisdictions and/or through incident resource ordering. Montana statute allows county sheriffs to deputize officers from other jurisdictions. Reimbursement and wages for law enforcement officers are generally negotiated once the incident is underway. This has produced inequities during previous incidents. The county sheriff could enter into agreements with neighboring jurisdictions that specify the prevailing wage of the local jurisdiction would be paid for work during an emergency.

It is the policy of Carbon County to manage complex incidents involving potential for significant injury or loss of life, or property loss or damage using the National Incident Management System or NIMS. All incidents will be managed by an Incident Commander beginning with the first responders on scene. If/when local managers determine the disaster or emergency (incident) will exceed their response or management capability an Incident Management Team (IMT) will be requested. IMTs include among their members, personnel skilled and knowledgeable in administration, finance, and logistics. County personnel (the intitial Incident Commander together with the DES Coordinator and Clerk and Recorder) will be responsible for these functions until the arrival of the team and resume this responsibility once the team has finished its work and has been de-mobilized.

H.   Plan Development and Maintenance

Guidance and technical expertise for the revision came from a core team of responders listed below. The members of the Carbon County Local Emergency Planning Committee and the Carbon County Fire District Council reviewed draft products and provided guidance as well. This plan could not have been revised without the time, expertise, and dedication of these individuals.

The Core Team included representation from the following entities:

Beartooth Hospital and Health Center/Public Health	Fire Services
	Law Enforcement
County Elected Officials	Public Works
DES	USDA Forest Service
Emergency Medical Services	

This plan revision was prepared for Carbon County by Beck Consulting of Red Lodge, Montana. The process was initiated in October 2009 and completed in June 2010. The project was funded by a grant from Montana Disaster and Emergency Services.

The responsible party for ensuring the plan is maintained is the Carbon County Board of Commissioners. The commissioners designate the Disaster and Emergency Services Coordinator as the individual responsible for maintaining the plan. Once per year starting with the one-year anniversary of adoption of the plan, the DES Coordinator will convene the LEPC. The LEPC will review the goals in the plan. The LEPC will also review the plan based upon incidents that occurred during the previous year to determine if any changes to the plan are needed based upon the responses to incidents during the course of the year. This review and any changes will be documented in the Record of Changes and/or Corrections found at the beginning of the plan.

I.   Authorities and References

MCA – Title 10, Chapter 2 United States Code (USC) – Title 42, Section 5121 et seq: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, As Amended

Annexes to this plan contain the references specific to their content.