Continuity of Government Annex Carbon County, Montana



Carbon County Courthouse, Red Lodge

June 2010

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PURPOSE: Continuity of government must be assured during an emergency situation.

I. Introduction

The county is divided into three districts with one commissioner elected from each district by all voters in the county. Commissioner terms which are six years, are staggered so that one of the three seats is up for election every two years.

The county has six additional elected officials. These include the County Attorney, County Clerk and Recorder, District Court Clerk, County Sheriff, County Treasurer, and the Justice of the Peace.

Carbon County has the following facilities:

- Bridger: County Road Shop
- Joliet: County Extension Office, County Weed Shop, County Road Shop
- Red Lodge (county seat): County Administration Building, County Courthouse, County Courthouse Annex, County Road Shop (burned 12/09), Fairgrounds, Airport

Preparing this COG will assist the county in anticipating events and necessary response actions, adapting to sudden changes in the operating environment, improving communication to support essential functions, and improving performance through the identification of essential functions, work processes, and communications methods.

II. Concept of Operations and Assumptions

Concept of Operations

- The operations of county government could be interrupted by a natural or person-caused disaster or emergency.
- Some of the functions performed by the county are defined as "essential functions" and would need to be re-established and operational immediately.
- If the primary location from which an essential function is performed is not available, the function would need to be re-established in another location.
- The county owns a number of facilities across the county that could be used to house re-located services.
- This annex covers continuity of operations for county government. Each municipality is responsible for its own continuity planning.

Assumptions

- It is highly unlikely that all essential functions performed by the county would be impacted at the same time.
- County essential functions located in Red Lodge could all be affected simultaneously, but even this is unlikely.
- It is more likely that all essential functions located in the same facility could be affected at once. For example it is possible that all of the functions located in the county courthouse--attorney, sheriff, district and justice courts—could require relocation. Or, all of the functions located in the county administration building--commissioners, clerk, DES, treasurer, and planning/sanitation—could require relocation simultaneously.
- The county would look first to their own facilities, second to other public facilities, and finally to privately-owned facilities if relocation of an essential function becomes necessary.
- Some essential functions require a facility that offers public access while others do not.
- The department head may not be available during a disaster or emergency. Each department must have a line of succession.

III. Threats

Today's changing threat environment has increased the need to have continuity of government capabilities and plans. Planning for continuity of government and ensuring that county departments can continue to perform their essential functions under a broad range of circumstances is "good business." Essential functions are those that enable a department to provide vital services, exercise civil authority, maintain the safety of the general public, and sustain the economic base during an emergency. These functions must be continued in all circumstances and if interrupted, need to be operational again within 12 hours.

Threats to continuity of government in Carbon County range from structure fire, to natural disaster, to disgruntled or mentally ill individuals. Although there was a telephone bomb threat to the Red Lodge schools in September 2009, there have been no recent threats to county facilities that could affect continuity of government. The county commissioners reported an incident with an individual angry over taxes who confronted them in the county administration building. The individual was removed by law enforcement.

The fact that county operations (with the exception of the road shops) are somewhat dispersed lessens the opportunity for an individual or event to take down all county operations at one time.

The most likely scenarios for harm to county operations appear to be one of the following:

- structural fire,
- · natural gas explosion,
- an upset individual with an explosive device at one facility—either the courthouse or the administration building, or
- natural disaster (flood, blizzard, or earthquake) that interrupted communications, damaged facilities, and prevented county employees from reaching their work places.

IV. Methodology

The county commissioners determined that the following county departments had essential functions that should be addressed in this plan; County Attorney, County Clerk and Recorder, County Commissioners, County Planning and Sanitation, County Sheriff, County Treasurer, Disaster and Emergency Services, District Court, Fire/EMS, and Justice Court. The following individuals participated in interviews to develop this annex.

Table 1. Contributors

Department	Representative	Title
County Attorney	Rennie Stichman,	Deputy County Attorney,
	Judy Prinkki	Clerk
County Clerk and Recorder	Linda Ladvala	Clerk
County Commissioners	John Prinkki, David	Commissioners
	Davidson, Doug Tucker	
County Planning and Sanitation	Greg McGann	Planner, Sanitarian
County Sheriff	Dan McJunkin, Tom	Undersheriff, Sheriff
	Reiger	
County Treasurer	Jane Swanson-Webb	County Treasurer
Disaster and Emergency	Darrell Krum	DES Coordinator
Services		
Fire/EMS	Tom Kuntz	Chief, District VII
Justice Court	John Sieffert	Justice of the Peace

Note: Services provided by the Extension Office and Weed District, while important, were not identified as essential to restore within a 12-hour time period.

Representatives from these departments were interviewed to;

- identify and describe essential functions,
- provide the line of succession for the department,
- determine the amount of time after which the services needed to become operational,
- list information technology or general resources necessary for the essential functions, and
- identify alternative locations from which the function could be performed.

Following the interviews, the contractor compiled all essential functions, requirements for their operations, and evaluated the potential alternate locations. The DES coordinator and the LEPC reviewed and commented on the annex.

V. Succession, Delegation of Authority

The following positions are the primary line of succession identified by each county department head. Many of the county departments have deputy positions that can fully assume the duties and responsibilities of the department head.

Table 2. Succession

Department	Department Head	Succession
*County Attorney	County Attorney	Deputy County
		Attorney
County Clerk	Clerk	Deputy Clerk
*County Commissioners	Chair	Commissioner
County	Planner/Sanitarian	Clerk
Planning/Sanitation		
*County Sheriff	Sheriff	Undersheriff
County Treasurer	Treasurer	Deputy Treasurer
Disaster and Emergency	Coordinator	Undersheriff
Services		
District Court	Clerk	Deputy Clerk
Fire Rescue	Chief	Assistant Chief
Justice Court	Judge	Clerk

^{*} See references in the Montana Code Annotated provided below.

Title 7, Title 10, Sections 103-104, M.C.A.

SUCCESSION AUTHORITY: Title 10, Chapter 3, Part 6, M.C.A.

COUNTY

- Chairman of the County Commissioners. In the event the Chairman is not available, the next in line (to become chairman) becomes acting Chairman.
- In the event all County Commissioners are unavailable the Clerk and Recorder shall assume the County Commissioners duties until such a time as the Commissioners return or the vacancies are filled.
- Procedures for filling one or more vacancies on the board of county commissioners are found in Title 7, Section 4-2106. For filling commissioner vacancies during or following an enemy attack, see Title 10, Section 3-603 Montana Code Annotated.
- Sheriff. In the event the Sheriff is not available, the Undersheriff shall serve as Acting Sheriff. See 7-3-433 (1-6); 7-32-2122, M.C.A.

- Attorney. In the event the County Attorney is not available, the County Commissioners shall appoint a qualified attorney.
- Absence of County Officers from the state. See 7-4-2208, M.C.A.

CITY

- Mayor. In the event the Mayor is not available, the President of the City Council becomes acting Mayor. See 10-3-604 M.C.A.
- City Attorney. In the event the City Attorney is not available, the Council shall consult a qualified attorney.
- Absence of Public Works Director. The City Council will appoint a one.

TOWN

- Mayor. In the event the Mayor is not available, the President of the Town Council becomes the acting Mayor. See 10-3-604 M.C.A.
- Town Attorney. In the event the Town Attorney is not available, the Town will consult a qualified attorney.

SUSPENSION OF RULES, PROCEDURES AND REGULATORY STATUTES

See Title 103-104 (1.) M.C.A. See also Tab J of the Local Government Disaster Information Manual available in DES or Commissioners Office.

All delegations of authority state specifically:

- The authority that is being delegated, including any exceptions.
- The limits of that authority.
- To whom the authority is being delegated (by title, not name.)
- The circumstances under which delegated authorities would become effective and when they would terminate.
- The successor's authority to re-delegate those functions and activities.



Carbon County Annex Building, Red Lodge

VI. Essential Functions

Essential functions as defined by FEMA are those functions that enable an organization to:

- Provide vital services.
- Exercise civil authority.
- Maintain the safety of the general public.
- Sustain the industrial or economic base during an emergency.

Interviews with county department heads identified the following essential functions which can not suffer an interruption of more than 12 hours and must be continued in all circumstances.

Table 3. Essential Functions and Resources

Department	Essential Functions	Resources Needed	Reason function is critical
County Attorney	Prepare felony charging documents, Prosecute felonies Prosecute misdemeanors, File petitions on delinquent youth Prepare, process documents for youth in need of care, Involuntary mental commitments, Advise commissioners, Advise sheriff	Telephone Desktop computer Fax Vision-Net software	Essential functions result of statutory requirements, constitutional rights, and public safety Internet access during emergency not essential
County Clerk	Issue birth, death certificates Record filings against property, Pay county vendors (this would need to be restored within 7 days)	Telephones Computer Internet access to server or accounting system through Black Mountain Security paper for checks, vital records	Proof of identity, Conduct business to maintain economic viability of county contractors, Financial and legal property implications
County Commissioners	Authorize use of county resources for emergencies Authorize payment for claims Oversee road work	Phone Computer Software for county payments Vehicles	Essential functions related to administration of disaster response (public safety), and economic stability

Department	Essential Functions	Resources Needed	Reason function is critical
County Planning/ Sanitation	Receive analyze and process development applications	Telephone, Copier Computer Location to meet with public Internet access	Statutory timeframes, property values, health and safety issues
County Sheriff	Operate 9-1-1 call center Maintain order (enforcement, traffic control, etc.) Coroner Conduct evacuations Search and Rescue	Phone lines (3) Access to CJIN system IMC data base Electricity Back-up generator Vehicles Radios Fuel Body bags, gloves Toxicology kits	Public Safety Statutory requirements
County Treasurer	Motor vehicle licensing Manage and balance county and school accounts Run tax statements (depending on timing of disaster)	Computer Printer Internet access Access to state MERLIN system Cash books Folding/sealing machine Postage machine	Required by statute To conduct county and schools' financial business
DES	Emergency Response Maintain county repeaters	Landline, cell and satellite phones, radio Vehicle Computer Internet access Printer	Emergency response Public health and safety (provides responder paging) Responder safety Property protection Maintain communications
Fire	Emergency Medical Services Structural Fire Response Wildland Fire Response Rescue	Ambulances, Fire apparatus, Fuel Radios, cell phones Computers Ability to access dispatch Water supply	Public safety Structure, infrastructure and resource protection
District Court	Receive and file civil and criminal documents, Hold court, Hold jury trials, Issue marriage licenses	Computer Internet access to state software sys. Copier, Printer Phone, Fax Access to court video system	Requirements of judicial system, Protect citizens' rights
Justice Court	Conduct initial appearances and set bond Issue protective orders Accept filings, scheduling	Computer system Internet link to state central repository Vision-net software system Dedicated, secure phone line	Statutory/constitution-al requirement to conduct initial appearance within 48 hours Public health and safety

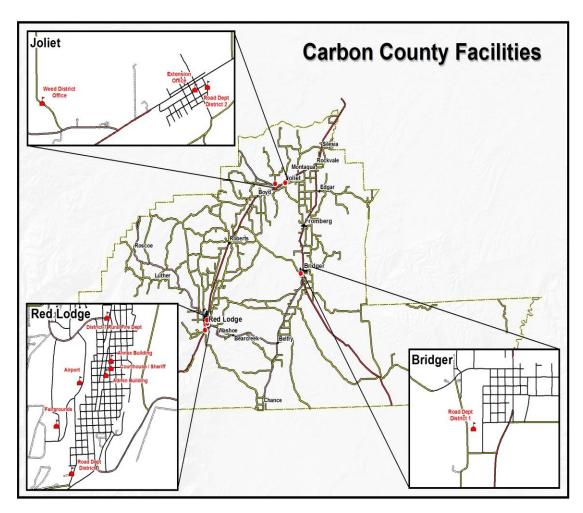


Figure 1. Carbon County Facilities

VII. Alternate Facilities

If the COG is activated, this will mean that one or more departments' primary operating facility will not be available and the essential functions will require relocating. Considerations in selecting the alternate locations included; requirements for public access, communications, space needs, provision for vehicles, accessibility, and availability. The Red Lodge District 7 Fire Station is a logical alternate location for other essential functions because it has space, access, and communications. It will not be used however, as an alternate operations base for other functions, except perhaps DES, because it is highly likely the Fire Department will be engaged in if not leading the disaster response and other uses at the station could interfere with essential response activities.

The county fairgrounds building is the only county-owned facility with electricity and phone lines that is empty and available most of the year. A back-up generator has been obtained for the fairgrounds, but not yet installed. The County Extension Office located in Joliet also has un-used space that could be quickly converted for essential county government functions. The county administration building, courthouse, and annex all located in Red Lodge could accept functions from other buildings, but the space in each of these buildings is already fully utilized. In general, relocating functions between these facilities could occur only if a limited amount of space is needed, only 1-2 staff people would have to be accommodated, and the need for public access would be modest. If one of these three buildings was entirely unavailable, the county fairgrounds building would need to be put into use. All of the county buildings listed in Table 4 below are physically accessible on the ground floor. The county courthouse and county annex have second floors which are not currently accessible.

Roosevelt School located in Red Lodge is a publicly, but not county-owned building. The school is vacant as of the writing of this EOP. The school offers an additional option within Red Lodge that is wired for phones and internet, has good public access, street parking on four sides, a large amount of unoccupied space, an external fenced area, and is centrally located. The county would need to negotiate with the school district for use of the facility if desired.

In some instances it would be efficient to request the use of City of Red Lodge facilities, such as the council chambers as a courtroom, the police garage for fire apparatus, or the city shop for heavy equipment. However, if the City was also involved in the disaster or emergency, these facilities might not be available. If the Red Lodge area was generally inaccessible, the majority of county operations would need to relocate to Joliet—utilizing the Extension Office, the Weed District, the County Road Department, and/or the Joliet Community Center. If for some reason the county seat must be changed: statutory guidance is found in Title 10-3-608 M.C.A.: RELOCATIONS OF COUNTY SEAT.

Table 4. Alternate Facilities

County Department with Essential Functions	Current Location	Alternate Facilities Alternate Location in Priority Order	Remarks
County Attorney	County Courthouse	County Administration County Annex County Fairgrounds, Yellowstone County Courthouse	Need location with confidentiality, location near District Court desirable but not essential
County Clerk	County Administration	County Fairgrounds, Joliet Extension Office	Location must provide for public access, internet access, ability to receive mail and deliveries
County Commissioners	County Administration	County Courthouse, County Annex, Fairgrounds, Extension Office	Commissioners could operate from a variety of locations. Public access desirable. Internet connection not essential.
County Planning/Sanitation	County Administration	Joliet Extension Office, County Fairgrounds, County Annex	Location must provide for public access
County Sheriff	County Courthouse	Mobile Command Center County Fairgrounds	Location must provide for public access, multiple vehicle parking, secure area
County Treasurer	County Administration	Local Bank, Tax statements could be printed in a neighboring county if necessary, Stillwater County Courthouse-Columbus Non-public functions (managing accounts) could be done at Treasurer's residence	Need secure Internet link to MERLIN Need public access Need location secure for handling cash Treasurer has powers to extend deadlines if necessary.
DES	County Administration	Mobile office (vehicle) Communications trailer, Incident Command Post, Fire Station	Has satellite phone, does not require public access
Fire	Various	Multiple locations may be needed. Local chief to select appropriate site. In summer, don't need a comprehensive physical base.	Need meeting room public can access Need access to water supply Need access to dispatch center Apparatus must be housed inside during below-zero weather

County Department with Essential Functions	Current Location	Alternate Location in Priority Order	Remarks
District Court	County Courthouse	Red Lodge City Hall, Yellowstone County Courthouse, County Administration, County Annex, County Extension (Locations of functions could be split)	Red Lodge city council chambers (and city court room) could substitute for the courtroom. A deliberation room would be needed for any jury trials. Filings could be accepted in another location.
Justice Court	County Courthouse	Red Lodge City Hall, Yellowstone County Detention Facility (for initial appearances), County Administration (Locations of functions could be split)	Red Lodge city council chambers (and city court room) could substitute for the courtroom. Filings could be accepted in another location.

VIII. Communications

Maintaining communications with employees during a disaster or emergency is essential. Employees will need to be told how they will be receiving information and where they can obtain and/or provide information. Information for employees will need to be current and updated frequently. Communications will include guidance on securing work sites, protecting county property, safeguarding vital records, record-keeping expectations during the incident, and any decisions to relocate essential functions to alternate sites. If phone landlines are out, communications will occur by cell phone, satellite phone, and radio. Communications will flow from the county commissioners to the department heads. DES or Incident Command will procure radios for Department heads as needed. Since the county does not have a radio cache, additional radios would need to be ordered through either the state DES or the Department of Natural Resources. Department heads will need to be able to account for their employees and know how to contact each employee. County employees are encouraged to have an emergency communications plan with their families.

The dispatch/E-9-1-1 center for the county is housed in the courthouse in Red Lodge. The center runs on electricity, but has a natural gas back-up generator. Failure in the present location should be remedied relatively quickly. However, if the center had to move, three locations have been identified as suitable for an Emergency Operations Center (EOCs.) The Incident Commander would designate the location of the EOC which would need to be capable of supporting essential functions and also the communications channel(s) listed in the Mutual Aid Communications Plan to be used during the emergency.

The primary site in the Rock Creek Valley is the Red Lodge District 7 Rural Fire Station. The Fire Station is located on the north end of the city at the intersection of Highways 212 and 78. The Fire Station has a base radio and the ability to page responders, phone lines, internet connectivity, and a small meeting room. Additional phone lines would need to be installed. The designated EOC for the Joliet area is the Extension Office. Again, the office has phone and internet connectivity. Space and access are somewhat limited at this facility. The third location, serving the Clarks Fork Valley is the Bridger County Road Department shop. Additional phone lines would need to be installed at each of the three EOC locations. Although the county fairground building has not been specifically identified as an EOC, it could be considered. Additional phone lines would need to be laid over the ground from the south entrance as has been done in the past when the building served as an Incident Command Post for wildland fires.

IX. Vital Records and Data Bases

Each department has records and data that are essential to its operations. The county has its own data and also uses state information systems.

The county clerk and recorder, treasurer, planning/sanitation, and DES data residing on the county server in the basement of the administration building is backed up daily at the end of each business day. A weekly back-up each Friday for this information is stored off-site in a secure location in Red Lodge. If the county server was unavailable or compromised information could be obtained from the weekly back-up stored off-site in Red Lodge.

Revenue information and Information for the courts and social services reside on state systems. County information that resides in state data bases is maintained out of the county and backed-up by the state. If an essential county function such as Justice Court had to be re-established in an alternate location, internet service would provide the necessary data access.

The sheriff's office data is automatically backed up at 0500 daily by IMC (Information Management Corporation) located in Massachusetts.

In order to develop after-action reports from a disaster or emergency, all messages, logs, records, etc., will be maintained and submitted to the Disaster and Emergency Services Coordinator immediately after deactivating emergency operations. Once final action on these records is complete, the records of the emergency operations will be filed in the Disaster and Emergency Services Office and/or the Clerk and Recorders Office.

X. Implementation

Implementation of the COG plan has three phases.

- 1) Activation and relocation,
- 2) Operations in alternate facilities, and
- 3) Reconstitution.

Activation and relocation occurs during the first 12 hours after a decision to activate the COG plan. The county must be prepared to activate the plan for any type of emergency that could interrupt the delivery of essential functions. This could occur during a week day or weekend, during working hours or after working hours. The commissioner, or in the case of a municipality, the mayor, would make a decision based on his/her assessment of the emergency and most likely in consultation with the DES Coordinator and Incident Commander, that the COG needed to be activated. The elected official would then notify department heads of the decision and give instructions on relocation as necessary. Department heads would take the steps necessary to relocate essential functions to one or more alternate locations. These steps when possible will include:

- Accounting for all employees,
- Reporting on the status of employees to the commissioners,
- Notifying employees of the situation and giving them instructions,
- Assigning responsibilities to key staff,
- Documenting any initial loss of property or records,
- Collecting necessary records to be moved to the alternate location,
- Collecting equipment and vehicles to be moved to the alternate location,
- Securing the original work site,
- Establishing the essential functions at the new location, including hours of operation and means of communication with key constituents,
- Securing property or records at the alternate location,
- Requesting any needed resources (equipment, supplies, staff), and
- Reporting the establishment of essential functions in the alternate location to the commissioners once the functions are operational.

Reconstitution occurs once the emergency is resolved and means returning to a fully functional entity in the primary facility. Original county facilities may be available for re-occupation so that functions can return to their previous location. However, some facilities may have been lost or badly damaged. In this case, reconstitution involves becoming fully functional in a long-term temporary facility. Planning for reconstitution should be initiated when functions begin operating in the alternate facility.

XI. Testing, Training, and Exercises

A test is an evaluation of capability against an established and measurable standard. Tests evaluate capability, not staff. The LEPC could conduct a tabletop exercise of a disaster that caused the loss of either the county courthouse or county administration building as a good way to evaluate the COG plan. An exercise would also allow staff to improve operational readiness. The tabletop exercise would identify areas for additional training, planning, or other resources.

XII. Plan Review

This annex will be reviewed along with the other sections of the Emergency Operations Plan. If a disaster or emergency that causes the activation of the COG Annex occurs, and After Action Review (AAR) will be conducted and changes to the plan made as needed. Changes to the Annex will be documented at the beginning of the EOP in the tables provided for that purpose.

Appendix A. Succession for Bearcreek

Municipality: Town of Bearcreek	
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Succession

Department	Department Head	Succession (Title)
		2.11
Town/City Attorney	Attorney	N/A
Clerk	Clerk	N/A
Fire	Chief	Red Lodge Rural 7
Mayor/Council	Mayor	Council President
Municipal Court	Judge	N/A
Police	Chief	Sheriff
Public Works	Director	Deputy Director
Animal Control Officer	Officer	Sheriff

Alternate Facilities

Facility Name	Address	Remarks
Mike Majerus' Garage	512 Carbon Alley	

Appendix B. Succession for Bridger

Municipality:	Town of Bridger	

Succession

Department	Department Head	Succession (Title)
Town/City Attorney	Attorney	N/A
Clerk	Clerk	Assistant Clerk
Fire	Chief	Assistant Chief
Mayor/Council	Mayor	Council President
Municipal Court	Judge	N/A
Police	Chief	Officer
Public Works	Director	Utility Person

Alternate Facilities

Facility Name	Address	Remarks
Bridger Fire Hall	216 S. C Street	

Appendix C. Succession for Fromberg

Municipality:Town of Fromberg

Succession

Department	Department Head	Succession (Title)
Town/City Attorney	Attorney	N/A
Clerk	Clerk	Assistant Clerk
Fire	Chief	Assistant Chief
Mayor/Council	Mayor	Council President
Municipal Court	Judge	N/A
Police	Chief	Deputy Chief
Public Works	Director	Assistant Director

Alternate Facilities

Facility Name	Address	Remarks
Alternate to Town Hall Fromberg School	Kids Court	Kindergarten Room
Alternate to Police Dept. Fromberg School	Kids Court	Music Room
Alternate to Fire/EMS Fromberg School	Kids Court	Gymnasium
Alternate to Public Works Fromberg School	Kids Court	Kindergarten Room

Appendix D. Succession for Joliet

Municipality:_	Town of Joliet	

Succession

Department	Department Head	Succession (Title)
Town/City Attorney	Attorney	N/A
Clerk/Treasurer	Clerk	N/A
Fire	Chief	Assistant Fire Chief
Mayor/Council	Mayor	Vice Mayor
Municipal Court	Judge	N/A
Police	Chief	Officer
Public Works	Director	Maintenance worker

Alternate Facilities

Facility Name	Address	Remarks
Joliet Fire Hall	129 N. Main St.	

Appendix E. Succession for Red Lodge

Municipality:	City of Red Lodge

Succession

Department	Department Head	Succession (Title)
Elected Official	Mayor	Chair of Council
Public Works	Director	Streets Supervisor
Fire	Chief	Assistant Chief
Police	Chief	Assistant Chief
Community Development	Director	Planner
Clerk	Clerk	Water Clerk
Municipal Court	Judge	Court Clerk
Town/City Attorney	Attorney	Contract Attorney

Alternate Facilities

Facility Name	Address	Remarks
Alternate Facilities near Red Lodge as listed in Carbon County COG Annex		

Appendix F. Sample Delegation of Authority

Carbon County Board of Commissioners Delegation of Authority

To:	Date:
You are hereby assigned as the Incident Collincident in Carbon County, Montana. I expe at approximately	ct you to take command of the Incident on
You have full authority and responsibility for framework of legal statute, current policy, an and/or written briefing materials.	
I am delegating the Disaster and Emergency Representative.	Services Coordinator as the County
My incident management concerns and prior	rities are as follows:
 are no values on these incidents mor Establish information processes that notification. Provide for productive relationships w 	priority. In your efforts, remember that there e important than human life and safety. provide for timely public information and with local, State, Tribal, and federal officials ests to a minimum necessary to meet the d for the job they are assigned.
Cost Accountability	
Document your cost management de	cisions.
Maintain detailed records of all perso	nnel, supplies, and equipment. costs.
Issues with This Delegation If any problems or concerns arise, please co I am prepared to discuss any needs to revise	
Chair, Board of County Commissioners	Date