Carbon County
Emergency Operations Plan

Functional Annex

June 2010

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A. Direction and Control

- Initial Notification

Initial notification of an incident generally comes in to the Sheriff's 911 dispatch center from someone on scene, often a member of the public or an affected/injured party. The dispatch center has paging and call-out information for fire, emergency medical, law enforcement and other resources. Dispatch has a disaster button that if used will automatically call out all fire, emergency medical, and law enforcement in the county, plus the Disaster and Emergency Services Coordinator. An approximately 15 minute period of tones occurs to accomplish this, effectively tying up communications during that period. Short of this, is all-call for either fire or EMS or both. If none of these courses of action are appropriate, the LEPC recommends the following functions be notified for the various scenarios listed in the table below.

Initial Call-Out

	Law	Fire	EMS	DES	SAR	HP	MDT/ PW	Utilities
Aircraft Accident	X	X	X	X	X			
Bomb Threat	X	X	X		X	X		X
Civil Unrest/Riot	X		X			X		
Earthquake	X	X	X	X	X	X	X	X
Structural Fire	X	X	X					X
Wildland Fire	X	X		X	X	X		X
Flood	X	X		X	X	X	X	X
Hazmat	X	X		X	X	X	X	X
Mass Casualty	X	X	X	X	X	X		
Pipeline Rupture	X	X		X	X			X
Severe Weather	X			X		X	X	X
Utility Interruption	X	X						X

EMS is Emergency Medical, DES is Disaster and Emergency Services, SAR is Search and Rescue, HP is Highway Patrol, MDT is MT Department of Transportation, PW is Public Works

Elected officials would be notified secondarily in instances where they would need to issue a disaster declaration. Schools are to be notified if there is an incident affected their facility such as a bomb threat or active shooter, a crime in progress in their vicinity, or an accident with a school bus. For reports of wildland fires, local fire districts, the Forest Service, the BLM, and/or the state Department of Natural Resources would be notified. Beartooth Hospital and Health Center would be notified of a riot, mass casualty event, or bomb threat.

The center does have a disaster button on the 911 system that can be pushed to automatically call all fire and ambulance services in the county. For other situations, the dispatcher on duty must quickly determine the appropriate resources—based on reports from the scene--and on the advice of the fire and ambulance contacts available at the time. Secondarily, Disaster and Emergency Services and elected officials are notified. If resources are needed from neighboring jurisdictions, the dispatch center calls those dispatch centers (most frequently in Laurel, Billings, and Columbus) to make the requests.

The desired situation would be to identify the types of resources that need to be called out, placed on standby, or notified to expect impacts (hospital, road departments, etc.) by hazard type, prior to an incident. That way, dispatchers can use a comprehensive list to ensure no critical resources are omitted. This list could accompany a current resource list.

- Incident Assessment

The initial assessment of a disaster or emergency situation is with some exceptions--such as a dam breach or human disease epidemic-- made by the first responder(s) on scene. The responders assess the situation, report the situation to the 911 dispatch center, and begin requesting additional resources. At the same time, dispatchers may be on the phone with fire, law, or emergency medical leadership to support decisions about what resources should be dispatched and who may need to be notified.

- Incident Command

The National Incident Management System (NIMS) is the preferred way of managing a disaster or emergency in the county. Under NIMS, incident command would be established to oversee response and in some cases also recovery.

The command can consist of one incident commander overseeing the organization. Or, under a unified command, leadership of the incident is provided by a small team consisting of functional leaders appropriate to the incident type acting together with others. If the county or one of the municipalities experiences a complex or large scale disaster or emergency (other than a wildland fire), a unified command structure would likely be established. An incident command organization will be established when a disaster or emergency:
- ➢ Is multi-functional (law, fire, emergency medical, public works, other),
- ➢ Is highly complex, and/or
- ➢ Exceeds local response resources, and/or
- ➢ Is large in geographic scope, and/or
- ➢ Is long-lasting, and/or
- ➢ Involves mass casualties or mass fatalities.

- Emergency Operations Center

Pre-selected locations for an EOC include the Rural District 7 Fire Hall in Red Lodge, the Carbon County Hospitality Office in Joliet, or the County Shop in Bridger. None of these locations are already fully equipped to serve as the EOC, but with additional communications resources could be quickly converted. Because the fire function is likely be involved in any type of disaster response, and therefore fully utilizing the department facilities, it is undesirable to locate an EOC at a fire department unless there is dedicated separate space available.

Additional alternate locations could include the County Fairgrounds in Red Lodge, Red Lodge City Hall, Red Lodge Civic Center, the Joliet Community Center, and the fire halls in Bridger, Edgar, Fromberg, and Joliet.

B. Communications

- Procedures to identify and overcome communications shortfalls

Carbon County has a number of communications challenges. Some of these are due to remoteness and terrain. The three repeater sites are not currently linked. However, before the end of 2010, new infrastructure will be in place to link the three repeater sites through the law channel. This will provide redundancy that will increase public and responder safety. If this linkage is successful, additional responder frequencies can also be linked.

Rural Fire District 7 has a command bus that can be located where there are roads. The command bus is not currently equipped with communications infrastructure, but satellite radios can be used from the bus and/or communications equipment can be installed during an emergency. County Disaster and Emergency Services has a command trailer. By using two-way and ham radios, personnel in the trailer can communicate on the county's repeaters, and additionally be able to page out fire and EMS responders.
The county's dispatch center located at the Sheriff's Office in Red Lodge has a back-up generator so that interruptions would be minimal and short-lived. If the dispatch center was damaged or unusable, a communications center would need to be quickly established in another location, such as Rural District 7, the communications trailer, command bus, or the Fairgrounds in Red Lodge.

During a disaster or emergency, additional communications resources and infrastructure can be requested from state and regional caches as near as Billings. These resources come in the form of radios, repeaters, and technicians.

- Procedures to manage communications between on-scene and off-site resources (hospital, shelters, etc.)

Off-site resources can be kept apprised of the situation either by maintaining a presence in the EOC, participating in periodic briefings, or monitoring communications from their bases. One of the key partners in a disaster will be the Beartooth Hospital and Health Center (BHHC.) BHHC may wish to request an individual radio operator to monitor communications at the hospital or may staff the radio themselves.

- Emergency Operations Center (EOC) Procedures

One of the chief elected officials (county commissioners or mayors) may activate the EOC. In practice, generally the recommendation to activate the EOC would be made by the DES Coordinator, Fire Chief, or Sheriff and then ordered by the appropriate elected official. When activation becomes necessary for direction and control of an emergency or disaster situation, the DES Coordinator will be notified by Dispatch and will report to the EOC location. All other necessary EOC staff will be notified to report to the EOC location. The extent to which the EOC is activated and when it assumes command for emergency operations depends on the type of emergency situation, the potential for escalation, the resources available to staff the EOC, the geographical extent of the emergency, and other factors.

The EOC will be staffed by elected officials and their key staff, emergency services representatives, and support services personnel necessary for operations in the event of an emergency or disaster. The actual attendance at the EOC will depend on the type, scope, and location of the disaster or emergency. EOC staff could include public works, utilities, school personnel, public health or other functions as needed in addition to law, fire, and emergency medical services.

- Interoperable Communications Plan

Carbon County has joined a regional consortium, Big Sky 11, working towards regional and statewide interoperable communications. Until the infrastructure is in place, the county will continue to use its existing communications infrastructure and plan.

- 24-Hour Communications

The Sheriff's dispatch center is operated 24-hours a day. The dispatch center can support incident communications until/if the Emergency Operations Center is activated.

C.   Warning

- Procedures for initial notification of the public

Procedures for initial notification will be based on the type, location, and immediacy of the disaster or emergency. Once an incident command organization is set up, the command can select the specific strategies appropriate for the situation. Multiple notification strategies should be used in any disaster to ensure the largest number of people are reached and that special needs' populations (hearing impaired for example) are not missed in the notification.

The following channels of notification may be available and appropriate:

Door-to-door	Radio
Sirens	Television
Vehicle loud speakers	E-mail
Reverse calling through E-911	Social Networking

When the disaster is confined to a small area, notification can be made door-to-door--if it is safe to do so, by sounding sirens if they are available, or by loud speakers on vehicles. When the disaster is large scale, mass media, including radio, television, e-mails, and social networking should be used. For any type of disaster, the reverse calling function of the E-911 system should be activated.

The notification should include information about what type of disaster has occurred, the location of the disaster, and what people should do (evacuation for example) or not do (try to drive to the scene for example) as a result.

D. Emergency Public Information

- Role of the Public Information Officer (PIO)

The primary mission of the Information Officer is to inform and appropriately involve the public. Incident command will be managing two incidents, the one on the ground and the other, the public's perception of the incident. Perception is frequently as least as important as the actual disaster or emergency because people will base their actions on their perceptions.

The more information that can be provided to the media, the sooner the better. It is the responsibility of those managing the incident to keep the media and the public informed. The PIO works to make the situation known to the public through media contacts so that the public can remain safely out of the way of incident operations, can feel comfortable with the response effort, can take appropriate actions, and will know where and when to obtain information.

The PIO should be proactive with local media, not waiting for them to contact the PIO. Provide whatever information is available at the time to the media contacts utilizing the following list of local media contacts.

Local Media Contacts

Contact	Entity	Media Type	Phone Number
Editor	Carbon County News	Weekly Newspaper	406 446-2222
Editor	Local Rag	Monthly Newspaper	406 446-3999
News Editor	Billings Gazette	Daily Newspaper	406 657-1200 800 762-6397 (24-hour)
Station Manager	FM 99 The Mountain	Radio Station	406 446-1199
Station Manager	KEMC Public Radio	Radio Station	406 657-2941
News Editor	KULR-8	Television	406 656-8000
News Editor	KTVQ	Television	406 252-5611
News Editor	KSVI	Television	406 652-4643

The PIO should establish and give the contacts a schedule by which news releases will be provided or interviews and tours given. Generally these releases of information will immediately follow twice-daily incident management team meetings or briefings. Additional information should be given between these times where there is breaking news or there are major changes in the situation. The PIO should offer equal access to all media contacts attempting to keep everyone equally informed.

When possible, the PIO should establish and publicize locations in the area where information about the disaster can be posted and updated. This can include static displays of information, at Post Offices, for example, or community meetings where the public has the opportunity to hear an update and ask questions of incident commanders.

If desirable, the PIO may take media contacts to the disaster scene for on-scene reporting. This should be done only when the safety of the media can be assured, and the media presence will not disrupt response activities at the scene.

E. Public Health and Medical

- Agencies and methods used to detect health issues created by disaster

The county public health nurse will monitor disasters to identify potential public health issues that may develop. The county has a public health board. The board could be convened to assist in monitoring, reporting, to provide technical expertise, to help determine when local capacity is exceeded, and to determine what additional resources from outside the county should be ordered. Montana Department of Public Health and Human Services personnel could be requested through Montana Disaster and Emergency Services. The state could request federal public health resources if needed.

- Provisions for human waste disposal

Each of the five municipalities operates a wastewater system. In the event any of these systems are compromised or destroyed, of if a camp for responders is established, porta-potties can be brought in as a temporary measure. Depending on the amount of damage to the system, repairs can be made or other long-term arrangements can be made in cooperation with the Montana Department of Environmental Quality (DEQ.) The DEQ is the permitting agency for wastewater discharge.

- Provision of mental health services

Mental health services within the county are limited. During an incident, resources for mental health could be ordered through incident command. During a long-term disaster, resources would most likely be obtained from the Billings area.

- Food Safety, Potable Water

Carbon County employs a sanitarian. The sanitarian is responsible for inspections of food service facilities. The sanitarian would inspect shelter kitchens, incident camp kitchens, and other providers of food for incident personnel and the general population. The sanitarian is also responsible for water testing. Sanitarians from neighboring counties could be requested to assist if local capacity was exceeded. Sanitarians can issue boil orders or other instructions to ensure the safety of the potable water supply.

- Coordination of health officials and information

All public information during a major incident should be released through the incident Public Information Officer (PIO.) It is appropriate during a health emergency for the PIO to arrange media interviews with medical staff such as

doctors and nurses. Community meetings can be scheduled that provide the opportunity to ask questions of medical personnel as long as the emergency is not related to any communicable diseases. In the case of a communicable disease, mass media will be relied upon to a greater extent than face-to-face communications.

- Procedures for managing medical surge

These procedures can be found in the Emergency Operations Plan developed by the Beartooth Hospital and Health Center.

- Provisions for animal care

The volunteer members of the Beartooth Humane Alliance (BHA) are available to assist in finding temporary shelter for domestic pets. The Northern Rockies Chapter of the Humane Society is based in Billings and could assist in animal rescue, care and feeding in a large-scale disaster or emergency. BHA has developed an emergency response plan on file with County Disaster and Emergency Services.

The county also has three vet clinics, two in Red Lodge and one in Bridger. Local veterinarians could serve as advisors on care for livestock during a disaster.

- Coordination with outside health agencies

The Montana Department of Public Health and Human Services (DPHHS) has personnel trained in emergency response and recovery. DPHHS resources can be requested through the state Disaster and Emergency Services, Department of Military Affairs.

- Sources for medical supplies

Medical supplies are currently available at the two clinics, the hospital, Rural District 7 in Red Lodge, the clinics, and emergency medical services' home bases in Bridger and Joliet. Additional supplies would be available in Billings at Billings Clinic, St. Vincent's Healthcare, and private medical suppliers.

Beartooth Hospital and Health Center and/or the public health nurse, and/or EMS would identify additional medical supply needs and then request these of the Montana Department of Public Health and Human Services through incident command.

For large quantities of vaccines or antibiotics, a request can be made through Montana Disaster and Emergency Services for resources from the Strategic National Stockpile (SNS.)

F. Resource Management

- Volunteer management

The County has a small number of trained community emergency response team (CERT) members. These individuals should report to incident command or the EOC if it is activated. Depending on the incident, untrained individuals wishing to volunteer would not likely be utilized during the response phase because of inadequate resources to supervise and direct them. Untrained volunteers could be injured or killed and/or hamper response efforts. Volunteers would be better utilized in the recovery phase of a disaster.

- Donation management

If a disaster occurred in one of the communities or in the county, individuals and organizations would want to donate money. The county Disaster and Emergency Services Coordinator would ask the Red Cross or Salvation Army to set up an account to receive and manage donations. In the event that neither of these organizations could perform this function, First Interstate Bank would be asked to receive donations and hold them in an account for the affected jurisdiction, either incorporated community or the county. Decisions on expenditures of the funds for victim assistance, recovery, or reimbursement for the costs of response would be made by either the elected officials of the affected jurisdiction(s) or a committee appointed by those elected officials.

- Staging Areas and Points of Distribution

Staging areas for equipment, supplies, and materials will be selected based upon the location and type of the event. In the Red Lodge area, the county fairgrounds has a large area that could be used for staging equipment and materials. The Montana Department of Transportation has a shop west of Red Lodge that could be considered for staging equipment.

In Bridger, the county road shop, high school or airport could be used. In Joliet, the community center or county hospitality room could be used. Staging areas need to be located along major transportation routes (ground or air) to facilitate movement and re-supply, and in the vicinity of an incident, but not so close as to interfere with operations. Public facilities would be utilized first if they were available and could meet the specific needs.

- Transportation to/through restricted areas

Depending on the location and type of incident, it is likely transportation restrictions would be needed. The county, working with the Forest Service has restricted transportation in response to wildland fires in the past.

If the incident occurs on a state roadway, or a state roadway needs to be closed, the Montana Department of Transportation (MDT) has the personnel and equipment to sign and establish road closures. MDT can also publicize the road closures through its web site and recorded phone messages.

Town, city, and county public works departments have the resources to close roads within communities or on county roads. Road blocks can be established with check points. Check points--staffed by law enforcement--are needed to allow access by responders, homeowners, and others authorized to enter an area, and restrict those who should not be entering the area.

The evacuation annex of this EOP contains a sample permit that can be issued to authorize travel into a restricted area. Permits would be issued either by law enforcement or the incident command organization.

G. Prevention and Protection Activities

- Process for managing threat awareness and sharing information

Information about potential terrorist threats will be reported to the Sheriff's Office through the 911 dispatch center. The Sheriff's Office will inform responders and incident management about any existing, emerging, or potential terrorist or civil unrest situations. The Sheriff's Office can contact state or federal law enforcement as appropriate.

- Integration of protection activities in response operations

All fire, emergency medical, and law enforcement personnel in the county will have identification badges issued by local government or the hospital. Badges will be necessary for individuals to access incident scenes, incident command, and staging areas. The exception to access without a badge will be if the individual is known to the Incident Commander.

H.   Critical Infrastructure and Key Resource Restoration

Critical Infrastructure in the county is owned by the incorporated municipalities (Bearcreek, Bridger, Fromberg, Joliet, and Red Lodge), the county, the state, the federal government, and private businesses. The Carbon County Community Wildfire Protection Plan/Pre-disaster Mitigation Plan (2005) lists the critical structures (including water and wastewater facilities) owned by each municipality and Carbon County, and the critical state and federal facilities. See Section III-25 through 36. Critical infrastructure is composed of the following.

- Buildings

The seats of local government include the town halls in Bearcreek, Bridger, Fromberg and Joliet, the city hall in Red Lodge, and the county administration, courthouse, and annex, and the county road shops.

- Water and wastewater distribution systems

Roberts, Red Lodge, Joliet, Belfry, Bridger, Edgar, Fromberg, and Bearcreek have water and waste water systems. There is no public stockpile of potable water in the county. If water was needed, bottled water could be ordered and/or tankers could be obtained, filled at a neighboring jurisdiction, and positioned at fill stations for the public to access. Red Lodge Beverages (446-2040) stocks bottled water at its warehouse on the east bench in close proximity to Red Lodge.

- Transportation

Municipalities, the county, and the state all have transportation system maintenance responsibilities and assets located in the county. These assets include shops, materials and equipment, operators, roadways, and bridges. Combined in-county resources have the capability to barricade and close roads, apply dust abatement, plow snow, remove debris, deliver gravel, make repairs to gravel and paved roads, excavate, install and repair drainage structures, and complete other routine maintenance tasks.   These entities can also re-route traffic as needed.

- Gas and Electricity

Electricity is supplied by three entities, Beartooth Electric Co-operative, Yellowstone Valley Electric Co-operative, and Northwestern Energy. Each of these entities has plans in place for re-routing electricity and restoring electric service during an emergency. Beartooth Electric can be contacted at (406) 446-2310. Yellowstone Valley Electric Co-operative can be contacted at (406) 348-3411. The emergency number for Northwestern Energy is 888 467-2427. Existing agreements allow these utilities to call in skilled help from other areas to quickly restore service during large-scale disasters.

Natural gas is supplied by Northwestern Energy (888) 467-2427 and MDU (800) 638- 3278. Propane gas is supplied by Northern Energy, located in Red Lodge (406) 446-2074.

- Communications

Commerical communications providers in the county include those that provide land line phones, cell phone service, and internet service. Qwest is the primary

provider of land line service. Cable companies provide phone, internet, and television service. Cell service is provided by Verizon and Alltel. Interruptions in any of these services could occur due to damage to their infrastructure. Because communications occurs through several carriers and different types of infrastructure, only an extremely large disaster would compromise communications across the entire county and if one method was down, another could be used. Restoration of services would rely on local company staff and additional skilled resources to which they have access.

I.   Damage Assessment

The basis for a damage assessment will be records kept by local responding and recovery agencies and other entities. This would include documenting the materials and supplies used, personnel time (hours and rates), equipment time (hours and rates), and any other expenditures made. Documentation can include logs, receipts, inventory reports, time sheets, and other records with dates and amounts. All responding jurisdictions, not-for-profits, and businesses should keep detailed records. This information may be needed for reimbursement, grants, or loans following the disaster. The damage assessment if handled within the county will be prepared through a joint effort by the Disaster and Emergency Coordinator and the affected jurisdictions' clerks.

If an Incident Command organization is established, the Finance Officer can assist by serving as a repository for incident expenditures and a technical expert in documenting incident costs. When the disaster is a wildland fire, DNRC and/or Forest Service and BLM may take the lead on identifying and documenting appropriate costs.

For a large scale disaster or emergency, outside resources will be needed to prepare the damage assessment. These resources will be requested through Montana DES and ultimately through FEMA.

J.   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.