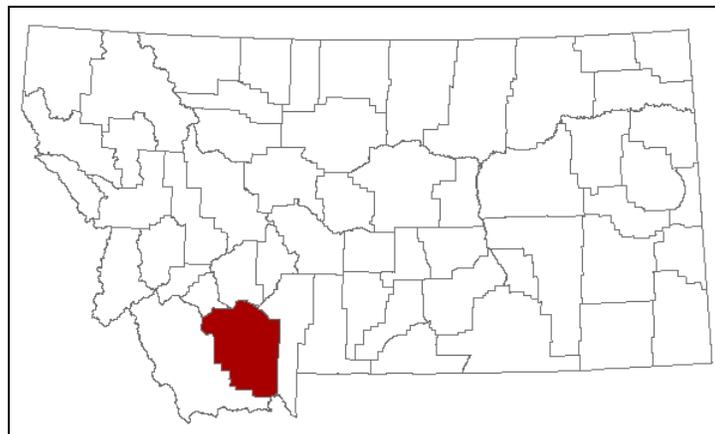


MADISON COUNTY, MONTANA

Including the TOWNS OF ENNIS, SHERIDAN,
TWIN BRIDGES, and VIRGINIA CITY

EMERGENCY OPERATIONS PLAN

June 2011



Assistance Provided by:



4855 South Third Avenue ☐ Bozeman, MT 59715

406-581-4512 ☐ www.bigskyhazards.com

Promulgation Documents

Promulgation Document	Dated
Madison County Commission	
Town of Ennis	
Town of Sheridan	
Town of Twin Bridges	
Town of Virginia City	
Madison County Local Emergency Planning Committee	

Approval and Implementation

The Madison County Emergency Operations Plan, including the jurisdictions of Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City, is a guiding and coordination document for managing disasters, emergencies, and incidents that exceed the standard operations of agencies and departments within the jurisdictions. This plan has been adopted by the governing bodies for Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. This plan is effective upon approval and supersedes all previous versions.

Specific adaptations, augmentations, and modifications of the basic provisions of this plan may be required by appropriate officials under the overall supervision of the Incident or Unified Command and the Board of County Commissioners, Mayor, Town Council, or other body of oversight, acting in fulfillment of their lawful duties and responsibilities.

Changes may be made to the plan by the Madison County Emergency Management Director or designee, under the guidance of the Madison County Local Emergency Planning Committee. Significant or fundamental changes to the plan will need approval by the governing bodies for Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City.

Record of Distribution

Organization	Received By	Date
<i>County Departments</i>		
Madison County Attorney		
Madison County Clerk & Recorder		
Madison County Communications Center		
Madison County Department of Emergency Management		
Madison County IT/GIS Department		
Madison County Library		
Madison County Planning Department		
Madison County Public Health Department		
Madison County Treasurer's Office		
<i>Town Departments</i>		
Ennis Library		
Ennis Magistrate		
Sheridan Library		
Twin Bridges Library		
Town of Ennis Treasurer's Office		
Town of Sheridan Treasurer's Office		
Town of Twin Bridges Treasurer's Office		
Town of Virginia City Treasurer's Office		
<i>Fire Districts/Departments</i>		
Alder Fire District		
Big Sky Fire Department		
Harrison Fire District		
Madison Valley Rural Fire District		
Sheridan Fire District		
Twin Bridges Fire District		
Virginia City Fire District		
Yellowstone Club Fire Department		
<i>Law Enforcement</i>		
Madison County Sheriff's Department		
Ennis Police Department		
<i>Water and Sewer Districts</i>		
Alder Water and Sewer District		
Big Sky Water and Sewer District		
Ennis Water and Sewer District		
Twin Bridges Water and Sewer District		
Sheridan Water and Sewer District		



Organization	Received By	Date
<i>Ambulance Services</i>		
Ennis Ambulance Service		
Ruby Valley Ambulance Service		
<i>Hospitals</i>		
Ruby Valley Hospital		
Madison Valley Hospital		
<i>Quick Response Units</i>		
Alder Quick Response Unit		
Harrison Quick Response Unit		
Twin Bridges Quick Response Unit		
<i>Search and Rescue</i>		
Madison Valley Search and Rescue		
Ruby Valley Search and Rescue		
<i>Schools</i>		
Alder Elementary School		
Ennis Elementary School		
Ennis High School		
Harrison School		
Sheridan Grade School		
Sheridan High School		
Twin Bridges Elementary School		
Twin Bridges High School		
<i>Utility Companies</i>		
3 Rivers Communications		
Northwestern Energy		
PPL Electric		
Qwest		
<i>Voluntary Organizations</i>		
American Red Cross		
Madison County Community Emergency Response Team		
Veterinary Provider on the Health Board		



Organization	Received By	Date
<i>State and Federal Agencies</i>		
Beaverhead-Deerlodge National Forest		
Gallatin National Forest		
Montana Department of Natural Resources and Conservation		
Montana Department of Public Health and Human Services		
Montana Department of Transportation		
Montana Disaster and Emergency Services		
Montana District #5 Judge		
Montana Fish, Wildlife & Parks		
Montana Highway Patrol		
US Bureau of Land Management		

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- Big Sky Joint Emergency Operations Plan, March 2005
- Madison County Local Emergency Planning Committee Strategic Plan
- Madison County Pre-Disaster Mitigation Plan, August 2009
- Madison County Public Health Department Emergency Response Plan, November 2005
- Madison County Strategic Wildland Fire Plan, December 2003



1. Purpose, Scope, Situation, and Assumptions

1.1 Purpose

The Madison County Emergency Operations Plan (“this plan”) establishes the concept of operations and primary functions for managing disasters and emergencies in Madison County, Montana including the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. This plan provides an overview of the Madison County approach to emergency operations and serves as the foundation for standard operating procedures and other agency documents. The primary audience is the local elected officials, department heads, and other agency leaders.

The local governments of Madison County recognize their responsibilities to their citizens to manage disasters as effectively and efficiently as possible. Given the uncertainty of disasters, this plan lays the framework for an all-hazard approach and guides the coordination of multi-agency efforts. Functional annexes describe the operations for particular functions that may be performed. Hazard-specific annexes supplement the basic plan and provide more hazard-specific details and information. Departmental and jurisdictional standard operating procedures and policies additionally supplement the actions and functions identified here and are the responsibility of the individual entities to initiate and maintain.

In order to perform effective emergency operations, Madison County first responders and the supporting agencies need to have a clear understanding of their expected roles and responsibilities. The Madison County Emergency Operations Plan will follow several basic concepts:

- Be simple and easy to comprehend.
- Be intuitive in nature and use.
- Be specific enough to be effective but not overwhelming in complexity.
- Follow good Incident Command System (ICS) and National Incident Management System (NIMS) practices.

1.2 Scope

The Madison County Emergency Operations Plan applies to all incidents, emergencies, and disasters within the county area of Madison County, Montana, including incorporated towns, when activated by the Madison County Director of Emergency Management or the Principal Executive Officers of the local governing body. The definitions follow:

- Incident: An event or occurrence, caused by either an individual or by natural phenomena, requiring action by disaster and emergency services personnel to prevent or minimize loss of life or damage to property or natural resources. The term includes the imminent threat of an emergency. (MCA 10-3-103 (8)(a))
- Emergency: The imminent threat of a disaster causing immediate peril to life or property that timely action can avert or minimize. (MCA 10-3-103 (7))
- Disaster: The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or artificial cause, including tornadoes, windstorms,

snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or other hazardous materials, outbreak of disease, bioterrorism, or incidents involving weapons of mass destruction. (MCA 10-3-103 (3))

This plan applies to the following entities responding to a disaster, emergency, or incident in Madison County:

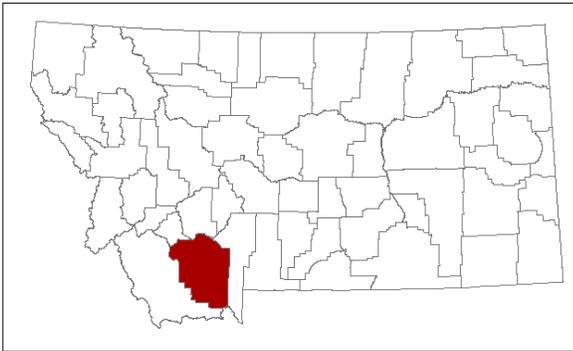
- All County Departments
- All Town Departments
- Fire Departments/Districts
- Law Enforcement Entities
- Water and Sewer Districts
- Ambulance Services
- Hospitals
- Quick Response Units
- Search and Rescue
- Schools
- Utility Companies
- Voluntary Organizations
- Mutual Aid Agencies
- State and Federal Agencies

1.3 Situation Overview

Madison County, located in southwest Montana as shown in Map 1.3A, covers 3,587 square miles. The Madison and Ruby Valleys, within Madison County, are surrounded by several mountain ranges and are marked by pristine rivers, creeks, and streams. The Madison River flows from Quake Lake in southern Madison County north past Ennis into neighboring Gallatin County, forming the Madison Valley. The Ruby River starts high in the Snowcrest Mountain Range and flows north to Twin Bridges where it comes together with the Beaverhead and Big Hole Rivers to form the Jefferson River. Mountain ranges within Madison County include the Tobacco Root, Snowcrest, Gravelly, Ruby, and Madison Ranges. Elevations range from about 4,300 feet in the valleys to over 11,300 feet in the mountains.

Madison County is bordered on the north by Silver Bow and Jefferson Counties, on the east by Gallatin County, and on the west and south by Beaverhead County. A small border with Idaho can be found in the southeast corner of the county.

Map 1.3A Madison County's Location within Montana



Madison County, Montana is rich in history and provides numerous recreational, cultural, and agricultural activities for residents and visitors alike. Within Madison County are four incorporated communities: Ennis, Sheridan, Twin Bridges, and Virginia City. Map 1.3B shows the features and communities of Madison County. Table 1.3C provides statistics for the communities listed as census places. Virginia City serves as the county seat. Note that significant seasonal population increases are common. Approximately 25% of the population is under the age of 18 and 17% is 65 years or older, with an even higher percentage of those over 65 in places like Sheridan and Ennis.

Table 1.3C Community Information

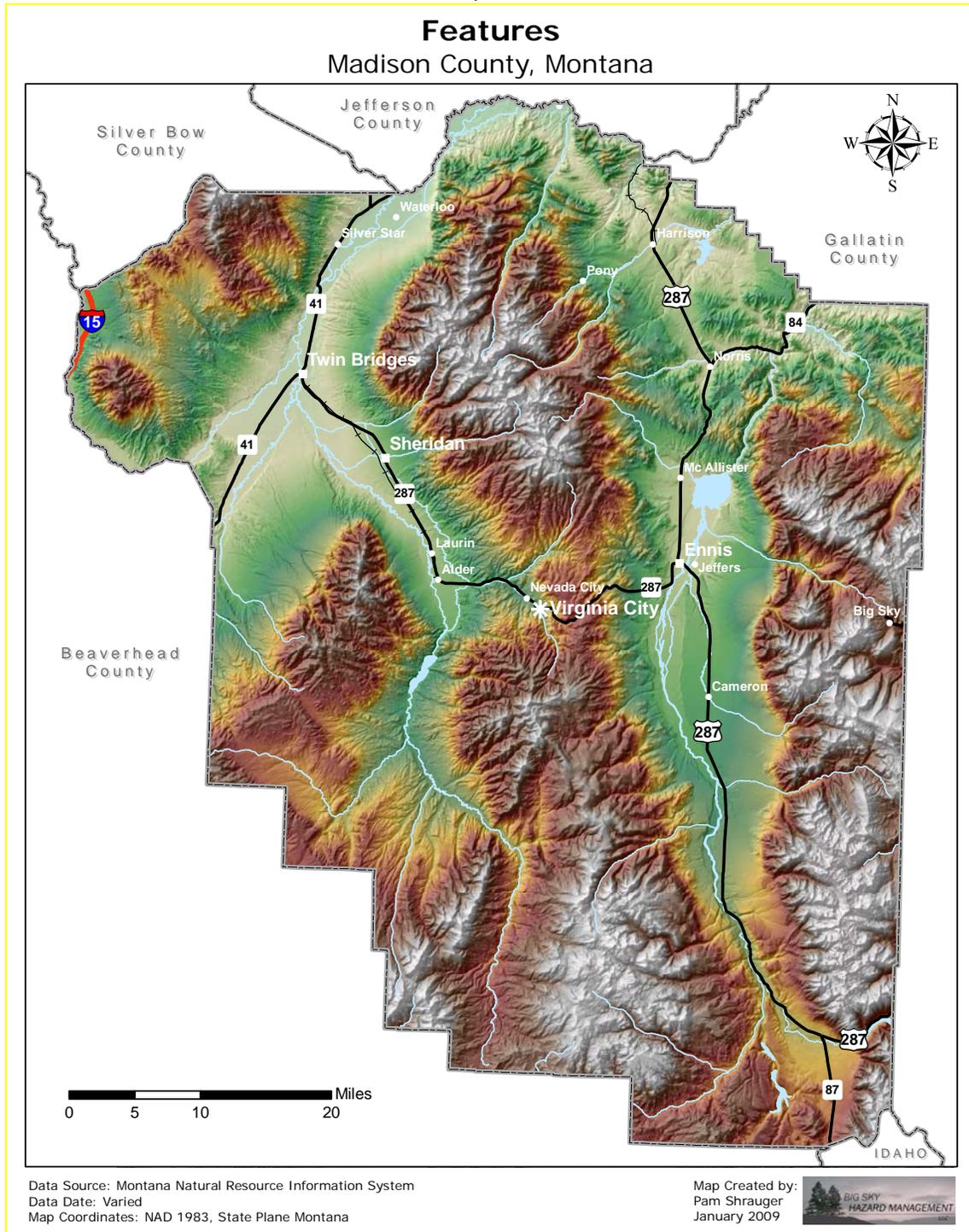
Name	Type	Population*	Primary Roadways	Significant Water Bodies
Madison County	County	7,691~	US-287, MT-287, MT-41, MT-64	Madison River, Ruby River, Beaverhead River, Big Hole River
Alder	Unincorporated	103	MT-287	Ruby River
Big Sky	Unincorporated	2,308^	MT-64	None
Ennis	Town	838	US-287, MT-287	Madison River, Ennis Lake
Harrison	Unincorporated	137	US-287	Willow Creek, Willow Creek Reservoir
Pony	Unincorporated	118	Route 283	North Willow Creek
Sheridan	Town	642	MT-287	Mill Creek
Twin Bridges	Town	375	MT-41, MT-287	Ruby River, Beaverhead River, Big Hole River
Virginia City	Town	190	MT-287	Alder Gulch

* Source: US Census Bureau, 2010.

~ includes all incorporated and unincorporated communities.

^ includes portions in Gallatin County.

Map 1.3B



1.3.1 Hazard Analysis Summary

A detailed hazard analysis was conducted in 2009 for Madison County and the incorporated towns for the Pre-Disaster Mitigation Plan. A summarization of this analysis by hazard follows in Table 1.3.1A. The priority ratings are based on the probability and impacts of a likely event and vary by jurisdiction.

Table 1.3.1A Madison County Hazard Analysis Summary

	Communicable Disease	Drought	Earthquake
Probability	Moderate	Moderate-High	Low-Moderate
Magnitude	Up to Phase 6 Pandemic	Up to D4 Drought (Exceptional)	Up to 7.5 Richter magnitude
Impacts	Population, Economy	Economy	Critical Facilities, Infrastructure, Structures, Population, Economy
Warning	Hours to Months	Weeks to Months	None
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	Urban Settings, Care Facilities, Schools	Rural, Agricultural Areas	Downtown Areas
Potential Size	Single Facility to Countywide	Valley to Countywide	Community to Countywide
Speed of Onset	Minutes to Weeks	Weeks to Months	Seconds
Duration	Weeks to Months	Months to Years	Seconds to Minutes
Priority	High, Moderate	Moderate	High

Table 1.3.1A Madison County Hazard Analysis Summary (continued)

	Flood	Hazardous Material Release	Landslide and Avalanche
Probability	Moderate-High, Moderate, Low-Moderate	Moderate-High, Moderate	Low-Moderate, Low
Magnitude	100+ year and flash floods to dam breaks	Mass casualties	Mass casualties
Impact	Critical Facilities, Infrastructure, Structures, Population, Economy	Population, Economy	Population
Warning	Minutes to Hours	None to Hours	None to Hours
Locations	Generally along rivers and streams	Generally along highways	Generally on slopes of 25- 45 degrees
Highest Risk Areas	Twin Bridges and along the Big Hole, Beaverhead and Jefferson Rivers	Along US-287, MT-84, and MT-41	National Forest lands
Potential Size	Community to Countywide	Localized to Community- wide	Localized
Speed of Onset	Minutes to Days	Seconds to Hours	Seconds
Duration	Hours to Days	Hours to Months	Seconds to Minutes
Priority	High, Moderate	High, Moderate	Low

Table 1.3.1A Madison County Hazard Analysis Summary (continued)

	Severe Thunderstorm and Strong Wind	Structure Collapse	Terrorism and Civil Unrest
Probability	Moderate-High	Low	Low
Magnitude	Wind to 100 mph, Hail to 2 inches	Mass casualties	Mass casualties
Impact	Infrastructure, Structures, Population	Structures, Population, Economy	Population, Economy
Warning	Seconds to Hours	None	None
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	Unsheltered areas, in mobile homes, and in vehicles	Structures not meeting building code standards	High-profile events
Potential Size	Community to Valley-wide	Localized	Localized to Countywide
Speed of Onset	Seconds	Seconds to Minutes	Seconds to Hours
Duration	Minutes to Hours	Seconds	Seconds to Days
Priority	High	Moderate	Low

Table 1.3.1A Madison County Hazard Analysis Summary (continued)

	Transportation Accident	Volcano	Wildfire
Probability	Moderate, Low-Moderate	Low	Moderate, Low-Moderate
Magnitude	Mass casualties	Up to several inches of ash	Up to hundreds of thousands of acres
Impact	Population, Economy	Population	Critical Facilities, Infrastructure, Structures, Population, Economy
Warning	None	Minutes to Days	Minutes to Days
Locations	Countywide	Countywide	Countywide
Highest Risk Areas	Near airports and along US-287, MT-84, and MT-41	Structures not meeting building code standards	Near National Forest lands
Potential Size	Localized	Community to Countywide	Localized to Community-wide
Speed of Onset	Seconds to Minutes	Minutes to Days	Minutes to Days
Duration	Seconds	Hours to Weeks	Hours to Weeks
Priority	Moderate, Low	Low	High, Moderate, Low

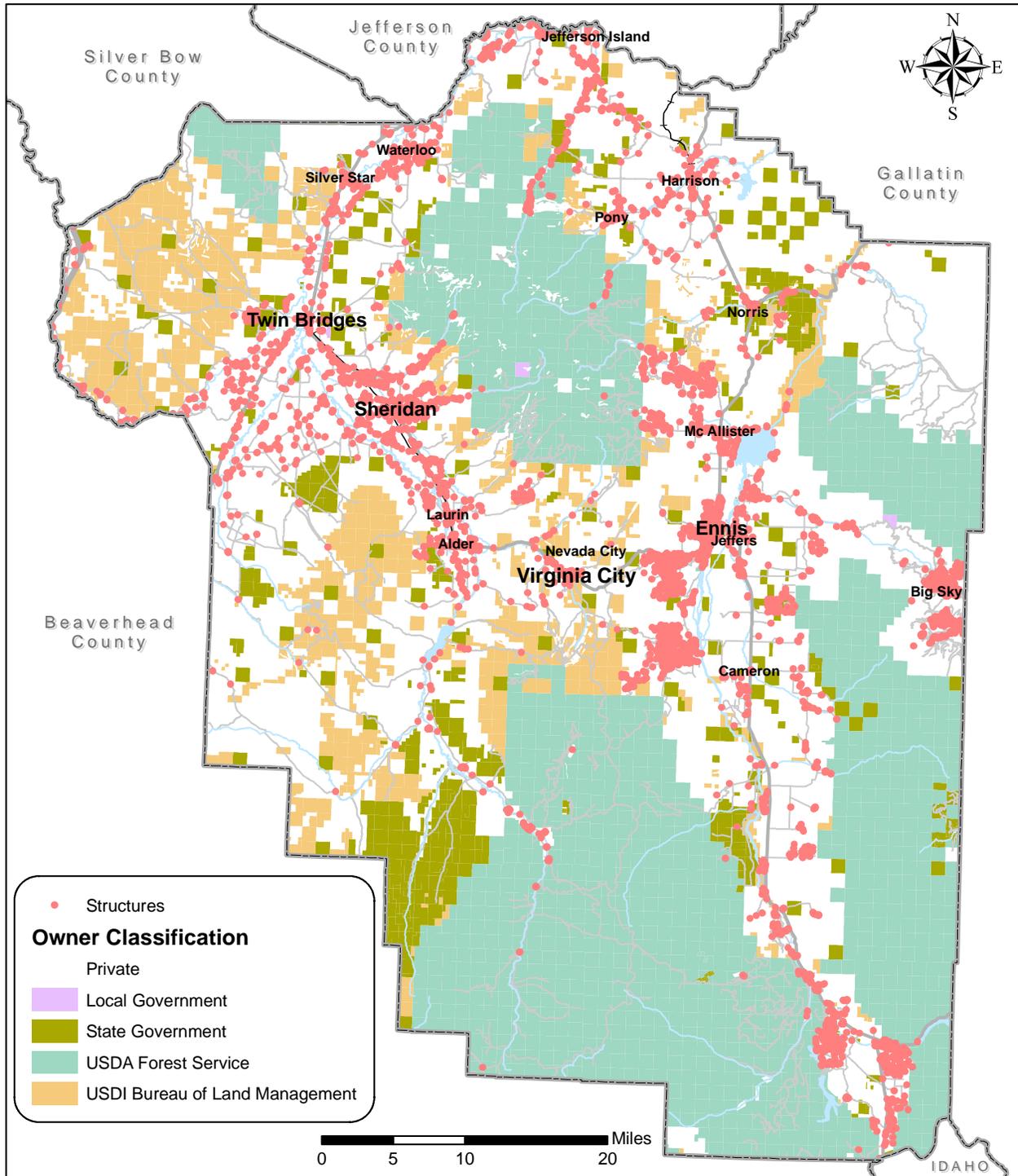
Table 1.3.1A Madison County Hazard Analysis Summary (continued)

	Winter Weather
Probability	Moderate-High
Magnitude	Up to blizzard conditions
Impact	Infrastructure, Population, Economy
Warning	Hours to Days
Locations	Countywide
Highest Risk Areas	Mountain passes and rural areas
Potential Size	Community-wide to Countywide
Speed of Onset	Minutes to Hours
Duration	Hours to Days
Priority	High, Moderate

Vulnerabilities to the hazards include critical facilities, infrastructure, structures, the general population, special needs populations, and values such as economic, ecologic, historic, and social. Please refer to the Madison County Pre-Disaster Mitigation Plan for more information on this analysis. Map 1.3.1B shows the distribution of structures and public lands in the county.

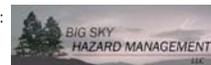
Map 1.3.1B

Structures and Public Lands Madison County, Montana



Data Source: Montana Department of Revenue, Madison County, Gallatin County
 Data Date: January 2009, February 2009, November 2007
 Map Coordinates: NAD 1983, State Plane Montana

Map Created by:
 Pam Shrauger
 March 2010



1.3.2 Capability Assessment

Madison County is primarily rural with a permanent resident population of approximately 7,691 and an area of 3,587 square miles. With much of the population spread throughout small communities across the county, and some in remote areas, emergency response can be difficult. Table 1.3.2A lists the emergency response resources of the county. The large majority of first responders in Madison County are volunteers. Figure 1.3.2B shows an organizational chart of county government developed for the Big Sky Joint Emergency Operations Plan by the Big Sky Terrorism Prevention Consortium in March 2005.

Table 1.3.2A Madison County Emergency Response Resources

Type	Resources
Emergency Management	Madison County Department of Emergency Services: 1 full-time position
911 / Dispatch Communications	Madison County Communications Center
Law Enforcement	Madison County Sheriff's Office Ennis Police Department Gallatin County Sheriff's Office (for Big Sky area)
Fire Services	Madison County Fire Warden Alder Fire Department Big Sky Fire Department Harrison Fire Department Madison Valley Rural Fire District Sheridan Volunteer Fire Department Twin Bridges Fire Department Virginia City Rural Fire District Yellowstone Club Fire Department
Ambulance Services	Ennis Ambulance Ruby Valley Ambulance Service Big Sky Fire Department
Search and Rescue	Madison County Search and Rescue, Madison Unit Madison County Search and Rescue, Ruby Unit
Quick Response Units	6 units: Alder, Ennis, Harrison, Sheridan, Twin Bridges, Virginia City
Mutual Aid	Madison County is part of the Montana Mutual Aid system; the closest out-of-county resources (depending on the incident location) are: Gallatin County, Jefferson County, Butte-Silver Bow, and Beaverhead County, Montana and Fremont County, Idaho.

1.4 Planning Assumptions

- An incident, emergency, or disaster occurs that requires the activation of this Emergency Operations Plan.
- Some local government entities are unaffected enough by the disaster to respond.
- This plan should, with some modification of existing procedures or techniques, apply to all hazards.
- Not all aspects of this plan may be required and activation will depend on the situation.
- Limited resources within the county are available to respond.
- This plan and its annexes cannot specifically address actions for all possible events.
- This plan is only as effective as the understanding of the plan by those who will be implementing it. The intent of the plan is to form the framework around which emergency response to specific situations may be tailored. Individual jurisdictions and agencies must prepare amplifying procedural guidance for their personnel that supports and amplifies the provisions set forth in this Emergency Operations Plan.

2. Concept of Operations

2.1 Plan Activation

The Madison County Emergency Operations Plan is activated by the Madison County Director of Emergency Management, Principal Executive Officers, or upon declaration of a disaster or emergency. According to state law, the Principal Executive Officer is “the mayor, presiding officer of the county commissioners, or other chief executive officer of a political subdivision.” (MCA 10-3-103 (10))

Upon activation of the Emergency Operations Plan, the following entities should be notified, usually by the Madison County Director of Emergency Management (see Tab A, Local Government Disaster Information Manual (LGDIM), available on the Montana DES website):

- Principal Executive Officer(s) of the affected jurisdiction(s)
- Madison County Director of Emergency Management
- Madison County Communications Center/County (24 hour) Warning Point
- Montana Disaster and Emergency Services Duty Officer

2.2 Disaster and Emergency Declarations

Depending on the nature and extent of the incident, a local disaster declaration or emergency proclamation may be issued. These declarations can only be issued by the Principal Executive Officer by order or resolution. (MCA 10-3-402, 403) See the LGDIM (available on the Montana DES website) for declaration templates. State disaster and emergency declarations may similarly be issued by the Governor and federal major disaster and emergency declarations are made by the President.

Local Emergency Proclamation: An emergency proclamation may be issued by order or resolution whenever the principal executive officer determines there is an emergency. An emergency proclamation may terminate with a disaster declaration or when the principal executive officer determines that the emergency no longer exists. (MCA 10-3-402 (1)(2)) An emergency is the imminent threat of a disaster causing immediate peril to life or property that timely action can avert or minimize. (MCA 10-3-103 (7))

Local Disaster Declaration: A disaster declaration may be issued by order or resolution whenever the principal executive officer determines a disaster is occurring or has occurred. A disaster declaration may be terminated when the principal executive officer determines that the disaster conditions no longer exist. (MCA 10-3-403 (1)(2)) A disaster is the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or artificial cause, including tornadoes, windstorms, snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or other

hazardous materials, outbreak of disease, bioterrorism, or incidents involving weapons of mass destruction. (MCA 10-3-103 (3))

2.3 Emergency Operations Center

The Madison County Emergency Operations Center is located between Virginia City and Nevada City at 7 Placer Loop, Virginia City. Alternate locations include the Madison Valley Rural Fire Station #1 in Ennis or the Alder Fire Station using augmenting communications equipment provided by the Madison County Department of Emergency Management.

The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC is an information and resource coordination center that supports incident management activities. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The local elected officials and other responsible agencies coordinate operations from the EOC, including coordination of resources within the county and coordination with neighboring jurisdictions. When the EOC is not opened, coordination occurs through Incident Command or Unified Command, generally at the Incident Command Post (ICP).

The activation of the Madison County Emergency Operations Center will be situationally dependent. Given a very limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Director of Emergency Management or may involve multiple partners and section chiefs to coordinate resources and requests.

2.4 Local Assistance

In the event of a disaster, the county and municipalities may protect lives and properties using whatever local resources are available and necessary. Local governing bodies may levy up to 2 mills for emergency and disaster expenditures such as overtime pay, equipment usage, and contract work before state assistance can be provided. (MCA 10-3-405) If needed, the county Emergency Operations Center will be activated to coordinate response and recovery efforts and track expenditures.

Local government may request assistance from the next level of government after its resources have been expended and/or are clearly inadequate to cope with the effects of the disaster. Should local resources be exhausted, mutual aid from neighboring counties and state and federal assistance can be requested, but ultimately, the response is coordinated and implemented at the local government level and is supplemented by mutual aid, state, and federal resources. State and federal resources must be specifically requested by the Director of Emergency Management or through the Madison County EOC, unless stated otherwise in written interagency agreements.

2.5 State Assistance

The State of Montana may provide emergency response resources requested by the Madison County Emergency Operations Center or the Director of Emergency Management via verbal requests to the

state Emergency Coordination Center or Disaster and Emergency Services (DES) duty officer when a disaster or emergency declaration is pending or declared. Emergency assistance requests may also be included in the Remarks section of the Situation Report submitted to the state (see the Montana Local Disaster Information Manual for more information).

For disaster recovery assistance, the local governing body requests assistance from the Governor through a detailed letter and a copy of the emergency or disaster declaration. This letter is submitted to the Governor through Montana Disaster and Emergency Services. Specific resources are requested by the Madison County Director of Emergency Management or local EOC to the state Emergency Coordination Center, the DES duty officer, or the recovery officer.

Once the requested resources are delivered to the county, the local Emergency Manager or EOC is responsible for tracking, coordinating, and implementing those resources. Financial assistance is provided by the Governor's Emergency and Disaster Fund. The State Coordinating Officer is the Department of Military Affairs, Disaster and Emergency Services Division Administrator or his/her designee.

2.6 Federal Assistance

When both local and state resources are exhausted, the Governor may declare a state emergency or disaster, through an Executive Order, and submit a request to the President, through Federal Emergency Management Agency (FEMA) – Region VIII, for federal assistance. Several types of assistance are available and are dependent on the type and severity of the situation. Descriptions of some of the types of assistance follow. The Federal Coordinating Officer is a representative from the Department of Homeland Security (DHS) that coordinates all federal assistance, in the Presidential Declaration, with state and local governments and private relief organizations. Following a Presidential Declaration, a joint state-federal Disaster Field Office (DFO) is set up.

Federal Emergency Declaration: A federal emergency declaration may be issued for any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. (US Public Law 93-288)

Federal Major Disaster Declaration: A major disaster may be declared for any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. (US Public Law 93-288)

2.6.1 Presidential Major Disaster Declarations

Individual Assistance (IA)

Individual Assistance primarily involves disaster recovery for individuals. The forms of assistance typically available include low-interest loans for homeowners or businesses, cash grants, temporary housing, veteran benefits, tax refunds, excise tax relief, unemployment benefits, crisis counseling, and legal counseling.

Public Assistance (PA)

Public Assistance provides for the recovery of government infrastructure and services. This program typically funds the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster and other items such as debris removal and emergency protective measures. The categories are as follows:

Category A	Debris Clearance
Category B	Protective Measures
Category C	Bridge and/or Road Systems
Category D	Water Control Facilities
Category E	Public Buildings and Related Equipment
Category F	Public Facilities
Category G	Facilities Under Construction
Category H	Other Damages (not included in the above categories)

Hazard Mitigation Assistance

Hazard Mitigation Assistance, through the Hazard Mitigation Grant Program and others, funds measures designed to reduce future losses to public and private property. This assistance is managed by the state and is available to all communities in the state, not just those affected.

2.6.2 Federal Emergency Declarations

An Emergency Declaration is more limited in scope than a major disaster declaration and does not provide the long-term federal recovery programs. Generally, federal assistance and funding are provided to meet a specific emergency need, such as snow plowing, or to help prevent a major disaster from occurring.

2.6.3 Fire Management Assistance Declarations

A Fire Management Assistance Declaration, formerly known as a fire suppression assistance declaration, allows for assistance when a fire or fire complex threatens such destruction as would constitute a major disaster. This program is also managed by FEMA.

2.6.4 Other Declarations

Depending on the type of disaster, federal assistance may also be requested from and provided by the Small Business Administration and the US Department of Agriculture, among others.

3. Organization and Assignment of Responsibilities

The organization of this plan and the emergency operations of Madison County are of a traditional functional format. Multiple organizations within the county coordinate and work together to perform a particular function or deal with a specific hazard. Flexibility within this system recognizes the limited resources available in Madison County to manage an incident and allows for mutual aid from other jurisdictions and assistance from state and federal agencies.

3.1 Incident Management System

Madison County has designated the National Incident Management System (Homeland Security Presidential Directive, HSPD-5) as the basis for all incident management within the county through Resolution #18-2005. Responders and all other personnel involved in public safety or emergency management must make themselves familiar with the provisions of NIMS and make every effort to further its implementation within the county. This system allows for flexibility, consistency, and integration of resources from other jurisdictions. See [Section 4, Direction, Control, and Coordination](#) for additional information on the Incident Command System.

3.2 Responsibilities

During times of disaster, government and private entities take on specific roles and responsibilities for managing the disaster - some are statutory, others are not. Each role is important to the broader emergency management picture. The entities listed are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid. Function-specific and hazard-specific annexes to this plan better define the roles and responsibilities for certain situations.

Even though this document discusses emergency roles and responsibilities, all listed entities have an obligation to prevent, plan for, and prepare for disasters and emergencies as part of their normal, non-emergency responsibilities. All entities listed shall be aware of, trained to, and have the ability to fulfill their designated roles and responsibilities as identified in this plan.

Madison County governmental organizations, public safety, and support entities and any non-governmental organizations providing services to the public are responsible for preparing their own detailed internal checklists, standard operating procedures (SOPs), and procedural guidance in support of this plan. This includes (but is not limited to) schools, health care institutions, retirement homes, transportation companies, large businesses, and any other organizations capable of supplying or requiring such support. While specific responsibilities may vary somewhat depending upon the exact parameters of any incident, certain responsibilities may be identified as inherently part of certain positions or departments within the county and town organizations.

Tables 3.2A and 3.2B list the various organizations and their primary and supporting roles in an emergency.

Table 3.2A Organizational Emergency Responsibilities by Function

P = Primary S = Supporting	Communications	Continuity of Government	Continuity of Operations	Damage Assessment	Direction and Control	Donations Management	Evacuation	Mass Care	Mass Casualty / Mass Fatality	Public Information	Road Closure	Special Needs	Warning
	Principal Executive Officers		P	P		P		P			P		S
Emergency Management	P		S	P	P	P	S	P	S	P	S	S	
Communications Center	P	S	S	S	S		S		S	S		S	P
Law Enforcement	P	S		S	P		P		P	S	P	S	P
Fire Departments	S			S	S		P		P	S		S	S
Fire Warden	S			S			S			S			
EMS / Ambulance	S								P	S		S	
Quick Response Units	S						S		S			S	
Search and Rescue	S						S		S	S			S
Public Health							S	P	S	S		P	
Hospitals / Medical Providers									P	S		P	
CERT				S		S	S	S	S			S	S
VOAD	S			S		P	S	P	S	S		S	
Government Administration		P	P	S	S	S	S	S	S	S	S	S	S
Water and Sewer				S						S			
Street and Road Departments				S					S	S	P		
Utility Providers				S						S			
Schools						S	S	S		S		P	
Veterinary Providers						S	S	S		S			
State / Federal Emergency Mgmt	S			S				S	S	S			
State / Federal Law Enforcement										S			
State / Federal Firefighting				S			S			S			
State / Federal Public Health										S			
State/ Federal Transportation										S			
Montana National Guard	S							S					

Table 3.2B Organizational Emergency Responsibilities by Hazard

P = Primary S = Supporting	Civil Unrest	Dam Failure	Earthquake	Flood	Hazardous Material Release	Hazardous Weather	WMD and Terrorism	Volcano	Wildland Fire
	Principal Executive Officers		S	S	S	S	S	S	P
Emergency Management	S	P	P	P	S	P	S	P	S
Communications Center	S	S	S	S	S	S	S	S	S
Law Enforcement	P	P	P	P	S	P	P	P	S
Fire Departments		S	P	S	P	S	S	S	P
Fire Warden									P
EMS / Ambulance	S	S	S	S	S	S	S	S	S
Quick Response Units		S	S	S	S	S	S	S	S
Search and Rescue		S	S	S	S	S	S	S	S
Public Health		S	S	S	S	S	S	P	S
Hospitals / Medical Providers	S	S	S	S	S	S	S	S	S
CERT		S	S	S	S	S	S	S	S
VOAD		S	S	S	S	S	S	S	S
Government Administration		S	S	S	S	S	S	S	S
Water and Sewer		S	S	S	S		S	S	S
Street and Road Departments		S	S	P	S	P	S	S	S
Utility Providers		S	S			P	S	S	S
Schools		S	S	S	S	S	S	S	S
Veterinary Providers		S	S	S	S	S	S	S	S
State / Federal Emergency Mgmt		S	S	S	S	S	S		
State / Federal Law Enforcement	S						P		
State / Federal Firefighting									P
State / Federal Public Health							S		
State/ Federal Transportation									
Montana National Guard	S	S	S	S		S	S	S	S

3.2.1 All Entities

During Emergency Operations

- When acting as Incident Command, establish an Incident Command Post.
- When acting as Incident Command, establish staging area(s), if necessary.
- When arriving on the scene, check in with Incident Command.
- Maintain a personal log of all decisions, actions, and contacts, including dates and times.
- Carefully track and log all personnel, equipment, and supplies being used for the incident. (See Tab C of the Local Government Disaster Information Manual.)
- Send a representative to the Emergency Operations Center, if requested.
- Request mutual aid, as needed.
- Request additional resources through the EOC, if activated.
- Incorporate mutual aid resources and unaffiliated volunteers, as applicable.
- Maintain readiness to respond to additional incidents that may arise.

Before and After Emergency Operations

- Develop Standard Operating Procedures (SOPs) to support emergency operations and the contents of this plan.
- Train personnel to operate in emergency situations, including representing the agency/organization in the Emergency Operations Center (EOC).
- Maintain accurate personnel rosters, credentials, and contact information.
- Develop procedures and information for mutual aid resources and new volunteers that may assist during an emergency.
- Ensure adequate back-up/alternate personnel are trained to perform critical functions.
- Ensure adequate supplies and equipment are available for initial disaster response.
- Ensure back-up systems are in place for critical plans, data, and information, including hard copies where applicable.
- Educate the public on preparedness and hazard mitigation activities.
- Participate in emergency exercises and disaster drills, including after action sessions/critiques.
- Participate in Emergency Operations Plan updates.

3.2.2 Principal Executive Officers / Local Elected Officials

- Provide guidance and overview and develop policies in support of the emergency operation, as training and knowledge allow, but recognize your role is not operational. (See Tab B of the Local Government Disaster Information Manual (LGDIM).)
- Declare emergencies and disasters through orders or resolutions. (MCA 10-3-402, 403) (See Tab F and Attachments, LGDIM)
- Leverage emergency funding, up to 2 mils.
- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)
- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)
- Review and sign necessary documents and agreements.

- Actively participate in Emergency Operations Center and/or Unified Command activities, as requested.
- In concert with Emergency Management, coordinate with State and Federal officials.
- In coordination with the Public Information Officer, provide information to the media.

3.2.3 Emergency Management

- Advise and assist the Principal Executive Officers / Local Elected Officials in the performance of their emergency duties.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Carry out responsibilities as directed by the Board of Commissioners.
- Maintain communications with Incident Command Post(s).
- Field and fulfill resource requests until the Emergency Operations Center (EOC) is activated.
- Request state and/or federal assistance, as needed.
- Activate the EOC, if necessary.
- Identify and contact personnel needed to staff EOC positions, if necessary.
- Identify and contact private organizations needed to support EOC functions, if necessary.
- Initiate resource management and tracking.
- Coordinate with state and federal agencies and businesses, as needed.
- Develop and transmit, preferably written but may be verbal, situation reports for Montana DES and others.
- Through the EOC, coordinate community-wide damage assessments and evaluation of damaged structures.
- Designate a Public Information Officer in coordination with Incident Command.
- Through the Incident Commander, Public Information Officer, or designee, ensure warning messages and disaster information are distributed to the media and private citizens, as appropriate.
- Establish a Joint Information Center, if needed.
- Establish a public information hotline / electronic media, if needed.
- Maintain documentation necessary for reimbursement requests.
- Supervise and coordinate disaster recovery.

3.2.4 Communications Center

- Alert and dispatch local emergency responders.
- Field and prioritize 911 calls.
- Receive and document field reports and relay information.
- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.
- Coordinate communication channel usage.
- Dispatch additional resources, as requested by Incident Command or event protocols.
- Initiate activation of the Emergency Alert System (EAS), as requested by Incident Command or Emergency Management Director.

- Implement reverse calling procedures, as requested by Incident Command or the Emergency Management Director.

3.2.5 Law Enforcement

including Montana Highway Patrol

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Maintain civil authority.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Disseminate information on hazardous conditions to the Communications Center, other responders, and those at risk.
- Disseminate and implement evacuation orders.
- Supervise auxiliary forces, as needed.
- Support search and rescue efforts.
- Investigate criminal activities related to the disaster.
- Provide coroner services, if needed.
- Release public information regarding incident fatalities.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA 50-2-116)
- Serve as the link to the Montana All Threat Intelligence Center (MATIC).
- Provide Critical Infrastructure and Key Resource (CIKR) protection.

3.2.6 Fire Departments

- Extricate and rescue victims.
- Control hazardous material releases and coordinate with Emergency Management.
- Provide wildland and structural fire suppression.
- Provide emergency medical assistance.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Disseminate information on hazardous conditions to the Communications Center, other responders, and those at risk.
- Assist with evacuations.
- Investigate the cause of fires. (MCA 7-33-2001)
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

3.2.7 Fire Warden

- Suppress wildland fires in unprotected areas of the county.
- Request DNRC fire suppression resources or mutual aid, if needed.
- Act as a liaison to the county commissioners for the local fire departments.
- Act as a liaison to Montana DNRC for the county commissioners.

- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Disseminate information on hazardous conditions to the Communications Center, other responders, and those at risk.

3.2.8 Emergency Medical / Ambulance Services

- Triage victims, if necessary.
- Communicate and coordinate with area hospital/medical providers.
- Stage and treat patients, as needed.
- Transport victims to area hospitals.

3.2.9 Quick Response Units

- Support Fire and Emergency Medical/Ambulance Services.

3.2.10 Search and Rescue

- Coordinate searches for missing persons in non-urban environments.
- Assist Emergency Medical / Ambulance Services, as requested.

3.2.11 Public Health

- Monitor public health conditions, including disease outbreaks and contamination.
- Provide technical assistance on health and environmental risks, as necessary.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)
- Act as a liaison between the Principal Executive Officers / Local Elected Officials and the healthcare community.
- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.
- In coordination with the Public Information Officer, develop and disseminate public health information.
- Assist with the location of temporary hospitals, assisted living facilities, and morgues, if necessary.
- Set up government-run shelters and/or mass care services.
- Notify and coordinate with the American Red Cross for shelter and/or mass care services.

3.2.12 Hospitals / Medical Providers

- Initiate hospital emergency plans.
- Coordinate with Emergency Medical / Ambulance Services.

- Coordinate with the Public Information Officer on the dissemination of public health information.

3.2.13 Community Emergency Response Teams (CERT)

- Assist neighbors and/or coworkers with light search and rescue, triage, first aid, fire suppression, and other basic emergency services when professional responders are unable to respond.
- Assist with animal rescues and sheltering in coordination with first responders, if needed.
- Support Emergency Management, as training allows.

3.2.14 Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.
- Coordinate volunteer organization relief activities, including financial assistance and commodity distribution for victims.
- Manage donations.
- Assist with medical and mental health needs.
- Assist with community-wide damage assessments.

3.2.15 Government Administration

- Provide support for the EOC and/or Incident Commanders through individual expertise (legal counsel, accounting, GIS, etc.).
- Provide office space, supplies, equipment, and administrative support, as needed.
- Assist with community-wide damage assessments, as requested.
- Assist with emergency repairs on damaged infrastructure where qualified and requested.
- Resume government services at alternate facilities, if necessary.

3.2.16 Water and Sewer Departments / Districts

- Monitor municipal water supplies and quality.
- Assess damages to water and sewer systems.
- Conduct emergency repairs on damaged water and sewer infrastructure.
- Be prepared to shut down or isolate public utilities and services if threatened with contamination.
- Track usage of government and private/contract equipment.
- In coordination with the Public Information Officer, provide information on water and sewer outages or orders.

3.2.17 Street and Road Departments

including Montana Department of Transportation

- Assess damages to roadways and bridges.
- Close roadways, as needed.
- Provide information on and signage for street and road closures.

- Recommend transportation alternatives.
- Clear roadways of debris and snow.
- Conduct emergency repairs on damaged roadway and bridge infrastructure.
- Track usage of government and private/contract road equipment.

3.2.18 Utility Providers

- Assess damages to utility production and distribution systems.
- Conduct emergency repairs on damaged utility infrastructure.
- Be prepared to shut down services if threatened or pose an additional hazard, such as natural gas lines.
- In coordination with the Public Information Officer, provide information on utility outages.

3.2.19 Schools

- Assess damages to school facilities.
- Allow shelters, staging areas, distribution points, and/or recovery centers be established at school facilities, if requested.
- Determine school operating status in coordination with the Incident Commander and/or EOC.
- Provide buses and drivers, as requested.
- In coordination with the Incident Commander, Public Information Officer, or designee, provide information on school closures and incidents.

3.2.20 Veterinary Providers

including Montana Department of Livestock

- In coordination with the Public Information Officer, provide emergency information for livestock and pet owners.
- Identify animal sheltering locations.
- Provide guidance on animal specific issues to the EOC.
- Monitor for animal and agricultural disease outbreaks.
- Implement livestock or animal quarantine procedures, as needed.

3.2.21 State and Federal Emergency Management Entities

including Montana DES and FEMA

- Assist local emergency management officials, as needed.
- Provide direct support and coordinate with local emergency management on state and federal entities affected by the incident.
- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as incident management teams.
- Fulfill emergency requests for resources.
- Establish a Disaster Field Office following a federal disaster declaration.

- In coordination with the Public Information Officer, provide information on state and federal disaster assistance.

3.2.22 State and Federal Law Enforcement Entities

including Montana Department of Criminal Investigation (DCI) and Federal Bureau of Investigation (FBI)

- Assist local law enforcement with investigations, as requested.
- Maintain the Montana All Threat Intelligence Center (MATIC).
- Provide public information on non-localized homeland security threats.
- In coordination with the Public Information Officer, provide information on localized homeland security threats.

3.2.23 State and Federal Firefighting Entities

including Montana Department of Natural Resources and Conservation (DNRC), US Forest Service (USFS), and US Bureau of Land Management (BLM)

- Provide wildland and structural fire suppression on state and federal lands.
- Coordinate with and support suppression efforts on adjacent and nearby private lands.
- In coordination with the local Public Information Officer, if established, provide information on fires located on state or federal lands.

3.2.24 State and Federal Public Health Entities

including the Montana Department of Public Health and Human Services (DPHHS) and the Montana Department of Environmental Quality (DEQ)

- Assist local public health officials, as requested.
- Conduct laboratory and environmental testing, as needed.
- Provide public information on non-localized communicable disease threats.

3.2.25 State and Federal Transportation Entities

including the Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB)

- Investigate significant transportation accidents.
- In coordination with the Public Information Officer, provide information on transportation incidents within their jurisdiction.

3.2.26 Montana National Guard

- Support local law enforcement efforts, as requested.
- Provide support to Emergency Management, as needed.

3.3 Mutual Aid

Madison County has an informal mutual aid agreement within the county. Beyond the county jurisdictions, however, Montana has an intrastate mutual aid system as documented in MCA 10-3-9; Madison County is a member. Montana is also a member of the national Emergency Management Assistance Compact. Resources received through mutual aid are to be integrated into the incident management system. Responding mutual aid partners retain command control of their resources but are under the operational control of the receiving jurisdiction. Additional information for fire and other resources can be found in the Montana Fire Services' Mutual Aid, Command, and Field Operations Guide.

Verbal or written requests for assistance, other than law enforcement or fire resources, must be made by the presiding officer of the governing body, chief executive officer, or the chief executive officer's designee. Verbal requests must be confirmed in writing within 30 days. (MCA 10-3-907) The responding resources are to be reimbursed by the requesting jurisdiction unless the services are donated. (MCA 10-3-910)

Other mutual aid agreements include:

- Fire Mutual Aid (MCA 10-3-9 and MCA 10-3-209)
- Law Enforcement Mutual Aid (MCA 44-11-101)
- Montana Healthcare Mutual Aid System
- Madison County Automatic Aid Agreement – allows the Madison County Communications Center to automatically dispatch neighboring fire districts to “significant” fire events.
- Initial Attack Mutual Aid Agreement – outlines cooperative fire efforts between Madison County and the Montana Department of Natural Resources and Conservation

3.4 Resource Management

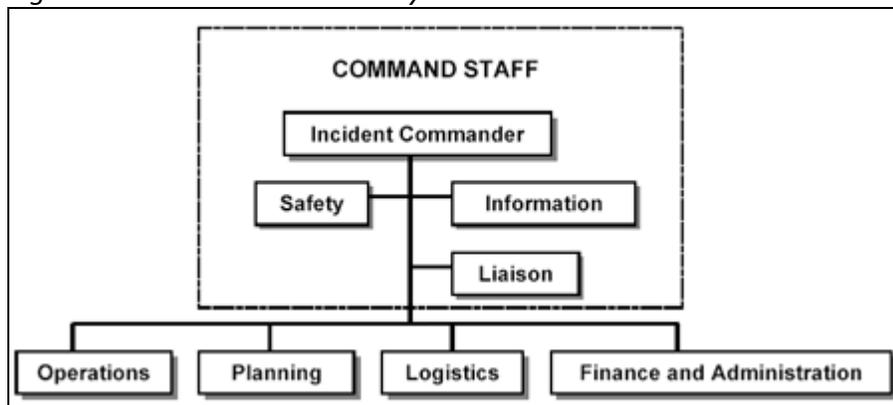
During small scale incidents, resource management is the responsibility of the Incident Command or Unified Command. Upon activation of the Emergency Operations Center (EOC), resources will be requested, coordinated, and tracked by the EOC. When additional resources are needed, the specific items will be requested through local mutual aid and private partners. When those resources are exhausted and a local disaster has been declared or is pending, specific requests (including kind and type) will be made to the Montana Emergency Coordination Center or the DES Duty Officer by the Director of Emergency Management or the Emergency Operations Center. Once the requested resource is received, the item will be tracked by the EOC's Planning Section using an easily maintainable and accessible system and mobilized by the Operations and/or Logistics Sections. The Finance/Administration Section is responsible for tracking any expenditures or requests that may require reimbursement. All resources used in the disaster are to be tracked until they are demobilized and recovered or expended.

A resource list is maintained by the Madison County Department of Emergency Management. This list contains information on resources that may be needed in a disaster or emergency and contact information for the various vendors, suppliers, or agencies that may be able to provide them.

4. Direction, Control, and Coordination

Emergency response in Madison County is to be managed using the Incident Command System (ICS). ICS is a readily expandable, yet standardized on-scene incident management concept designed specifically to allow responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. The ICS enables integrated communication and planning by establishing a manageable span of control and divides an emergency response into five manageable functions essential for emergency response operations: Command, Operations, Planning, Logistics, and Finance and Administration. Figure 4A shows the basic structure. Structural components may be combined during smaller incidents, or in turn, may be expanded as the situation demands.

Figure 4A Incident Command System Structure



Source: US Department of Labor, Occupational Safety & Health Administration eTools, September 2005.

During incidents involving multiple agencies or across jurisdictional lines, individual organizations and jurisdictions retain the ownership and command of their resources, however, operational control may be managed through the Incident Command System. Unified Command is a multi-jurisdictional coordination system that allows jurisdictions to maintain their sovereignty and “command centers” but allows for centralized coordination to more effectively manage an incident.

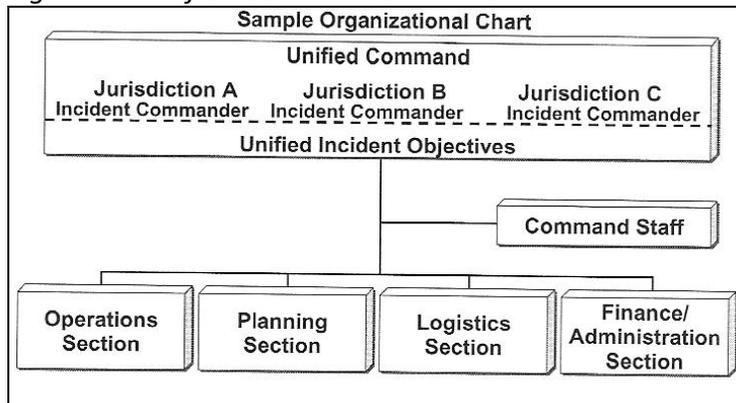
Unified Command links the organizations responding to or supporting the incident response and provides a forum for these entities to provide strategic guidance and facilitate a coordinated response. Unified Command does not involve assumption of authority or responsibilities of participating organizations nor does it imply any assumption of tactical authority or responsibilities associated with Incident Command itself.

Under Unified Command, the various jurisdictions, agencies, and non-government responders join together to form a coordinating group, usually in the Emergency Operations Center or Incident Command Post. Elected officials may advise, support, and participate in Unified Command through the issuance of government orders and policy and assigning assets to be used in the incident. Elected officials generally have the overall responsibility for the public’s safety. Unified Command representatives usually work together to develop a common set of incident objectives and strategies,

share information, maximize the use of available resources, and enhance the efficiency of the individual response organizations in support of the tactical response carried out under the Incident Commander and his or her staff.

“As a team effort, Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate with a common system or organizational framework.” (Intermediate ICS-300 Student Workbook, December 2006)

Figure 4B Unified Command Structure



Source: Intermediate ICS-300 Student Workbook, December 2006.

Unified Command members must have decision-making authority within the organization they represent for the response. To be considered for inclusion as a Unified Command representative, the representative’s organization must:

- Have jurisdictional authority or functional responsibility under a law or ordinance for the incident.
- Have an area of responsibility that is affected by the incident or response operations.
- Be specifically charged with commanding, coordinating, or managing a major aspect of the response.
- Have the resources to support participation in the response.

In addition, Unified Command representatives must also be able to:

- Agree on common incident objectives and priorities.
- Have the capability to support a 24-hours-a-day, 7-days-a-week operation.
- Have the authority to commit resources to the incident.
- Have the authority to spend agency or organization funds.
- Commit to speak with “one voice” through the Information Officer or Joint Information Center (JIC), if established.
- Agree on logistical support procedures.
- Agree on cost-sharing procedures, as appropriate.

Unified Command is not "decision by committee." The principals are there to coordinate the response to an incident. Time is of the essence. Unified Command is intended to develop synergy based on the

significant capabilities that are brought by the various representatives. There should be personal acknowledgement of each representative's unique capabilities, a shared understanding of the situation, and agreement on the common objectives.

With the different perspectives on Unified Command comes the risk of disagreements, most of which can be resolved through an understanding of the underlying issues. Contentious issues may arise, but the Unified Command framework provides a forum and a process to resolve problems and find solutions. If situations arise where members of Unified Command cannot reach consensus, the Unified Command member representing the agency with primary jurisdiction over the issue would normally be deferred to for the final decision.

In larger scale events, the Madison County Emergency Operations Center (EOC) can be activated. The EOC acts as an information and resource coordination center that supports incident management activities. If not located at the Incident Command Post (ICP), communications between the EOC and ICP will be established. The Emergency Operations Center is activated and maintained by the Madison County Department of Emergency Management.

This Emergency Operations Plan was created and is to be used in coordination with other local, state, and federal plans. Other related local plans (horizontal coordination) include:

- Big Sky Joint Operations Plan
- Madison County Homeland Security Strategy
- Madison County Public Health Department Emergency Response Plan

State and federal plans (vertical integration) include:

- State of Montana Disaster and Emergency Plan
- Montana Emergency Alert System State Plan
- Montana Fire Services, Mutual Aid, Command, and Field Operations Guide
- State of Montana Continuity of Operations Plans
- State of Montana Department of Public Health and Human Services, Mass Fatality Plan
- State of Montana Hazardous Materials Response Plan
- State of Montana Mutual Aid and Common Frequencies Manual
- Statewide Communications Interoperability Plan
- Federal Fire and Aviation Operations Plan
- National Response Framework
- National Warning System Operations Manual
- Northern Rockies Coordination Center Mobilization Guide

5. Information Collection and Dissemination

5.1 Information Collection for Planning

A wide variety of information sources are used when developing Incident Action Plans and Situation Reports, depending on the type of incident. Table 5.1A outlines the basic information sources. Specific website and phone numbers are not listed here due to frequent changes. More detailed information can be found in the annexes.

Table 5.1A External Information Sources

Information Type	Source
Communicable Disease Information	Centers for Disease Control and Prevention Montana Department of Public Health and Human Services
Earthquake Information	Montana Bureau of Mines and Geology US Geological Survey
Flood Forecasts, Stages	National Weather Service, Great Falls
Hazardous Material Guidelines	US Department of Transportation Montana Disaster and Emergency Services
Threat Intelligence	Montana All Threat Intelligence Center
Volcano Information	US Geological Survey
Weather Forecasts, Alerts	National Weather Service, Great Falls
Wildfire Information	InciWeb Northern Rockies Coordination Center

Information will be shared through the most reliable and available means available. During large scale incidents, Montana Disaster and Emergency Services will be notified. Situation reports and incident action plans will be regularly created, updated, and disseminated by Madison County Emergency Management or the Planning Section. These reports and daily briefings provide important information to responders on the broader scope of the incident and the parties involved. The following templates/forms are provided by Montana Disaster and Emergency Services:

- Initial Damage Checklist, Tab E, LGDIM
- Local Government Situation Report, DES Form 209
- Preliminary Damage Assessment – Potential Subgrantee, FEMA Form 90-135
- Preliminary Damage Assessment – Site Estimate (State Form), Tab E, LGDIM

5.2 Montana All Threat Intelligence Center Liaison

The office responsible for coordinating with the Montana All Threat Intelligence Center (MATIC) is the Madison County Sheriff’s Office. During terrorist and civil unrest incidents, a representative from the Sheriff’s Office will receive information from and provide information to the MATIC as it relates to the incident. Information will be distributed as needed and allowed.

5.3 Public Information

During small scale incidents, the Information Officer or Incident Commander will provide public information for the incident. In larger scale incidents, a single, countywide Public Information Officer (PIO) may be established at the Emergency Operations Center or many PIOs may be located in a Joint Information Center (JIC) with representatives in the field. The role of a Public Information Officer or a Joint Information Center is to provide one unified, clear, consistent message for the public, and those working on the event as well, thus avoiding unnecessary confusion. When the public receives conflicting information from multiple agencies perceived to be “in charge,” inappropriate public response or a lack of confidence may result. The resources available in Madison County for public information dissemination include telephone, radio, television, internet/electronic media, newspaper, NOAA weather radio, face-to-face, and loud speakers mounted on vehicles. More information on the public information system can be found in the [Public Information Annex](#) of this plan. Additional information on warning capabilities, including the Emergency Alert System, can be found in the [Warning Annex](#).

6. Communications

During incidents, the most reliable and available means of communications will be utilized. Most often, response agencies (fire, law, and EMS) use public safety radio communications to communicate with each other and with the Madison County Communications Center. The Madison County public safety communication system includes repeaters, simplex (radio-to-radio) channels, and pagers. Radio traffic is to use plain language and not use "10-codes." Additional systems for internal communications include cellular, landline, and satellite telephones, fax machines, e-mail, internet, and amateur radio. The [Communications Annex](#) outlines additional information on emergency communications.

The Madison County public safety communications system is supported by the Communications Center. Madison County is part of the South Central Montana Interoperability Consortium (SCMIC) and Interoperability Montana (IM). These groups are working to create interoperable communications systems at the local, state, federal, and international levels. Interoperability plans include:

- South Central Montana Interoperability Consortium, Interoperable Communications Plan
- Statewide Communications Interoperability Plan
- State of Montana Mutual Aid and Common Frequencies Manual

7. Administration, Finance, and Logistics

7.1 Finance/Administration

The role of Finance/Administration in a disaster is to track expenses, recover costs, provide payments, maintain a detailed disaster file, and support the overall disaster operation. Disaster and emergency documentation should be submitted to Madison County Department of Emergency Management or the Finance/Administration Section, if established. As a general rule, as the event expands in scope, the quantity of information that needs to be processed increases.

Staffing for the Finance/Administration Section, when established, will generally be filled using staff from the Madison County Treasurer's Office and the Madison County Clerk and Recorder's Office in the following order:

- Bookkeeping Staff
- Treasurer's Staff
- Remaining Members of the Clerk and Recorder's Department

Within the Emergency Operations Center, examples of tasks completed by the Finance/Administration Section include:

- Record personnel time for payroll.
- Manage contracts, leases, claims, and equipment time records.
- Track incident costs.
- Manage receipt of funding from multiple sources.
- Forecast additional financial needs.
- Maintain policies related to overtime pay and procurement procedures.

Proper disaster documentation is essential for the following reasons:

- Reporting: situation reports and incident actions plans often require up-to-date information
- Recover costs: most agencies will not provide reimbursement for disaster related expenses without detailed documentation
- Historical record: details on the incident are important for future planning efforts, grant applications, and mitigation efforts

Note: The need to safeguard sensitive information, particularly as it pertains to certain law enforcement and personal records and information is a primary responsibility of all personnel involved.

At a minimum, the following information must be submitted for all incidents when requested by the Madison County Department of Emergency Management or the Finance/Administration Section, if established:

- Payroll records, including a breakdown of the type of work accomplished
- Records of equipment usage, including owned, rented, or borrowed equipment (be sure to include dates and start/end times)
- Records of materials expended

-
- Records of mutual aid requests, offers, and resources provided (be sure to include the types of resources, dates, and start/end times)

The following forms are used locally during disaster and emergency operations for financial tracking (see Tab C and Tab H of the Local Government Disaster Information Manual):

- Force Account Equipment Record
- Force Account Labor Record Summary and Spreadsheet
- Force Account Labor/Equipment/Material Combination Form
- Materials Summary Record
- Rented Equipment Record
- Summary of Documentation

Potential funding sources for disaster cost recovery include, but are not limited to:

- State of Montana Emergency and Disaster Fund (see Tab G of LGDIM)
- Federal Public Assistance (PA)
 - Category A: Emergency Work – Debris Removal
 - Category B: Emergency Work – Emergency Protective Measures
 - Category C: Permanent Work – Road Systems and Bridges
 - Category D: Permanent Work – Water Control Facilities
 - Category E: Permanent Work – Buildings, Contents, and Equipment
 - Category F: Permanent Work – Utilities
 - Category G: Permanent Work – Parks, Recreational, and Other
- Federal Individual and Households Grant Program
 - Disaster Assistance
 - Crisis Counseling
 - Disaster Legal Services
 - Disaster Unemployment Assistance
- USDA Disaster Assistance
- Federal Fire Management Assistance Grant Program
- USFA Reimbursement for Firefighting on Federal Property
- Federal Community Disaster Loan Program
- Federal Emergency Food and Shelter Program
- Homeowner and Business Insurance (including the National Flood Insurance Program)
- Small Business Administration Disaster Loans

Emergency responders and local officials should become familiar with the documentation requirements and procedures during exercises and workshops.

A disaster file should be developed and archived containing the following information:

- A summary of the conditions leading up to or causing the incident
- All situation reports
- A summary of the impacts, both human and economic
- Damage assessment records
- A listing or description of actions taken

- Documentation on the expenses and resources expended, including mutual aid
- After Action Report

An After Action Report should be developed following any declared emergency or disaster by the Madison County Department of Emergency Management using input from the response agencies. The report should include strengths and weaknesses of the response and recovery, identification of future needs (equipment, personnel, etc.), lessons learned, and recommended actions. The After Action Report will then be used to update plans and procedures, specifically this Emergency Operations Plan and agency Standard Operating Procedures, make purchases of needed equipment and supplies, conduct training, and perform future exercises. The Local Emergency Planning Committee will review the After Action Report and ensure the recommendations are completed.

7.2 Logistics

The Logistics Section is responsible for providing facilities, services, and materials in support of the incident response and must work closely with the Finance/Administration Section to ensure proper documentation exists for equipment, material, and labor usage and purchases. Items and services purchased by the county or the towns for use in a disaster or emergency must be carefully tracked for accountability and cost recovery purposes. Systems such as spreadsheets, sign in/out logs, and/or timesheets should be used for county and/or town resources. Similar documentation from other agencies, including mutual aid responders, should be maintained.

Madison County maintains an Emergency Resource List containing contact information for various equipment, supplies, and services in and around Madison County. Purchases must be made using the jurisdiction's current purchase policy. Mutual aid resources should be treated as outlined in any agreements, or in the absence of such, per MCA 10-3-9 (intrastate) and MCA 10-3-10 (interstate).

When ordering resources, the following information should be included, at a minimum:

- Incident name
- Date and time of order
- Quantity, kind, and type (including any specific resource requirements and/or preferences)
- Special support needs (if needed)
- Specific reporting location
- Requested time of delivery
- Radio frequency to be used, if applicable
- Person, title, and jurisdiction placing request
- Callback phone number or radio frequency for clarifications or additional information
- Potential sources for the resource requests, if known

Note that in the event local resources and options become exhausted, additional state and federal resources should be requested through Madison County Emergency Management. Madison County Emergency Management maintains an extensive Resource List of resources that may be needed in a

disaster or emergency and contact information for the various vendors, suppliers, or agencies that may be able to provide them.

Table 7.2A lists the more common logistical needs in a disaster or emergency.

Table 7.2A Functions and Potential Resources

Function	Provided By	Other Options
Backcountry Rescues	Search and Rescue	Mutual Aid from Other Counties
Body Bags	Law Enforcement / Coroner Hospitals	Fire Departments Federal Disaster Mortuary Operational Response Teams (DMORTs)
Building Inspections	Inspectors through Mutual Aid	Engineering Firms
Closure Enforcement	Law Enforcement	Montana National Guard Fire Departments
Communications Equipment (phone, fax, etc.)	Local Government / Agencies Madison County Communications Center Emergency Operations Center	Area Businesses
Community Damage Assessments	Emergency Management Fire Departments Law Enforcement	American Red Cross CERT Members State and/or Federal Teams
Computer Equipment and Supplies	Local Government / Agencies Emergency Operations Center	Area Businesses
Dispatch Communications EOC Communications	Public Safety Radio	Landline, Cellular, or Satellite Telephones Amateur Radio Proprietary Communications Systems
Donated Goods Management / Volunteers	Salvation Army Thrift Store Volunteers	CERT Members Church Groups Civic Organizations
Door-to-Door Notifications	Law Enforcement Fire Departments	Mutual Aid Agencies CERT Members
Emergency Alert System Activation	National Weather Service, Great Falls	Other National Weather Service Offices (Missoula, Others)
Emergency Hotline	Emergency Management Montana 2-1-1	
Emergency Medical Care	Local Hospitals (the local hospitals each have about 10 beds)	More Distant Hospitals Temporary Hospitals Federal Disaster Medical Assistance Teams (DMATs)

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Evacuation Warning / Order Notification	Law Enforcement Communications Center	Fire Departments CERT Members Search and Rescue
Feeding and Care of Staff (if extended hours)	Emergency Management	American Red Cross Salvation Army
Feeding Supplies (food, drinks, plates, cups, utensils, etc.)	American Red Cross Salvation Army	Local Businesses (grocery stores, restaurants, catering businesses)
Final Disposition of Bodies	Funeral Homes / Mortuaries: K&L Mortuaries facilities are located in Twin Bridges, Sheridan, Ennis, and Harrison	Federal DMORTs
Firefighting Resources	Fire Departments Montana DNRC US Bureau of Land Management US Forest Service	Mutual Aid Agencies
Hazardous Material Response Technicians, Equipment, and Supplies	Montana Disaster and Emergency Services / State Hazardous Material Incident Response Teams	Military
Home Oxygen	Local Businesses	Hospitals Providers in Nearby Communities
Identification of Alternate Government Facilities	Principal Executive Officers / Local Elected Officials	Emergency Management
Incident Management Teams	Montana DES Montana DNRC US Bureau of Land Management US Forest Service	Mutual Aid Agencies
Infrastructure Assessments	Street and Road Departments Utility Providers Water and Sewer Departments / Districts Government Administration	Utility Providers from other Jurisdictions Engineering Firms Contractors
Infrastructure Repairs	Street and Road Departments Utility Providers Water and Sewer Departments / Districts	Mutual Aid Agencies Contractors
Investigation	Law Enforcement	Montana DCI FBI ATF
Law Enforcement Tactical Teams	Law Enforcement	Mutual Aid Agencies

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Mass Care	American Red Cross Salvation Army	Churches Public Health
Medical Equipment and Supplies	Local Businesses Hospitals	Businesses in Nearby Communities Hospitals in Nearby Communities State or Federal Caches
Medications	Local Pharmacies Hospitals	Pharmacies in Nearby Communities State or Federal Caches
Mobile Feeding Units	American Red Cross Salvation Army	Montana National Guard
On Scene Communications	First Responders (using communications equipment)	Relay Vehicles or Runners Portable Repeaters Amateur Radio Proprietary Communications Systems
Public Information regarding Road Closures	MDT Street and Road Departments	Emergency Management Principal Executive Officers Law Enforcement
Reverse Calling	Communications Center	
Sand Bags and other Flood Fighting Supplies	Local Businesses and Contractors	Emergency Management
Security and Protection	Law Enforcement	Mutual Aid from Other Counties Montana National Guard Private Security Companies
Set Up of Alternate Government Facilities	IT Staff Facilities/Building Maintenance Staff Administrative and Program Staff	Private Contractors
Shelter Supplies (cots, blankets, toiletries, etc.)	American Red Cross Local Hospitals	Local Businesses
Signage and Road Barriers	Street and Road Departments MDT	Mutual Aid from other Counties and/or MDT Districts
Siren Activation - Ennis	Public Safety Officials	
Snowplowing	Street and Road Departments MDT	Mutual Aid from Other Counties
Special Needs Sheltering		Public Health Hospitals Other Medical Care Facilities
Status of Local Elected Officials	Principal Executive Officers	Communications Center Law Enforcement / Coroner
Storage and Distribution Locations for Donations	Existing Thrift Stores Vacant Warehouses	Schools Churches

Table 7.2A Functions and Potential Resources (continued)

Function	Provided By	Other Options
Temporary Morgue	Coroner Hospitals	Contracted Refrigerator Trucks Federal Disaster Mortuary Operational Response Teams (DMORTs)
Translation		CERT Members with Language Skills Community Members University Students / Instructors
Transportation	Ambulances School Buses Facility Vans / Vehicles	Mutual Aid from Other Counties Montana National Guard
Transportation of Critical Employees / Volunteers	Personal Vehicles	Law Enforcement Military
Transportation of Patients	Ambulances (Ground and Air)	School Buses
Urban Search and Rescue	Fire Departments CERT Members (only light USAR)	National USAR Teams
Vehicle Mounted Public Address Systems	Law Enforcement	Fire Departments

Fixed wing landing sites in Madison County include the public airports in Ennis/Big Sky and Twin Bridges. Other private landing strips may also be used or larger airports in Belgrade and Dillon may be used. Helicopters can land in a variety of places, including on roadways, if needed.

8. Plan Development and Maintenance

8.1 Plan Development Process

The Madison County Emergency Operations Plan has been developed with guidance provided by the Local Emergency Planning Committee and the Department of Emergency Management. Many versions of this plan have been written over the years, and in 2010 and 2011, the plan was revamped with assistance from a local consulting firm, Big Sky Hazard Management LLC. The 2010/2011 update was based on the process and information presented in the Federal Emergency Management Agency (FEMA) document, *Developing and Maintaining State, Territorial, Tribal, and Local Government Emergency Plans*, March 2009. Throughout the year long update process, six meetings with the Local Emergency Planning Committee were held with specific focus on this Emergency Operations Plan. Meetings were attended and input was provided by the following agencies:

- Ennis Ambulance
- Ennis Police Department
- Ennis Town Council
- Harrison Quick Response Unit
- Madison County Citizen Corps Council
- Madison County Communications Center
- Madison County Community Emergency Response Team
- Madison County Coroner
- Madison County Department of Emergency Management
- Madison County Fire Warden
- Madison County Planning Department
- Madison County Public Health Department
- Madison County Search and Rescue
- Madison County Sheriff's Office
- Madison Valley Medical Center
- Madison Valley Rural Fire District
- Montana Disaster and Emergency Services
- Ruby Valley Ambulance Service
- Virginia City Rural Fire District

This plan was reviewed by Montana Disaster and Emergency Services and coordinated to work within the authorities and system outlined in the Montana Disaster and Emergency Plan. The [Record of Distribution](#) lists the organizations given a copy of this plan.

8.2 Plan Review and Revision

Maintenance of the Madison County Emergency Operations Plan is the responsibility of the Director of Emergency Management. Guidance and support is provided by the Local Emergency Planning Committee. Sections of the plan (base plan and annexes) will be reviewed and revised as needed. Standard Operating Procedures (SOPs) are coordinated, developed, and maintained by the individual

agencies. Modifications needed to the base plan or annexes should be brought to the attention of the Director of Emergency Management. Following an event requiring the activation of this plan, recommendations for improving disaster operations will be collected and corrective actions will be incorporated into the plan. Significant changes are to be approved by the governing bodies.

When changes to the plan are made, the changes will be noted in the [Record of Changes](#). Changes, additions, and deletions can be made either to the whole plan or specific annexes. If changes are only made to an annex, only that part needs concurrence from the governing bodies. The revision date should be noted in the upper right hand corner of the page for each section of the plan. Newer versions supersede previous ones.

The public and other jurisdictions are invited to review and provide comments on this plan. The latest version is maintained by and is available from the Madison County Department of Emergency Management. The Record of Changes outlines any changes made to the plan since the last full plan update.

8.3 Exercise Schedule

The Madison County Emergency Operations Plan will be exercised annually with a functional exercise and every four years with a full scale exercise. These exercises will be developed by the Local Emergency Planning Committee and the Madison County Department of Emergency Management. During years in which this plan was activated due a disaster or emergency, an exercise may not be necessary.

9. Authorities and References

9.1 Federal Policies, Plans, and Authorities

*Robert T. Stafford Disaster Relief and Emergency Assistance Act
Public Law 93-288, amended by Public Law 100-707
US Code, Title 42, Chapter 68*

The Robert T. Stafford Disaster Relief and Emergency Assistance Act provides for disaster assistance by the federal government to local and state governments in carrying out their responsibilities to alleviate the suffering and damages resulting from disaster. The act authorizes the establishment of federal and state disaster preparedness programs, systems to disseminate disaster warnings, pre-disaster hazard mitigation programs, and the administration of major disaster and emergency assistance. The areas of federal major disaster and emergency assistance include, but are not limited to: essential services, hazard mitigation, repair, restoration, and replacement of damaged facilities, debris removal, unemployment assistance, individual and family grant programs, and fire management assistance.

*Comprehensive Emergency Response Plans
US Code, Title 42, Chapter 116*

This section of federal code requires the Local Emergency Planning Committee (LEPC) to have an Emergency Response Plan, specifically to address hazardous materials hazards. In Madison County, the LEPC serves as an all-hazard advisory committee for the county. The LEPC usually meets the third Thursday of each month at varied locations. This Emergency Operations Plan serves as the county's Emergency Response Plan.

National Response Framework

The National Response Framework (NRF) is an all-discipline, all-hazards document that establishes a single, comprehensive framework for the management of domestic incidents. This framework provides the structure and mechanisms for the coordination of federal support to state, local, and tribal incident managers and for exercising direct federal authorities and responsibilities. The NRF assists in the important homeland security mission of preventing terrorist attacks within the United States, reducing the vulnerability to all natural and man-made hazards, minimizing the damage, and assisting in the recovery from any type of incident that occurs. (US Department of Homeland Security, National Response Framework Brochure, no date)

Under the National Response Framework, all incidents are handled at the lowest possible organizational and jurisdictional level. Police, fire, public health, medical, emergency management, and other personnel are responsible for incident management at the local level.

National Incident Management System

The National Incident Management System (NIMS) integrates effective practices in emergency preparedness and response into a comprehensive national framework for incident management. NIMS enables responders at all levels to work together more effectively to manage domestic incidents no matter what the cause, size, or complexity. NIMS establishes standards for organizational structures, processes, procedures, planning, training, exercising, personnel qualification, equipment acquisition and certification, interoperable communications processes, procedures, and systems, information management systems, and supporting technologies such as voice and data communications systems, information systems, data display systems, and specialized technologies. (Federal Emergency Management Agency website, September 2005) Madison County Resolution #18-2005 designates the NIMS as the basis for all incident management in the county.

9.2 State Policies, Plans, and Authorities

Montana Code Annotated, Title 10, Chapter 3, Disaster and Emergency Services

This section of Montana law provides the authority and assigns responsibilities for the prompt and timely reaction to an emergency or disaster. The law ensures that the preparation of the county and towns will be adequate during disasters or emergencies to generally provide for the common defense, protect the public peace, health, and safety, and preserve lives and property.

Montana Code Annotated, Title 50, Chapter 2, Local Boards of Health

This section of Montana law outlines the responsibilities of the local board of health and the local health officer, including communicable disease containment. The local boards may “identify, assess, prevent, and ameliorate conditions of public health importance through isolation and quarantine measures” (MCA 50-2-116) The local health officer shall “take steps to limit contact between people in order to protect the public health from imminent threats, including by not limited to ordering the closure of buildings or facilities where people congregate and canceling events and establish and maintain quarantine and isolation measures as adopted by the local board of health.” (MCA 50-2-118)

Montana Disaster and Emergency Plan

The Montana Disaster and Emergency Plan outlines the authorities and responsibilities of state government during emergencies and disasters. The plan addresses the actions the state will take during times of disaster. According to state law, the state disaster and emergency plan and program may provide for: prevention and minimization of injury and damage caused by disaster; prompt and efficient response to an incident, emergency, or disaster; emergency relief; identification of areas particularly vulnerable to disasters; recommendations for preventive and preparedness measures designed to eliminate or reduce disasters or their impact; organization of personnel and chains of command; coordination of federal, state, and local disaster and emergency activities; and other necessary matters. (MCA 10-3-301) The Administrative Rules of Montana 37.114.101 to 1016 further outline these responsibilities.

Local Government Disaster Information Manual

The Local Government Disaster Information Manual, prepared by Montana Disaster and Emergency Services, provides informational resources for managing disasters at the local level. The manual contains many checklists, handbooks, and references specifically for the County Disaster and Emergency Services Coordinators and other local officials.

Intrastate Mutual Aid

Montana Code Annotated Title 10, Chapter 3, Part 9 establishes an intrastate mutual aid system. This system allows Madison County to request and receive resources throughout the state if needed in a disaster.

Montana Homeland Security Strategic Plan

Montana's Homeland Security Strategic Plan was developed by the Montana Strategic Planning Committee for Homeland Security with the purpose to "...identify strategic direction for enhancing local, tribal, regional, and state capability and capacity to prevent and reduce Montana's vulnerability from Weapons of Mass Destruction (WMD) terrorism incidents." This plan sets forth statewide goals and actions for preventing, preparing for, responding to, and recovering from Weapons of Mass Destruction events.

Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment

The Montana Hazard Assessment analyzes the history, probability, and vulnerability of major hazards across the state. The Mitigation Plan establishes the related goals, objectives, and potential actions to prevent or lessen the impact of future disasters. This document is maintained by Montana Disaster and Emergency Services.

9.3 Local Policies, Plans, and Authorities

Madison County Emergency Operations Plan

According to state law, each political subdivision eligible to receive funds from Montana Disaster and Emergency Services "...shall prepare a local or inter-jurisdictional disaster and emergency plan and program covering the area for which that political subdivision is responsible. This plan shall be in accordance with and in support of the state disaster and emergency plan and program. The political subdivision shall prepare and distribute on behalf of the principal executive officers, in written form, a clear and complete statement of: the emergency responsibilities of all local agencies, if any, and officials; the disaster and emergency chain of command; local evacuation authority and responsibility; and local authority and responsibility for control of ingress and egress to and from an emergency or disaster area." (MCA 10-3-401) This Emergency Operations Plan serves as the primary emergency coordination document for Madison County, Montana. Standard Operating Procedures and other guidance within

the county serve as additional references and supplement the information contained herein. This plan does not supersede existing documents, procedures, and guidance except for the previous county Emergency Operations Plan.

Madison County Pre-Disaster Mitigation Plan

The Madison County Pre-Disaster Mitigation Plan contains a countywide risk assessment and mitigation strategy for preventing or lessening the impact from disasters. This plan is an important part of the entire emergency management system. The document addresses hazards, and other special situations, along with the proactive measures that can be taken to prevent or reduce the adverse affects of the disasters or hazardous situations it addresses. This plan is maintained by the Local Emergency Planning Committee under the supervision of the Madison County Commissioners.

Madison County Homeland Security Strategy

The Madison County Homeland Security Strategy identifies goals, objectives, and actions that will help the county prevent, prepare for, respond to, or recover from a Weapons of Mass Destruction or terrorist attack. This strategy establishes local priorities for homeland security funding.

Madison County Community Wildfire Protection Plan

The Community Wildfire Protection Plan (CWPP) specifically analyzes and addresses the wildland fire hazard. The plan identifies the areas at greatest risk, analyzes the response capabilities, and provides recommendations to reduce the vulnerabilities.

Big Sky Joint Operations Plan

The Big Sky Joint Operations Plan addresses operational issues for the Big Sky area, both within Madison and Gallatin Counties. The plan recognizes both counties and their unique emergency response capabilities and presents a blended system of emergency management should an incident occur in this popular resort area.

Madison County Public Health Strategic National Stockpile Preparedness Plan

The Strategic National Stockpile Preparedness Plan outlines the procedures for requesting and implementing the Strategic National Stockpile in a health emergency where additional medical supplies are needed. This plan is maintained by the Madison County Public Health Department.

9.4 Acronyms

ADA	Americans with Disabilities Act
ALS	Advanced Life Support
ARES	Amateur Radio Emergency Service
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
BLM	Bureau of Land Management
CCC	Citizen Corps Council
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CHEMTREC	Chemical Transportation Emergency Center
CIKR	Critical Infrastructure and Key Resource
CISD	Critical Incident Stress Debriefing
CWPP	Community Wildfire Protection Plan
DCI	Department of Criminal Investigation
DEQ	Department of Environmental Quality
DES	Disaster and Emergency Services
DFO	Disaster Field Office
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DNRC	Department of Natural Resources and Conservation
DPHHS	Department of Public Health and Human Services
EAP	Emergency Action Plan
EAS	Emergency Alert System
EMP	Electromagnetic Pulse
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FD	Fire Department
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
GPS	Global Positioning System
HazMat	Hazardous Materials
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System

IM	Interoperability Montana
IT	Information Technology
JFO	Joint Field Office
JIC	Joint Information Center
LEPC	Local Emergency Planning Committee
LGDIM	Local Government Disaster Information Manual
MATIC	Montana All Threat Intelligence Center
MCA	Montana Code Annotated
MCI	Multiple Casualty Incident
MDT	Montana Department of Transportation
MMI	Modified Mercalli Intensity
MT	Montana
MT DES	Montana Disaster and Emergency Services
NAWAS	National Warning System
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NTSB	National Transportation Safety Board
NWS	National Weather Service
OSHA	Occupational Safety and Health Administration
PA	Public Assistance
PIO	Public Information Officer
PPE	Personal Protective Equipment
RACES	Radio Amateur Civil Emergency Service
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act
SCMIC	South Central Montana Interoperability Consortium
SERC	State Emergency Response Commission
SHMIRT	State Hazardous Material Incident Response Team
SOP	Standard Operating Procedure
START	Simple Triage and Rapid Treatment
US	United States
USAR	Urban Search and Rescue
USDA	United States Department of Agriculture
USFA	United States Fire Administration
USFS	United States Forest Service
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapons of Mass Destruction
WUI	Wildland Urban Interface

COMMUNICATIONS ANNEX A

A1. Purpose, Situation, and Assumptions

A1.1 Purpose

The purpose of this Communications Functional Annex is to describe emergency communications during a disaster, emergency, or incident within Madison County. Communications are an essential part of effective operations for nearly any type of hazard or incident. Major incidents have the potential to involve multiple response agencies from a wide assortment of private, local, state, and federal jurisdictions. Limited or ineffective communications can often be a hindrance to performing essential emergency functions in a timely fashion. Breakdowns in communications have long been recognized as contributing directly to the deaths of emergency responders of all disciplines as well as leading to the overall failure of incident operations to achieve optimal success.

A1.2 Situation Overview

Nearly all disaster and emergency situations require some form of communication between dispatch, responders, and other support organizations. This communication can be face-to-face, but with the exceptions of an Incident Command Post or Emergency Operations Center, resources are not often co-located.

Public safety radio (voice and data) is the primary form of emergency communications in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. Public safety radio provides for paging, two-way simplex operation, and the use of dual-frequency repeaters located at both fixed and temporary sites. These units may be accessed from portable, mobile, and fixed stations. Pagers are used to dispatch fire responders (except Yellowstone Club), emergency medical / ambulance services, and quick response units. In general, these forms of communication are reliable, but not in all locations. Terrain and buildings often limit the range and usefulness of radio communications. In areas lacking clear radio signals, alternative communications methods such as runners, relay vehicles, satellite phones, landline phones, cellular phones, and/or amateur radio may be used.

Public safety communications users in Madison County include:

Communications Center

- Madison County Communications Center

Law Enforcement

- Ennis Police Department
- Madison County Sheriff's Department
- Montana Department of Livestock
- Montana Fish, Wildlife & Parks
- Montana Highway Patrol

- US Bureau of Land Management
- US Forest Service

Fire Departments / Districts

- Alder Fire District
- Big Sky Fire Department
- Harrison Fire District
- Madison Valley Rural Fire District
- Sheridan Fire District
- Twin Bridges Fire District
- Virginia City Fire District
- Yellowstone Club Fire Department

Emergency Medical / Ambulance Services

- Ennis Ambulance Service
- Ruby Valley Ambulance Service

Emergency Management

- Madison County Department of Emergency Management (Disaster and Emergency Services)

Quick Response Units

- Alder Quick Response Unit
- Harrison Quick Response Unit
- Twin Bridges Quick Response Unit

Search and Rescue

- Madison Valley Search and Rescue
- Ruby Valley Search and Rescue

The Madison County Road Department also uses radio communications and the hospitals use the paging system.

The primary communications problems in Madison County are limited coverage, especially in the Bear Trap Gulch, Big Sky, and Jack Creek areas, frequency congestion, old equipment, and interference.

A1.3 Planning Assumptions

- Effective coordination of emergency response requires some form of communications.
- Communications systems may fail during a disaster or emergency.
- During period of heavy activity, some channels may become saturated with radio traffic.
- Lack of communications discipline and proper technique can reduce the effectiveness of communication systems.
- The Communications Center is usually only staffed with one person, so communications with dispatch may become quickly overwhelmed.

A2. Concept of Operations

Communications are an essential aspect of coordinated emergency response and the Incident Command System. To facilitate the use of emergency communications, the following decision points provide guidance on communications usage and alternatives.

- Decision Point: Responders need to communicate with each other during a disaster or emergency.

The following guidelines are provided to facilitate effective emergency communications and are in compliance with National Incident Management System guidelines:

- Clear text: Avoid agency specific language, acronyms, and ten-codes.
- Common terminology: Terminology, particularly for organizational functions, resource elements, and facilities, as outlined by the Incident Command System should be used.
- Span of control: An individual's span of control should range between three and seven. This span of control should be supported by the communications system, if possible.
- Standard procedures: Procedures, such as the five-step, positive message acknowledgement sequence, should be established and standardized across communication system users.

Source: State of Montana Mutual Aid and Common Frequencies, June 2005.

There are three functional types of messages: Command, Tactical, and Administrative.

- **COMMAND CHANNELS:** Command channels are primarily used for radio traffic between the Madison County Communications Center (the base station) and field resources. All initial response dispatching, incident support, and administrative functions usually will take place on command channels. Incident Command or a designated communications assistant are usually the only persons at an incident that need to communicate with the Communications Center on the command channel. All other resources should use assigned tactical channels to conduct operations. Because of the overlap in coverage of the various repeaters and the limited capacity of the Communications Center, messages on the command channel should be as concise as possible, consistent with the need for clear information exchange. When traffic volume permits and/or the events involve relatively few responders for a limited period of time, tactical traffic may, under the coordination of the Communications Center, be carried on these channels as well.
- **TACTICAL CHANNELS:** All on-scene radio traffic between incident resources should take place on tactical channels. In general, tactical channels are the Montana colored mutual aid channels, except in the case of single-agency events during which an agency's licensed proprietary frequency may be used. Use of the colored channels is governed by the guidelines promulgated in the State of Montana Mutual Aid and Common Frequencies document.

Command channels are assigned, upon dispatching, by the Communications Center, in coordination with the Incident Commander(s), based on the location and extent of the incident. Requests to alter the assigned command channels can be made by the Incident Commander(s) should the incident be indicative of such.

Table A2A shows the local public safety frequencies used in Madison County and Table A2B lists the statewide mutual aid frequencies that may be used in Madison County. Note that written authorizations are required for use of the public safety, mutual aid, and proprietary frequencies.

Table A2A Madison County Public Safety Communications Frequencies

Name	Use	Type
Virginia City Direct	Command	Simplex
Command 1 East	Command	Repeater
Command 2 East	Command	Repeater
Command 3 East	Command or Tactical	Repeater
Sierra Direct	Command	Simplex
Command 1 West	Command	Repeater
Command 2 West	Command	Repeater
Command 3 West	Command or Tactical	Repeater
Norris	Command or Tactical Harrison and Pony area dispatching	Repeater
Table Mountain	Command or Tactical	Repeater

Table A2B Montana Mutual Aid Communications Frequencies

Name	Use	Type	Frequency (Transmit / Receive)
Gold	Inter-discipline communications, Operations	Simplex	153.905 MHz
Brown	Between Incident Command and Command Staff, Command and Control functions	Simplex	155.820 MHz
Silver	Within Law Enforcement disciplines	Simplex	155.790 MHz
Red	Within Fire disciplines	Simplex	154.070 MHz
Tan	Within EMS disciplines Between Regional Hospitals and Ambulances	Simplex	155.340 MHz
Blue	Within Law Enforcement disciplines, Emergency Notification Between Law Enforcement and Ambulances	Simplex	155.475 MHz
Black	Law Enforcement Tactical Team coordination	Simplex	153.800 MHz
Maroon	Fire command and control	Simplex	154.280 MHz
Coral	Fire ground operations	Simplex	154.265 MHz
Scarlet	Fire ground operations	Simplex	154.295 MHz
Ruby	Within Fire disciplines	Simplex Repeater	153.830 MHz
Garnet	Fire control	Simplex Repeater	159.345 MHz
White	Between Local Hospitals and Ambulances	Simplex	155.280 MHz
Pink	Between EMS disciplines and dispatch	Simplex	155.385 MHz
Gray	Within EMS disciplines (MCI incidents only)	Simplex	155.325 MHz
Violet	Within Search and Rescue disciplines	Simplex	155.160 MHz

Table A2B Montana Mutual Aid Communications Frequencies (continued)

Name	Use	Type	Frequency (Transmit / Receive)
Purple	Within Search and Rescue disciplines	Simplex	155.220 MHz
Yellow	Montana DNRC	Simplex	151.220 MHz
Green	US Forest Service	Simplex	171.475 MHz
Alpha	Emergency Repeater	Repeater	172.225 MHz / 170.475 MHz
Bravo	Emergency Repeater	Repeater	172.375 MHz / 170.575 MHz
Charlie	Inter-discipline communications	Narrowband	154.4525
Delta	Inter-discipline communications	Narrowband	155.7525
Echo	Inter-discipline communications	Narrowband	158.7375
Fox	Inter-discipline communications	Narrowband	159.4725

Source: State of Montana Mutual Aid and Common Frequencies, June 2005.

The public safety communications system must be capable of providing rapid and reliable means of communication in support of emergency operations under conditions that are less than ideal. It is very important, therefore, that everyone involved in an incident, regardless of its magnitude, observe strict communications discipline and utilize authorized procedures in the use of all communications equipment.

Each agency must have authorization from the Montana Department of Administration for the use of many of the common statewide frequencies and must abide by the conditions of the permit. Similarly, participants desiring to use proprietary frequencies or those of neighboring jurisdictions must obtain written authorization from the licensee to do so.

- Decision Point: Radio communications need to be prioritized.

Before transmitting, individuals should monitor the selected channel for a short period to avoid creating interference. The following types of radio traffic have priorities in the order shown:

1. Medical emergencies
2. Imminent threat to life or property
3. Communications with aircraft engaged in tactical operations
4. On-scene tactical communications
5. Incident support communications
6. Other (primarily administrative)
7. Training and drills

- Decision Point: An incident communications plan is needed.

Preparation of a written incident communications plan is an essential first step towards providing a workable tactical communications system. Such a plan should be drawn up for each operational period and should include:

- Radio communications frequencies, tones, channel names, and purpose. [ICS Form 205: Incident Communications Plan](#) or similar documents will greatly facilitate the promulgation and understanding of this information. This plan format can be used for all types of incidents and is an important element of an Incident Action Plan.
 - Telephone facilities and their locations.
 - Number of lines available.
 - Assignment of responsibilities for circuit and equipment control.
 - How to obtain maintenance or equipment replacement support.
- *Decision Point: Public safety radio communications systems have failed or are ineffective.*

When radio communications are not an effective means of communicating during a disaster or emergency due to the lack of coverage, equipment failure, or any other reason, the following should be considered:

- Is the incident small enough to use only face-to-face communications?
- Can cellular and/or satellite phones be used for more distance communications with dispatch and others not on scene?
- Is a portable station and/or repeater an option?
- Could proprietary communications systems be used?
- Is an amateur radio net warranted and can it be established?

If total and complete failure of communications systems occurs, local fire stations will be used as gathering points for collecting information and coordinating responses.

- *Decision Point: Amateur radio communications are needed.*

Groups such as Amateur Radio Disaster Services (ARES) and Radio Amateur Civil Emergency Services (RACES), including Montana based groups, exist to support emergency response. During incidents where communications systems fail or need to be supplemented, requests for amateur radio assistance can be made through Madison County Emergency Management.

A3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, establish incident communications.

- When arriving on the scene, check in with Incident Command via radio communications or otherwise.

A3.3 Emergency Management

- Fulfill communications requests, as needed. Examples include, but are not limited to:
 - Amateur radio resources
 - Portable repeaters and other communications equipment

Communications Center

- Alert and dispatch local emergency responders.
- Coordinate communication channel usage.
- Work with Incident Command to assign tactical incident frequencies based upon geographic and functional separation.
- Evaluate the need for additional communications resources.

Voluntary Organizations Active in Disasters (VOAD)

- Provide communications support, as requested. (ARES and RACES groups)

Other Entities

- Evaluate the need for additional communications resources.
- Request additional communications resources in coordination with the Communications Center, Incident Command, and/or the Emergency Operations Center.
- Perform other duties as needed and assigned.

A4. Direction, Control, and Coordination

Incident Command will vary depending on the incident requiring public safety communications but will most often involve law enforcement, fire departments, emergency medical / ambulance services, communications center, quick response units, emergency management, and/or search and rescue based on their regular use of radio communications. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other related state and federal plans (vertical coordination) include:

- State of Montana Mutual Aid and Common Frequencies Manual

A5. Information Collection and Dissemination

A5.1 Information Collection for Planning

Table A5.1A lists the key information needed and possible sources for public safety communication system information.

Table A5.1A Possible Information Sources

Information Type	Source
Operating status of public safety communication systems	o Communications Center
Potential communication resources	o Emergency Management

A5.2 Public Information

In general, public information is not an element of emergency public safety communications. Please refer to other annexes for public information considerations during different types of incidents or functions. If alternate communications systems are used during an incident, this may be mentioned as part of a public information package. Information regarding the public information function can be found in the [Public Information Annex](#).

A6. Communications

The communications methods, frequencies, and usage during disasters, emergencies, and incidents are at the discretion of the Communications Center and Incident Commander. See [Table A2A](#) and [Table A2B](#) for more details on the frequencies available in Madison County.

A7. Administration, Finance, and Logistics

A7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

A7.2 Logistics

Communications equipment is often highly specialized and requires the technical knowledge and expertise of individuals for installation and implementation. For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

A8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

A9. Authorities and References

A9.1 Authorities / References

- Montana Department of Administration, *State of Montana Mutual Aid and Common Frequencies*, June 2005.
- South Central Montana Interoperability Consortium, *Interoperable Communications Plan*, August 29, 2005.

A9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

A10. Attachments

Incident Radio Communications Plan, ICS Form 205
Communications List, ICS Form 205A



ICS 205 Incident Radio Communications Plan

Purpose. The Incident Radio Communications Plan (ICS 205) provides information on all radio frequency or trunked radio system talkgroup assignments for each operational period. The plan is a summary of information obtained about available radio frequencies or talkgroups and the assignments of those resources by the Communications Unit Leader for use by incident responders. Information from the Incident Radio Communications Plan on frequency or talkgroup assignments is normally placed on the Assignment List (ICS 204).

Preparation. The ICS 205 is prepared by the Communications Unit Leader and given to the Planning Section Chief for inclusion in the Incident Action Plan.

Distribution. The ICS 205 is duplicated and attached to the Incident Objectives (ICS 202) and given to all recipients as part of the Incident Action Plan (IAP). All completed original forms must be given to the Documentation Unit. Information from the ICS 205 is placed on Assignment Lists.

Notes:

- The ICS 205 is used to provide, in one location, information on all radio frequency assignments down to the Division/Group level for each operational period.
- The ICS 205 serves as part of the IAP.

Block Number	Block Title	Instructions
1	Incident Name	Enter the name assigned to the incident.
2	Date/Time Prepared	Enter date prepared (month/day/year) and time prepared (using the 24-hour clock).
3	Operational Period <ul style="list-style-type: none"> • Date and Time From • Date and Time To 	Enter the start date (month/day/year) and time (using the 24-hour clock) and end date and time for the operational period to which the form applies.
4	Basic Radio Channel Use	Enter the following information about radio channel use:
	Zone Group	
	Channel Number	Use at the Communications Unit Leader's discretion. Channel Number (Ch #) may equate to the channel number for incident radios that are programmed or cloned for a specific Communications Plan, or it may be used just as a reference line number on the ICS 205 document.
	Function	Enter the Net function each channel or talkgroup will be used for (Command, Tactical, Ground-to-Air, Air-to-Air, Support, Dispatch).
	Channel Name/Trunked Radio System Talkgroup	Enter the nomenclature or commonly used name for the channel or talk group such as the National Interoperability Channels which follow DHS frequency Field Operations Guide (FOG).
	Assignment	Enter the name of the ICS Branch/Division/Group/Section to which this channel/talkgroup will be assigned.
	RX (Receive) Frequency (N or W)	Enter the Receive Frequency (RX Freq) as the mobile or portable subscriber would be programmed using xxx.xxx out to four decimal places, followed by an "N" designating narrowband or a "W" designating wideband emissions. The name of the specific trunked radio system with which the talkgroup is associated may be entered across all fields on the ICS 205 normally used for conventional channel programming information.
RX Tone/NAC	Enter the Receive Continuous Tone Coded Squelch System (CTCSS) subaudible tone (RX Tone) or Network Access Code (RX NAC) for the receive frequency as the mobile or portable subscriber would be programmed.	

Block Number	Block Title	Instructions
4 (continued)	TX (Transmit) Frequency (N or W)	Enter the Transmit Frequency (TX Freq) as the mobile or portable subscriber would be programmed using xxx.xxxx out to four decimal places, followed by an "N" designating narrowband or a "W" designating wideband emissions.
	TX Tone/NAC	Enter the Transmit Continuous Tone Coded Squelch System (CTCSS) subaudible tone (TX Tone) or Network Access Code (TX NAC) for the transmit frequency as the mobile or portable subscriber would be programmed.
	Mode (A, D, or M)	Enter "A" for analog operation, "D" for digital operation, or "M" for mixed mode operation.
	Remarks	Enter miscellaneous information concerning repeater locations, information concerning patched channels or talkgroups using links or gateways, etc.
5	Special Instructions	Enter any special instructions (e.g., using cross-band repeaters, secure-voice, encoders, private line (PL) tones, etc.) or other emergency communications needs). If needed, also include any special instructions for handling an incident within an incident.
6	Prepared by (Communications Unit Leader) <ul style="list-style-type: none"> • Name • Signature • Date/Time 	Enter the name and signature of the person preparing the form, typically the Communications Unit Leader. Enter date (month/day/year) and time prepared (24-hour clock).

ICS 205A Communications List

Purpose. The Communications List (ICS 205A) records methods of contact for incident personnel. While the Incident Radio Communications Plan (ICS 205) is used to provide information on all radio frequencies down to the Division/Group level, the ICS 205A indicates all methods of contact for personnel assigned to the incident (radio frequencies, phone numbers, pager numbers, etc.), and functions as an incident directory.

Preparation. The ICS 205A can be filled out during check-in and is maintained and distributed by Communications Unit personnel. This form should be updated each operational period.

Distribution. The ICS 205A is distributed within the ICS organization by the Communications Unit, and posted as necessary. All completed original forms must be given to the Documentation Unit. If this form contains sensitive information such as cell phone numbers, it should be clearly marked in the header that it contains sensitive information and is not for public release.

Notes:

- The ICS 205A is an optional part of the Incident Action Plan (IAP).
- This optional form is used in conjunction with the ICS 205.
- If additional pages are needed, use a blank ICS 205A and repaginate as needed.

Block Number	Block Title	Instructions
1	Incident Name	Enter the name assigned to the incident.
2	Operational Period <ul style="list-style-type: none"> • Date and Time From • Date and Time To 	Enter the start date (month/day/year) and time (using the 24-hour clock) and end date and time for the operational period to which the form applies.
3	Basic Local Communications Information	Enter the communications methods assigned and used for personnel by their assigned ICS position.
	• Incident Assigned Position	Enter the ICS organizational assignment.
	• Name	Enter the name of the assigned person.
	• Method(s) of Contact (phone, pager, cell, etc.)	For each assignment, enter the radio frequency and contact number(s) to include area code, etc. If applicable, include the vehicle license or ID number assigned to the vehicle for the incident (e.g., HAZMAT 1, etc.).
4	Prepared by <ul style="list-style-type: none"> • Name • Position/Title • Signature • Date/Time 	Enter the name, ICS position, and signature of the person preparing the form. Enter date (month/day/year) and time prepared (24-hour clock).

CONTINUITY OF GOVERNMENT ANNEX B

B1. Purpose, Situation, and Assumptions

B1.1 Purpose

The purpose of this Continuity of Government Functional Annex is to guide and coordinate agencies and organizations in the resumption of government authority within Madison County. During times of emergencies and disasters, maintaining authority within local government is vitally important. Some disasters may prevent current elected officials from performing their duties and replacements must be established quickly to maintain order. Lines of Succession for specific officials are established by Montana law. In some cases, Delegations of Authority may also be pre-established to define the responsibilities that may be transferred to other officials.

B1.2 Situation Overview

Continuity of government operations may be needed upon the death or incapacitation of several elected officials. Such circumstances rarely occur, but if they do, are likely related to a significant disaster or emergency.

Elected offices in Madison County include:

- Board of County Commissioners (3 members)
- Clerk and Recorder
- Clerk of District Court
- County Attorney
- Justice of the Peace
- Sheriff / Coroner
- Treasurer

Elected offices in the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City include:

- Mayor
- Town Council (5 members)

Other critical positions exist within county and town governments, however, these positions are generally appointed.

B1.3 Planning Assumptions

- Vacancies exist in positions essential to government authority.
- At least one person within the lines of succession is capable of filling or appointing the vacant positions.

B2. Concept of Operations

Montana law outlines, in most cases, how vacancies for elected positions are to be filled. The following decision points highlight the specifics within law by position. County commissioners and other elected officials may transfer their responsibilities (where not already specified by state law) to other officials during times of disaster in the event of their death or unavailability. Delegations of authority should be in place for all critical functions prior to a disaster to minimize confusion and delays.

➤ **Decision Point: *County Commissioner position(s) needs to be filled.***

1. Vacancy is to be filled by remaining county commissioners. Reference: MCA 7-4-2106
2. If a quorum of remaining county commissioners cannot be established, the county compensation board may appoint enough commissioners to allow for a quorum to be established. Reference: MCA 7-4-2106
3. During or following an enemy attack, new commissioners are appointed by the judge(s) of the judicial district in which the vacancy occurs. Reference: MCA 10-3-603
4. If the judge(s) are not available from the judicial district where the vacancy occurs, the district judge who holds court in the county seat closest to the county seat where the vacancy is makes the appointment. Reference: MCA 10-3-603

➤ **Decision Point: *County Sheriff position needs to be filled.***

1. Vacancy is filled by the Undersheriff until a Sheriff is elected or appointed and duly qualified. Reference: MCA 7-32-2122
2. Sheriff is appointed by county commissioners. Reference: MCA 7-4-2206

➤ **Decision Point: *Mayor and/or Town Council position(s) needs to be filled.***

1. Vacancy is filled by majority vote of the remaining council members. Reference: MCA 7-4-4112
2. If all council positions become vacant at one time, the board of county commissioners appoints members. References: MCA 7-4-4112, MCA 10-3-604

➤ **Decision Point: *District Court Judge position needs to be filled.***

1. Vacancy is appointed by the Governor based on a nominee list submitted by the commission on courts of limited jurisdiction. Reference: MCA 3-1-1010

➤ **Decision Point: *County Coroner position needs to be filled.***

1. The coroner or a qualified deputy coroner of another county is appointed by county commissioners. Reference: MCA 7-4-2902

- Decision Point: **County Attorney** position needs to be filled.
 1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2702
- Decision Point: **Justice of the Peace** position needs to be filled.
 1. Vacancy is appointed by county commissioners. Reference: MCA 3-10-206
- Decision Point: **Clerk and Recorder, County Treasurer, and/or Clerk of District Court** position(s) needs to be filled.
 1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2206
- Decision Point: **Emergency Management Director and/or Other County Department** position(s) needs to be filled.
 1. Vacancy is appointed by county commissioners. Reference: MCA 7-4-2206
- Decision Point: **Notifications need to be made regarding activation of Continuity of Government operations.**

Generally, the person vacating the position or the individual(s) making the appointment or determination of the vacancy, if applicable, will contact the individual filling the position directly. Other options include having a Madison County Communications Center dispatcher call specific individuals to inform them of their role in maintaining government authority, or if standard means of communications are not available, law enforcement or other local officials may provide notification in person.

B3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Principal Executive Officers / Local Elected Officials

- Perform duties in appointing individuals to position vacancies, as applicable by law.
- Ensure critical government continuity is maintained.

Communications Center

- Notify applicable individuals of Continuity of Government activation, as requested.

Law Enforcement

- Assist the Principal Executive Officers / Local Elected Officials and/or the Communications Center with notification of applicable individuals of Continuity of Government activation through personal contact, if needed.
- Confirm deaths of Principal Executive Officers / Local Elected Officials and other positions, if needed.

Government Administration

- Support newly appointed officials in performing their duties.

Other Entities

- Perform other duties as needed and assigned.

B4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#). Continuity of government operations are often separate from the tactical disaster operations.

Other related state plans related to Continuity of Government (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Continuity of Government Plan

B5. Information Collection and Dissemination

B5.1 Information Collection for Planning

Information related to Continuity of Government activities may be hard to acquire due to communication disruptions and other disaster related challenges. If possible, confirmation of position vacancies may be acquired from the following sources:

- Individual vacating the position
- Sheriff/Coroner (if vacancy is due to a death)
- Death certificate (if vacancy is due to a death)
- Family member (if vacancy is due to a death or incapacitating illness or injury)

Confirmation of a filled vacancy should be made with the individual or governing body making the appointment and the individual filling the vacancy.

During times of disaster, these confirmations may be in writing or provided verbally (via telephone or emergency radio) until written confirmation is possible. At a minimum, dated personal records and/or

notes should include the individual position(s) vacated, reason(s), person providing the confirmation of such, method of the confirmation, individual appointed to the vacancy, and method and time of notification and acceptance.

B5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

During times of disaster and civil unrest, the general public often worries about who is “in charge” and the stability of government. Timely public information may diminish perceptions of anarchy and provide comfort for the citizenry. Therefore, clear, consistent, and coordinated messages should be provided by county and/or town governing bodies. The types of questions the general public may want answers to include:

- What vacancies were created and why?
- Who are the individuals that will be or are filling the vacancies?
- Who appointed or authorized the filling of the vacancies?
- How long is the appointment for?
- Are basic government functions being performed?

B6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

Local elected officials, with the exception of the Sheriff/Coroner, typically do not carry the traditional emergency radios that first responders do. Therefore, communications with these officials and their potential replacements will likely occur via telephone, cellular telephone, or in person.

B7. Administration, Finance, and Logistics

B7.1 Finance/Administration

The Continuity of Government function generally does not involve financial transactions, however, the incident leading to leadership vacancies may, and standard disaster resource and financial tracking should be used. For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#). Administratively, all records outlining delegations of authority and appointments of individuals to various positions must be maintained.

B7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

B8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

B9. Authorities and References

B9.1 Authorities / References

- Montana Code Annotated 3-1-1010: Lists Submitted to Governor and Chief Justice – Report on Proceedings
- Montana Code Annotated 3-10-206: Vacancies
- Montana Code Annotated 7-4-2106: Vacancy on Board of County Commissioners
- Montana Code Annotated 7-4-2206: Vacancies
- Montana Code Annotated 7-4-2702: Procedure to Fill Vacancy in Office of County Attorney
- Montana Code Annotated 7-4-2902: Vacancy in Office of County Coroner or Disqualification of Coroner
- Montana Code Annotated 7-4-4112: Filling of Vacancy
- Montana Code Annotated 7-32-2122: Duties of Undersheriff
- Montana Code Annotated 10-3-603: Filling Vacancy in Boards of County Commissioners
- Montana Code Annotated 10-3-604: Filling Vacancy in City or Town Governing Bodies

B9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

B10. Attachments

None

CONTINUITY OF OPERATIONS
ANNEX C

C1. Purpose, Situation, and Assumptions

C1.1 Purpose

The purpose of this Continuity of Operations Functional Annex is to guide and coordinate agencies in maintaining government function during periods of disaster or emergency. Continuity of operations first and foremost ensures that critical, lifesaving, and vital public safety functions are performed when normal government operations are disrupted. Through continuity of operations, eventually, all government services can be restored from alternate facilities and transitioned into permanent locations, if needed.

C1.2 Situation Overview

Any number of disaster or emergency situations may disrupt government operations or render facilities or offices unsafe. In these cases, functions, beginning with those that are most critical to life and safety, need to be resumed as expeditiously and efficiently as possible.

The most critical functions for life and safety provided by the jurisdictions and private entities in Madison County that must be maintained include:

- Core Government Authority
- 911 Communications
- Law Enforcement Response
- Medical Response
- Fire/Rescue Response
- Emergency Management Coordination
- Jail Services
- Public Health
- Emergency Healthcare
- Utilities

Table C1.2A shows the critical county and town government facilities within Madison County.

Table C1.2A Madison County Government Facilities

Facility	Location	Function
Ennis Town Hall Ambulance Service Building	328 West Main, Ennis 59729	Town Government Emergency Services
Madison County Broadway Annex	205 North Broadway Virginia City 59755	County Government

Table C1.2A Madison County Government Facilities (continued)

Facility	Location	Function
Madison County Courthouse	102 West Wallace, Virginia City 59755	County Government
Madison County Placer Loop Offices	7 Placer Loop, Virginia City 59755	Communications Disaster and Emergency Services Public Health Services
Sheridan Town Hall and Fire Hall	103 East Hamilton, Sheridan 59749	Town Government Emergency Services
Twin Bridges Town Hall and Fire Hall	210 North Main, Twin Bridges 59754	Town Government Emergency Services
Virginia City Town Hall and Fire Hall	360 East Wallace, Virginia City 59755	Town Government Emergency Services

C1.3 Planning Assumptions

- An incident occurs that is significant enough to cease critical government operations at the normal location.
- Personnel resources exist to maintain government operations at an alternate location.
- Alternate facilities remain that allow for transfer of operations.

C2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: Incident occurs or affects government offices.

Evacuation of the facility, if necessary, is the first step to assure the safety of the occupants. Each government facility should have a specific evacuation plan. Supervisors need to account for employees and contractors.

Devolution is the ability to transfer statutory authority and responsibility for essential functions from one organization to another. Madison County does not have formalized devolution procedures, however, the statewide mutual aid system would allow for assigning specific responsibilities to appropriate mutual aid partners, if necessary.

- Decision Point: Critical government functions need to relocate.

When a primary facility is rendered inoperable, an alternate facility must be located, activated, and communicated to the employees and the public. Local government services can be relocated by identifying alternate facilities, contracting for leased/rented space (if needed), setting up work stations and communications, and informing essential workers of the new location. In addition, providing pre-

event guidance to local government employees on what to do in the event of a building emergency and an associated relocation will facilitate this process.

The local governing body is responsible for relocating government services, if necessary. In the case of a large scale disaster, the local governing bodies should coordinate with the Emergency Operations Center to support disaster priorities and avoid confusion in establishing a new facility, particularly when competition for limited space may exist among government and emergency response organizations. Note that in some cases, departments may be separated into different facilities if conditions require.

For each of the critical functions, alternate facilities have been pre-identified, as shown in Table C2A.

Table C2A Pre-Defined Alternate Facilities

Critical Function	Primary Location	Alternate Location(s)
Core Government Authority – Madison County	County Courthouse	Emergency Operations Center Madison Valley Rural Fire Station #1 Alder Fire Station
Core Government Authority – Town of Ennis	Ennis Town Hall	Madison Valley Rural Fire Station #1
Core Government Authority – Town of Sheridan	Sheridan Town Hall	
Core Government Authority – Town of Twin Bridges	Twin Bridges Town Hall	Twin Bridges Airport
Core Government Authority – Town of Virginia City	Virginia City Town Hall	Madison County Courthouse
Dispatch Communications	County Courthouse (until fall 2011) Placer Loop Office (as of fall 2011)	Madison County Command Trailer Madison Valley Rural Fire Station #1 Alder Fire Station Twin Bridges Fire Station Dillon Dispatch / Beaverhead County Dispatch West Yellowstone Dispatch
Law Enforcement Response	County Courthouse	Emergency Operations Center Madison Valley Rural Fire Station #1 Alder Fire Station
Medical Response	Ambulance	Closest unaffected ambulance
Fire/Rescue Response	Fire Response Vehicle	Closest unaffected fire response vehicle
Emergency Management Coordination	Placer Loop Office / EOC	Madison Valley Rural Fire Station #1 Alder Fire Station
Jail Holding Facility	County Courthouse	Neighboring county jail
Emergency Healthcare Pre-Transport Triage Public Health Facilities	Madison Valley Medical Center Ruby Valley Hospital Placer Loop Office	School gyms Ennis School District Bus Barn <i>See Madison County's Mass Care Sites & Mass Clinic Sites document</i>
Utilities	Utility Repair Vehicle	Closest unaffected utility repair vehicle

The important records and databases maintained in Madison County and back-up locations, if any, are shown in Table C2B.

Table C2B Vital Records and Databases

Record	Location	Back-up
Birth and death certificates	County Courthouse (paper copies vaulted)	None
County resolutions	County Courthouse (computer files)	Off-site computer files
Financial records	County Courthouse (computer files)	
Personnel records	County Courthouse (paper files)	

- Decision Point: *Essential employees need to resume operations in an alternate location.*

During times of disaster, information dissemination is vital to the coordination and productiveness of local government employees. Employees essential to disaster operations need instructions on when and where to report to work. These workers also need to know their shift schedule, what to bring, if they will be able to return home at the end of their shift, the length of their expected assignment, and if they will be able to communicate with their families. Non-essential employees must also be kept informed of their pay status and anticipated work schedule.

Essential government employees will be notified by their supervisor or the Madison County Communications Center. Every supervisor will have a Personal Accountability Plan, containing employee home and work telephone numbers, home address, and emergency contact information, as part of their basic supervisor responsibilities. This plan is to be kept by supervisors both in the office and at an alternative location. Its contents will ensure that supervisors can contact their subordinates during non-business hours. The Personal Accountability Plan should also address accounting for employees during business hours should their work facility be evacuated.

Non-essential workers and employees’ families will be kept informed through the public information system. See the [Public Information Annex](#) for additional information on this function.

- Decision Point: *Non-critical functions can resume.*

Depending on the specific circumstances requiring relocation, non-critical functions may be re-established at the same time as critical functions, deferred until critical functions are established, or suspended indefinitely. Similar to critical functions, a facility must be identified and set-up and employees and the public will need to be notified of the new location.

- Decision Point: *Permanent operations need to be established.*

The final stage of the Continuity of Operations Plan is to reestablish all government functions in the original facility or a new, permanent facility. During this phase, all personnel should be provided with instructions and the status and location must be communicated to all partner agencies and customers.

C3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Ensure adequate back-up of essential documents, records, and files.
- Develop and exercise evacuation plans for all facilities.
- Develop personal accountability plans for each supervisor that includes employees' contact numbers and addresses.
- Promote employee development of family emergency plans and disaster preparedness kits. Having family emergency plans and 72-hour (or longer) disaster preparedness kits will increase the chances of employees communicating with their families following a disaster and will decrease the level of concern employees have for their family members. Employees will be much more productive, particularly during times of crisis, if they know that their loved ones have an emergency plan and supplies on hand.
- Establish written Delegations of Authority for critical functions that are not pre-determined by law. Supervisors and employees should have a common understanding of when such responsibilities are transferred and have adequate training to perform the duties.
- Train and exercise the sudden transfer of operations to an alternate facility.
- Be prepared to serve as an alternate facility for other organizations.

Principal Executive Officers / Local Elected Officials

- Activate this Continuity of Operations Annex when necessary.
- Coordinate with facility managers, emergency management, law enforcement, public health, and information technology/communications coordinators regarding alternate facility locations.
- Select an alternate location to resume critical functions.
- Keep employees informed of changes in government operations.

Emergency Management

- Support and coordinate Continuity of Operations activities between jurisdictions.

Communications Center

- Notify government employees of Continuity of Operations activation and alternate work provisions, as requested by the Principal Executive Officers / Local Elected Officials or Emergency Management.

Community Emergency Response Teams (CERT)

- Promote family emergency plans and disaster preparedness kits with government employees and their families.

Government Administration

- Assist Principal Executive Officers / Local Elected Officials in selecting alternate facilities for operations.
- Make purchases necessary to resume operations in alternate locations.
- Assist with setting up alternate work sites.

Other Entities

- Perform other duties as needed and assigned.

C4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the inaccessibility or destruction of a government facility; however, the decisions regarding restoration of government operations at an alternate facility will likely be made by the Principal Executive Officers / Local Elected Officials or facility supervisor if only housing a single department. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other related state plans related to this annex (vertical coordination) include:

- State of Montana Continuity of Operations Plans developed by individual agencies

C5. Information Collection and Dissemination

C5.1 Information Collection for Planning

Table C5.1A lists the key information needed and possible sources when considering, planning for, and implementing Continuity of Operations activities.

Table C5.1A Possible Information Sources

Information Type	Source
Possible alternate facilities	<ul style="list-style-type: none"> ○ Local Real Estate Agents ○ School Administrators ○ Partner Organizations / Jurisdictions
Communications / data capabilities and issues	<ul style="list-style-type: none"> ○ Local telephone and internet providers

C5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Local government provides many public services that are based from government facilities. Therefore, if a facility is damaged or inaccessible, the public will want and/or need to know where to go for those services. Initially, the following information should be provided to the public:

- Notification of the building closure
- Assurance that services will be provided as soon as possible
- Assurance that a new facility is being located or set up

Once an alternate facility has been secured, set up, and an opening date/time is confirmed, the following information should be provided to the public:

- The types of services that will be available
- The location(s) of the services (and directions, if needed)
- The hours of operation
- The expected duration of services from that location, if known

C6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

Local elected officials and staff, with the exception of the Sheriff/Coroner and Emergency Management, typically do not carry the traditional emergency radios that first responders do. Therefore, communications with these officials and employees will likely occur via telephone, cellular telephone, or in person.

C7. Administration, Finance, and Logistics

C7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

C7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

C8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

C9. Authorities and References

C9.1 Authorities / References

- Montana Code Annotated 10-3-608: Relocating Seat of Local Government

C9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

C10. Attachments

None

DAMAGE ASSESSMENT ANNEX D

D1. Purpose, Situation, and Assumptions

D1.1 Purpose

The purpose of this Damage Assessment Functional Annex is to guide and coordinate agencies and organizations in conducting damage assessments following a disaster. Timely damage assessment may facilitate state and federal assistance following an incident and provide important information for incident response and recovery planning.

D1.2 Situation Overview

Damage assessment is a function that evaluates the extent of damage in the jurisdictions, usually within 12-36 hours, from an incident, emergency, or disaster. This information is used at the local level for incident planning and assistance requests. At the state and federal levels, the damage assessment is used to determine if a state or federal disaster will be declared and the types of assistance that will be made available. A basic inventory of Madison County reveals the following assets could sustain damage:

- Public facilities and equipment
- Residential structures and property (about 4,700 housing units)
- Businesses (about 386 establishments)
- Communications infrastructure
- Electric infrastructure
- Natural gas infrastructure
- Storm water and flood control infrastructure
- Transportation infrastructure
- Water and sewer infrastructure

The assessment of damages may be conducted by various independent teams, including, but not limited to:

- Government (local, state, and/or federal)
- American Red Cross
- Utility Companies
- Insurance Companies

D1.3 Planning Assumptions

- Information on the damage incurred is needed for planning and/or declaration purposes.

D2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A rapid needs assessment is necessary to evaluate immediate response needs.*

The “size-up” provided by the first emergency response units arriving on the scene of an incident is an example of an initial damage assessment. A rapid needs assessment is a broader (in the geographic sense) evaluation of the impacts to Madison County communities. This type of assessment strives to quickly evaluate the damage for the purposes of immediate needs for life safety. The rapid needs assessment typically includes:

- Identification and severity of the areas impacted
- Estimate of the number of people impacted
- Status of infrastructure operations and outages
- Identification of immediate life safety needs

The initial rapid needs assessment may be conducted by emergency responders or Emergency Operations Center personnel using 911 reports, field reports (from assessment teams and/or incident command posts), and/or aerial assessments.

- Decision Point: *A damage assessment of public property is needed.*

When public property and infrastructure is damaged in a disaster, an assessment of the extent of damages should be performed. This process may be as simple as gathering information from the affected departments and companies or as extensive as assembling a team of local, state, and federal representatives to evaluate the losses. The facilities and systems that should be assessed, as applicable, include:

- Public Buildings, Facilities, and Equipment
- Schools and Property
- Transportation Infrastructure (Bridges, Roads, Airports, etc.)
- Electric Infrastructure
- Water Infrastructure
- Waste Water / Sewer Infrastructure
- Storm Water and Flood Control Systems
- Communications Infrastructure
- Natural Gas Infrastructure

If possible, a report listing the damage locations, a description of the damage, the number of people affected by the outage or loss, costs to date on emergency restoration measures, an estimate of the permanent repair cost, and ideas for mitigating similar future losses, should be developed, even if incomplete.

- Decision Point: An understanding of the extent of damage to private property is needed.

The process of assessing the damage to private property depends on the number of properties involved. When only a few structures are impacted, the damage may be assessed on a property by property basis by emergency responders or others through visual inspection and interviews with the property owners, including gathering information on the extent of insurance coverage.

In larger scale disasters, a less detailed approach is needed. A “windshield survey” may be more appropriate. With this type of assessment, structures are generally categorized as having been “destroyed,” sustained “major” damage, or sustained “minor” damage. The result is an assessment containing the total number of structures within each category, ideally by jurisdiction and possibly neighborhood. The goal is to collect, organize and report the damage assessment to Montana Disaster and Emergency Services (DES) within 12-36 hours of the incident. American Red Cross disaster volunteers are trained in conducting these types of assessments and may be a valuable partner to coordinate with. Community Emergency Response Team (CERT) members may also be of assistance in this capacity.

D3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Coordinate community-wide damage assessments.
- Submit damage assessment reports to Principal Executive Officers / Local Elected Officials and Montana Disaster and Emergency Services.

Communications Center

- Provide information on damages to Emergency Management / EOC, as applicable.

Voluntary Organizations Active in Disasters (VOAD)

- Assist with the community-wide damage assessments. (American Red Cross)

State and Federal Emergency Management Entities

including Montana DES and FEMA

- Conduct state/federal Rapid Needs Assessments and Preliminary Damage Assessments, as needed.

Other Entities

- Report assessed damages to Emergency Management/EOC, as applicable.
- Perform other duties as needed and assigned.

D4. Direction, Control, and Coordination

Incident Command and/or Unified Command will vary depending on the incident causing the need for damage assessment. Madison County Emergency Management is primarily responsible for the damage assessment function, but may require the assistance of and information from other agencies. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

D5. Information Collection and Dissemination

D5.1 Information Collection for Planning

Table D5.1A lists the key information needed and possible sources needed for a damage assessment.

Table D5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Extent of community damage	<ul style="list-style-type: none"> - Law Enforcement - Fire Departments - American Red Cross - CERT Members - Building Inspectors
Extent of infrastructure damage	<ul style="list-style-type: none"> - Street and Road Departments - Utility Providers - Water and Sewer Departments / Districts - Government Administration
Extent of government property damage	<ul style="list-style-type: none"> - Government Administration - School Administrators

D5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Through electronic media and other means, surveys may be established to gauge the level of damage in the communities. The public may also benefit from knowing that damage assessment teams may be moving through the area and driving slowly by homes.

D6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

D7. Administration, Finance, and Logistics

D7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

D7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

D8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

D9. Authorities and References

D9.1 Authorities / References

None

D9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

D10. Attachments

None



DIRECTION AND CONTROL ANNEX E

E1. Purpose, Situation, and Assumptions

E1.1 Purpose

The purpose of this Direction and Control Functional Annex is to describe the notification and management of response organizations during a disaster, emergency, or incident within Madison County. Without clear direction and control during an incident, confusion and inefficient response may result. This annex provides information on initial notification, incident assessment, incident command, and Emergency Operations Center (EOC) activities.

E1.2 Situation Overview

Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are vulnerable to a wide variety of hazards that could trigger the activation of this Emergency Operations Plan. Each type of incident is unique in its direction and control needs; however, some basic principles can be applied to all types of incidents. All incidents within Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are to be managed using the National Incident Management System (NIMS), Incident Command System (ICS).

Most incidents are first reported via 911 calls and the appropriate response organizations are then notified by the Madison County Communications Center. Subsequent notifications, resources requests, incident planning, and operations are conducted as necessary. Table E1.2A shows the response organizations within Madison County that may have direction and control responsibilities. Note that federal and state agencies may have their own direction and control responsibilities within their jurisdictions.

Table E1.2A Madison County Direction and Control Agencies

Type	Organization
911 Dispatch	Madison County Communications Center
Emergency Management	Madison County Emergency Management
Law Enforcement	Madison County Sheriff's Department
Law Enforcement	Ennis Police Department
Fire Services	Alder Fire District
Fire Services	Big Sky Fire Department
Fire Services	Harrison Fire District
Fire Services	Madison Valley Rural Fire District
Fire Services	Sheridan Fire District
Fire Services	Twin Bridges Fire District

Table E1.2A Madison County Direction and Control Agencies (continued)

Type	Organization
Fire Services	Virginia City Fire District
Fire Services	Yellowstone Club Fire Department
Ambulance Services	Ennis Ambulance Service
Ambulance Services	Ruby Valley Ambulance Service
Public Health	Madison County Public Health Department
Principal Executive Officers	Madison County Commission
Principal Executive Officers	Ennis Town Council
Principal Executive Officers	Sheridan Town Council
Principal Executive Officers	Twin Bridges Town Council
Principal Executive Officers	Virginia City Town Council

The Principal Executive Officers / Local Elected Officials of each jurisdiction have the ultimate responsibility for the health, safety, and welfare of the public they serve. In general, these officials are responsible for declaring disasters and emergencies, ordering evacuations, allocating resources, overseeing jurisdiction-wide operations, and implementing policies related to the disaster. On-scene control is provided by the Incident Commander, usually an officer of an emergency response organization. In many cases, these Incident Commanders work either directly or indirectly for the Principal Executive Officers / Local Elected Officials.

The Madison County Emergency Management Director is responsible for emergency and disaster preparedness and the coordination of response and recovery resources. The Director, however, has no statutory authority over any department or organization and acts in a critical support role to Incident Commanders, response organizations, and the Principal Executive Officers. The Emergency Management Director is also responsible for organizing and maintaining the Emergency Operations Center (EOC). The primary EOC is located in the basement of the Placer Loop Office outside Virginia City with alternate locations of rural fire stations or a mobile command vehicle.

E1.3 Planning Assumptions

- Clear direction and control will improve emergency response to an incident.
- Response agencies and local authorities are willing to communicate and coordinate with all other response organizations and agree to work within the principles set forth in the National Incident Management System.
- Direction and control must remain flexible in order to address the wide variety of incidents that may occur in Madison County.

E2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *An incident has occurred requiring emergency response.*

Madison County emergency responders are most often notified of an incident through a 911 call into the Madison County Communications Center. The center notifies the appropriate response agencies using their Standard Operating Procedures (SOPs). Depending on the type of incident, this usually includes law enforcement, fire services, and/or emergency medical / ambulance services.

For certain types of incidents or when requested by the Incident Commander, the Madison County Emergency Management Director is notified. The Director will then notify the Principal Executive Officer(s) of the affected jurisdiction(s) and the Montana DES Duty Officer, as necessary.

- Decision Point: *Initial assessment of the incident is made.*

Initial information on an incident is often received in the Communications Center from individuals witnessing the incident. This information is relayed to the emergency responders when notified of or enroute to the incident. First arriving emergency response units usually assess the incident upon arrival and communicate their “size up” to other responding units via public safety radio. This information can also be relayed to other responding units not monitoring radio traffic by the Communications Center.

Based on the initial assessment, a plan of action can be developed for resources on scene. Additional resources may be requested, including activation of the Emergency Operations Center, and a more formal Incident Action Plan may be developed upon arrival of command staff.

- Decision Point: *Incident command is established.*

The Incident Command System (ICS) is a structure that manages how agencies and organizations work together to respond to a disaster or emergency. ICS provides for emergency operations with one person, or in the case of Unified Command, individuals representing multiple agencies, directing the operations for the incident. This concept allows for coordinated emergency response. See the [Base Plan, Section 4, Direction, Control, and Coordination](#) for additional information on this concept. Table E2A lists the likely Incident/Unified Command responsibilities for various types of hazards.

The Incident Commander will establish an Incident Command Post (ICP) close to but at a safe distance from the scene. The ICP is typically in an emergency response vehicle or a specially designed command trailer/vehicle. To the extent possible, NIMS compliant ICS forms should be used.

Table E2A Incident/Unified Command Responsibilities

Incident Type	Discipline (if more than one listed, Unified Command is likely)
Civil Unrest	Law Enforcement
Communicable Disease	Public Health
Dam Failure	Law Enforcement Emergency Management
Earthquake	Law Enforcement Fire Services Emergency Management
Flood	Law Enforcement Emergency Management
Hazardous Materials Release	Fire Services
Hazardous Weather	Law Enforcement Fire Services Emergency Management
Transportation Accident (mass casualty)	Law Enforcement Fire Services Ambulance Services
Volcano	Law Enforcement Public Health Emergency Management
Weapons of Mass Destruction and Terrorism (chemical, explosive, incendiary, radiological, nuclear)	Law Enforcement Fire Services Emergency Management
Weapons of Mass Destruction and Terrorism (biological)	Law Enforcement Public Health
Wildland Fire	Fire Services

- Decision Point: Incident may impact other jurisdictions.

When an incident may impact other jurisdictions, such as a hazardous material release, wildland fire, or dam failure, the Incident Commander has a responsibility to notify those jurisdictions of the incident. This notification may occur between dispatch centers, directly with the other jurisdiction’s emergency response organizations, between DES Coordinators/Emergency Managers, and/or with state and federal agencies.

In these types of situations, control may be provided through Unified Command involving more than one jurisdiction.

- Decision Point: *Emergency proclamation or disaster declaration is needed.*

Local disaster declarations and emergency proclamations are made by the Principal Executive Officer / Local Elected Officials by order or resolution. Declarations and proclamations may be recommended to the Principal Executive Officers / Local Elected Officials by the Madison County Emergency Management Director, law enforcement, fire services, or other agency involved in the incident. Assistance is generally provided by Madison County Emergency Management and the declaration or proclamation is submitted to Montana Disaster and Emergency Services. Templates can be found in the Montana Local Government Disaster Information Manual (available on the Montana DES website).

- Decision Point: *Emergency Operations Center (EOC) activation is needed.*

The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The Principal Executive Officers / Local Elected Officials and other responsible agencies coordinate operations from the EOC, including coordination of resources within the county and coordination with neighboring jurisdictions. Communications with the Incident Command Post is essential.

The activation of the Madison County Emergency Operations Center will be situationally dependent. Given a limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Emergency Management Director or may involve multiple partners and section chiefs to coordinate resources and requests. EOC representatives must have decision-making authority for their agency.

The EOC is managed by the Madison County Emergency Management Director, deputy, or other designated person. The EOC can be activated by Madison County Emergency Management, Principal Executive Officers / Local Elected Officials, or by Incident Command request.

- Decision Point: *Additional resources are needed.*

When additional resources are needed to perform emergency operations, standard practices should be followed. In some cases, this may mean assigning additional local equipment and personnel to the incident or making small purchases. When resources within the jurisdiction are exhausted, mutual aid resources may be requested and used. Specialized resources, such as hazardous material teams, medical volunteers, firefighting helicopters, and tactical teams, may have their own request and fulfillment procedures through specific agencies.

When resources are needed beyond the local capabilities and mutual aid systems, these requests should be made to the Madison County Emergency Management Director or the Emergency Operations Center (if activated). Madison County Emergency Management maintains an Emergency Resource List, including contact information, and can make additional requests to the state. If necessary, the state can make requests to the federal government.

When additional resources are requested or used, detailed tracking methods and records should be maintained for possible future reimbursement purposes. See the [Base Plan, Section 7, Administration, Finance, and Logistics](#) for additional information.

E3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, establish an Incident Command Post.
- Consider the need for Unified Command.

Principal Executive Officers / Local Elected Officials

- Assign Incident Command, if not already pre-established.

State and Federal Emergency Management Entities

including Montana DES and FEMA

- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as incident management teams.

Other Entities

- Perform other duties as needed and assigned.

E4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

E5. Information Collection and Dissemination

E5.1 Information Collection for Planning

Direction and control is generally not a function that requires information for planning.

E5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Direction and control is not a concept typically outlined for the public, however, public information regarding the incident is an important responsibility of command staff. In particularly unstable situations, the public may be reassured of the government's and/or response agency's control of the situation.

E6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

E7. Administration, Finance, and Logistics

E7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

E7.2 Logistics

Logistical needs of the incident are typically managed through the Incident Command System. The function of direction and control does not usually have any logistical requirements. For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

E8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

E9. Authorities and References

E9.1 Authorities / References

None

E9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

E10. Attachments

None

DONATIONS MANAGEMENT

ANNEX F

F1. Purpose, Situation, and Assumptions

F1.1 Purpose

The purpose of this Donations Management Functional Annex is to guide and coordinate agencies and organizations in the post-disaster management of donations in Madison County, particularly unsolicited donations. Uncontrolled donations can interfere with disaster operations and present logistical challenges with storage and distribution if a management system, even a very basic one, is not established.

F1.2 Situation Overview

Montanans, by nature, often like to help their neighbors, particularly during times of disaster. Many communities across the state are very self-sufficient due to the willingness of friends and neighbors to assist when needed. This desire to help is an admirable quality during and following disasters but can become overwhelming if not managed properly.

Spontaneous donations, particularly of goods, can quickly go from a few manageable items to a large assortment of items in need of storage, organization, and distribution. Without a designated location and tracking system for these types of donations, well-intended individuals may bring them to the scene of an incident or places like fire stations and inadvertently interfere with critical disaster operations. Items such as food and supplies for first responders may be welcomed initially, but once the supply exceeds demand, concerns for food safety (if items require refrigeration) and what to do with all of the excess items may result.

Several voluntary organizations and individuals in the communities have experience with managing donated items and may be asked to assist in a disaster. Ideally, donations management should not be done by those with other critical roles in an emergency. Spontaneous volunteers and individuals not playing an otherwise critical role in the disaster may be used to support donations management if an appropriate management system is in place. Organizations that may be called up to provide support for donations management include:

- The Salvation Army
- Local Thrift Store Owners and Employees/Volunteers
- Community Emergency Response Team (CERT)
- Church Groups
- Civic Organizations, such as Fire Auxiliary, Rotary, Masonic, and other Clubs

Monetary donations can be easier to manage and utilize once established. Disaster funds may be established at local banks to benefit those impacted by the disaster. Support organizations, such as the American Red Cross, may have similar donation opportunities.

F1.3 Planning Assumptions

- A disaster has had a large enough impact and media attention to produce excessive amounts of unsolicited donations.

F2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *Cash donations are needed.*

Cash donations are typically the most preferable and useful type of donation following a disaster. Cash can be used to purchase items that are identified as needs in the type and quantity needed or distributed directly to the victims. Disaster relief funds may be set up by any non-profit organization willing to manage the donated funds, however, these efforts should be coordinated through the Emergency Operations Center and Public Information Officer to maximize fundraising efforts and minimize public confusion over where to donate.

- Decision Point: *Management of donated goods is needed.*

Sometimes, when a specific item or items are identified as needed during or following a disaster, that need can be communicated to the public and fulfilled in the way of donated items. This approach will require a level of management for receipt, tracking, storage, and distribution of the items and may result in an excess of donations.

Other times, based on the needs portrayed in the media or perceived by those aware of the disaster, unsolicited donations of goods may result. In these cases, the donations may become increasingly problematic and difficult to manage. Therefore, if unsolicited donations are expected or start occurring, as early as possible in the incident, a management system for such goods should be established.

Management of donated items, particularly unsolicited items, may best be managed by the Voluntary Organizations Active in Disaster. These organizations may include a wide variety of groups, but ideally, the selected volunteers should have some experience in warehouse and/or thrift store operations. At a minimum, some oversight should be provided by the Emergency Operations Center to ensure the goods are tracked appropriately and matched and distributed to those in need. The Emergency Operations Center may also need to provide logistical support such as drop-off and pick-up locations, temporary storage warehouses, and perhaps a donations phone hotline. Information on the specific community

needs and locations may be coordinated by the Emergency Operations Center or directly between Donations Management volunteers and the Incident Command Post(s).

Public information is a very important function of donations management and may be used to solicit for specific items or to curb unusable donations. The Public Information Officer(s) will need to coordinate with those assessing the needs of the affected public and those managing donations in an effort to clearly portray the items needed and where donations should be taken, if needed. Otherwise, the Public Information Officer(s) can emphasize the needs for cash donations rather than goods, if the donation of goods is becoming overwhelming or ineffective.

F3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Notify and coordinate with Voluntary Organizations Active in Disaster (i.e. Salvation Army, etc.) for donations management services.

Voluntary Organizations Active in Disasters (VOAD)

- Coordinate the collection and distribution of donated goods to disaster victims.
- Manage disaster-specific financial donations.

Other Entities

- Relay information on donated goods or identified needs to Emergency Management/EOC, as applicable.
- Perform other duties as needed and assigned.

F4. Direction, Control, and Coordination

Madison County Emergency Management is primarily responsible for the donations management function, but may delegate management responsibilities to other individuals and organizations for support and oversight. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

F5. Information Collection and Dissemination

F5.1 Information Collection for Planning

Table F5.1A lists the key information needed and possible sources needed for donations management.

Table F5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Specific community needs	<ul style="list-style-type: none">- Incident Command- Law Enforcement- Fire Departments- American Red Cross
Possible warehouse / temporary storage facilities	<ul style="list-style-type: none">- VOAD- Local Real Estate Agents- School Administrators- Other Jurisdictions

F5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Providing clear direction to the public regarding the types of donations needed and the types of donations not needed can make the donations management function much easier and effective.

F6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

Other than communication between the Incident Command Post(s) and the Emergency Operations Center, most communications regarding donations management would likely take place in person or over the phone. Donations management staff and volunteers generally do not have public safety radios.

F7. Administration, Finance, and Logistics

F7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

F7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

F8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

F9. Authorities and References

F9.1 Authorities / References

None

F9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

F10. Attachments

None



EVACUATION ANNEX G

G1. Purpose, Situation, and Assumptions

G1.1 Purpose

The purpose of this Evacuation Functional Annex is to guide and coordinate agencies and organizations in the orderly and expeditious evacuation of the population from an area within Madison County. Evacuations are performed to protect the population from an existing, probable, or threatened incident that poses an immediate risk to life and safety in a given geographic area.

G1.2 Situation Overview

Evacuations in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City may occur for a variety of reasons, including, but not limited to, flood, hazardous material release, terrorism, civil unrest, volcano, wildfire, or any other hazard that leads to an unstable or unsafe structure or situation. The extent of an evacuation may range from a small subdivision at risk from an approaching wildfire to the evacuation of several blocks due to a hazardous material spill to evacuation of the entire county due to an imminent volcanic eruption in Yellowstone National Park.

See the [Base Plan, Table 1.3C](#) for resident population figures for several locations in Madison County. Note that significant seasonal increases are common.

G1.3 Planning Assumptions

- A hazard is threatening or has the potential to threaten a population within Madison County.
- Some warning time exists to allow for at least partial implementation of an evacuation.
- The number of people threatened has no bearing on whether or not an evacuation will be ordered or considered.
- The nature of the threat, possibility of escalation, timeline, and available expertise and support are variables in any potential evacuation situation.
- Some of the population may refuse to comply with instructions lawfully issued by public officials.
- Household pets will be considered by emergency responders when evacuating the public.

G2. Concept of Operations

Simply defined, an evacuation is movement of people from a place of danger to a place of relative safety. Restriction of access to an area is always part of an evacuation, however not all access restrictions constitute an evacuation. For example, the Incident Commander may deny access to the scene of an active fire, hazardous material spill, or crime scene, but that does not, in itself, become an

evacuation within the intent of this annex. The phases of evacuation are shown in Table G2A. Note that time constraints may not allow for all phases of an evacuation to be completed.

Table G2A Phases of Evacuation / Population Protection

Phase	Actions
Alert	Persons within the affected area will be advised of the emergency and recommended response. If time permits, law enforcement or other emergency services representatives will make personal visits to each residence and business.
Warning	There is a good probability of the need to evacuate. Information about moving property and livestock will be provided. It may be suggested that some residents temporarily relocate during this stage.
Request	Occupants of the affected area are asked to leave within a specified time period along designated routes and to check-in at a briefing site or an evacuation center.
Order	Evacuation is mandatory in order to protect the lives of area occupants and the lives of emergency personnel responding to the incident.
Maintenance	Roadblocks and 24-hour patrols by law enforcement are instituted to protect property within the evacuated area and control access.
Recovery	Occupants are allowed to return as soon as it is safe. This may initially involve brief visits to inspect property. A wide range of assistance is provided by emergency and human services organizations.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: An evacuation may be necessary.

Depending on the nature of the incident, an evacuation may be deemed necessary by law enforcement, fire services, a governing body, or other competent authority. State law provides the following officials the authority to order an evacuation in their jurisdiction upon declaration of a disaster or emergency:

- Chairperson of the Madison County Board of Commissioners
- Mayor in the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City
- Montana Governor

Upon the declaration of an emergency or disaster and the issuance of the associated order, the Principal Executive Officer may:

- a. Direct and compel the evacuation of all or part of the population from an incident or emergency or disaster area within that political subdivision when necessary for the preservation of life or other disaster mitigation, response, or recovery.
- b. Control the ingress and egress to and from an incident or emergency or disaster area and the movement of persons within the area.

References: See MCA 10-3-406 and/or MCA 7-33-2212 for more information.

Although, not explicitly stated in state law, the authorities and responsibilities of the jurisdiction's fire chief, sheriff, law enforcement official, or designee (i.e. Incident Commander) include minimizing the danger to persons from hazards such as fire, hazardous materials, and other threats. The Incident Commander may impose access restrictions of limited duration in response to imminent requirements for safety, security, or for other public safety concerns (such as maintenance of a crime scene), however, these limitations shall be imposed for only very limited durations of time and the smallest possible area. For these reasons, in the instances of a rapidly evolving situation, the authorities to evacuate those from the threatened areas are assumed. References: MCA 7-33-2001, MCA 7-32-2121, and MCA 7-32-4105.

The extent of the evacuation should be considered. The judgment as to which scale is in effect will be subjectively arrived at by the Incident or Unified Commander or by government officials as the incident unfolds. The three scales of evacuation include:

- Limited evacuation - "Limited" is intended to address cases of relatively small scope, involving a very confined area of hazard.
- Local evacuation - "Local" refers to incidents involving displacement of a significant portion of the county area or large numbers of people but not the entire county.
- General evacuation - If all of Madison County needs to be evacuated, the event becomes "General" and external assistance will usually be involved.

The decision to order an evacuation should include the following considerations:

- Nature of the peril and its immediacy
- Objectives to be accomplished
- Geographic area and/or extent of the evacuation
- Methods for alerting those in the hazard areas (see [Warning Annex](#))
- Preferred routes and methods of evacuation
- Identification of "safe" locations evacuees can go to (see [Mass Care Annex](#))
- Transportation options for those without adequate transportation resources (see [Special Needs Annex](#))
- Options for evacuating and providing for household pets
- Security of the evacuated area

When a threat to public safety is anticipated but not yet imminent enough to order an evacuation, an evacuation alert, warning, or request may be issued. This process allows local authorities to notify the public of the possibility of an evacuation order and allows the public to prepare for an immediate departure or leave before an order is issued.

- *Decision Point:* *An evacuation alert, warning, or request is issued.*

Once an evacuation alert, warning, or request is issued, this information should be communicated to the population within the potential evacuation area, and ideally, guidance outlining preparation activities for an evacuation order should be provided.

- Decision Point: An evacuation order is issued.

When an evacuation order is issued, the jurisdiction's law enforcement authority is responsible for enforcing the order. The following elements are critical at this decision point:

- Communication of the order with the public at risk
- Restriction of persons into the evacuating area, with the exception of appropriate response personnel and other authorized persons
- Activation of transportation resources for those lacking adequate transportation, if needed
- Collection of evacuee contact information, if time and resources allow

See the [Special Needs Annex](#) for additional provisions for those people and facilities with special needs.

In such cases where individuals refuse to evacuate, those wishes will be respected to the extent that such actions will not adversely affect the overall effort and until all who are willing to cooperate have been provided for. (See the attachment, [Resistance Response - Points of Consideration](#))

- Decision Point: Initial evacuation is completed.

Once the initial evacuation is completed, efforts to maintain the evacuated area include:

- Provide continued security
- Make additional efforts to persuade those persons who refused to evacuate to comply with lawful orders

- Decision Point: Expansion or contraction of the evacuation area is or may be necessary.

As new information becomes available or the hazard area increases, expansion of the evacuation area may be needed. If so, processes similar to those implemented for the initial evacuation consideration and order should be followed. Similarly, when the hazard area decreases or contracts, measures similar to those that are taken when an order is lifted should be used.

- Decision Point: Evacuation order may be lifted.

As the hazard diminishes, considerations must be made regarding how the evacuation order will be lifted:

- Assess the area for potential hazards (i.e. road/bridge stability, loss of utilities, etc.) and take appropriate measures
- Identify the methods to be used for notifying the evacuees
- Develop a system for re-entry that allows legitimate persons (i.e. residents, business owners, employees, etc.) back into the area first
- Develop information for returning evacuees on potential health and safety hazards and actions they should take when returning to the area
- Prepare disaster assistance resources / centers for those that may have suffered losses

- Decision Point: Re-entry into the evacuated area is allowed.

Upon release of the evacuation order, authorities should facilitate the following:

- Allow controlled re-entry into the evacuated area, if necessary
- Provide safety information to those entering the area
- Provide disaster assistance information to those that may have suffered losses
- Open the area to normal access

G3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Principal Executive Officers / Local Elected Officials

- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)
- Issue evacuation orders, as needed.
- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)
- Work with Emergency Management and/or Incident Command to coordinate the timing of evacuation orders and order terminations.
- Coordinate with Emergency Management and the Public Information Officer, through the Emergency Operations Center.

Law Enforcement

- Notify the public of evacuation orders.
- Manage evacuation operations.
- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as needed.
- Provide controlled access upon initial re-entry.
- Provide for the safety and security of jail inhabitants during an evacuation of the jail.

Fire Departments

- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as applicable for wildfires, hazardous material releases, and other hazards.

- Assist with evacuation notifications, as requested.

Fire Warden

- Impose limited access restrictions to protect public safety until additional authorities are provided.
- Recommend evacuation orders to the Principal Executive Officers / Local Elected Officials, as applicable for wildfires, hazardous material releases, and other hazards.

Search and Rescue

- Assist with notifying those in the backcountry areas of evacuation alerts, warnings, requests, and/or orders, as conditions allow.

Public Health

- Notify and coordinate with the American Red Cross for shelter and/or evacuee registration services.

Community Emergency Response Teams (CERT)

- Support Emergency Management, as training allows. Examples of activities may include, but are not limited to:
 - Dissemination of the evacuation alerts, warnings, requests, and orders and associated information.
 - Assisting at shelters, mass care, and/or registration sites.
 - Assisting with pet evacuations and sheltering.

Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.

Other Entities

- Perform other duties as needed and assigned.

G4. Direction, Control, and Coordination

Incident Command will vary depending on the incident triggering the evacuation and will most often be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Principal Executive Officers / Local Elected Officials
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)
- Fire Warden (if due to wildfire)

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other related local plans related to this annex (horizontal coordination) include:

- Madison County Public Health Department Emergency Response Plan, Annex III and Appendix B

G5. Information Collection and Dissemination

G5.1 Information Collection for Planning

Table G5.1A lists the key information needed and possible sources when considering, planning for, and implementing an evacuation.

Table G5.1A Possible Information Sources

Information Type	Source
Estimate of the number of people under the evacuation order	<ul style="list-style-type: none"> ○ Incident / Unified Command ○ Madison County GIS ○ Madison County Communications Center
Potential evacuations sites (shelter, mass care, information, and/or registration)	<ul style="list-style-type: none"> ○ American Red Cross ○ Madison County Public Health
Resources (number and type) available to assist with the evacuation and evacuees	<ul style="list-style-type: none"> ○ Individual agencies / organizations
Hazard forecasts (potential for hazard growth and/or continuation)	<ul style="list-style-type: none"> ○ Incident / Unified Command ○ National Weather Service, Great Falls

G5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The types of questions evacuees and the general public may want or need answers to include:

- Why do I need to evacuate?
- When do I need to leave?
- What should I bring?
- Where should I go?
- Should I provide alternate contact information (cell phone, phone for where I will be staying) to anyone? If so, whom?
- What should I do with my pets and/or animals?
- What can I do to protect my property from the hazard?
- How will my property be protected from vandals?
- How long do you think the evacuation will last?

When more of these questions can be realistically and consistently answered, less confusion and frustration will likely result. In some cases, whether or not a person decides to evacuate can depend on the information they receive and the perception of its accuracy.

G6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

G7. Administration, Finance, and Logistics

G7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

G7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

G8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

G9. Authorities and References

G9.1 Authorities / References

- Madison County Resolution #18-2005: Adoption of the National Incident Management System
- Montana Code Annotated 7-32-2121: Duties of Sheriff
- Montana Code Annotated 7-32-4105: Duties of Chief of Police
- Montana Code Annotated 7-33-2001: Fire Chief – Powers and Duties
- Montana Code Annotated 7-33-2212: Activity Restrictions in High Fire Hazard Areas
- Montana Code Annotated 10-3-406: Authority of Principal Executive Officer

G9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

G10. Attachments

- Population Protection Plan for Evacuation
- Population Protection Warning

- Evacuation Request
- Evacuation Order
- Resident Contact Data Sheet
- Resistance Response - Points of Consideration
- Perimeter Control Quick Check
- Roadblock Access Log Form

POPULATION PROTECTION PLAN FOR EVACUATION

The Madison County Department of Emergency Management and Madison County Sheriff's Office would like to offer some basic tips that will help you determine what actions to take in the event a wildland fire, flood, or other imminent disaster threatens the area where you live, work, or recreate.

Phases of Population Protection

ALERT.....Persons within the affected area will be advised of the emergency and recommended response. If time permits, law enforcement or other emergency services representatives will make personal visits to each residence and business.

WARNING.....There is a good probability of the need to evacuate. Information about moving property and livestock will be provided. It may be suggested that some residents temporarily relocate during this stage.

REQUEST.....Occupants of the affected area are asked to leave within a specified time period along designated routes and to check-in at a briefing site or an evacuation center.

ORDER.....Evacuation is mandatory in order to protect the lives of area occupants and the lives of emergency personnel responding to the incident.

MAINTAINANCE....Roadblocks and 24-hour patrols by law enforcement are instituted to protect property within the evacuated area and control access.

RECOVERY.....Occupants are allowed to return as soon as it is safe. This may initially involve brief visits to inspect property. A wide range of assistance is provided by emergency and human services organizations.

√ **KEEP INFORMED:** Population protection is a cooperative effort with area occupants as the main players. Stay tuned to media outlets for situation updates. Listen and ask questions when emergency services representatives visit you. If time permits, a resident information site will be established in the area and up-to-date information will be posted.

√ **PLAN AHEAD:** A little advance planning can help avoid last minute frustrations. Plan where you will go and what you will take before an emergency threatens your area.

√ **DO NOT CALL 9-1-1 FOR INFORMATION:** The 9-1-1 Center is designed and staffed to dispatch emergency services. They are not equipped to serve as an information resource. Appropriate information points and telephone numbers will be disseminated for each incident.

MADISON COUNTY, MONTANA

A public protection WARNING has been issued for this area.

Persons are warned that current or projected threats or hazards are severe enough to indicate a good probability of the need to evacuate.

- ✓ **This is the time for preparation, precautionary movement of persons with special needs, mobile property, and (under certain circumstances) pets and livestock.**
- ✓ **You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.**
- ✓ **The location of public assistance centers and information sites will be broadcast. You are encouraged to stop by the nearest center or site for helpful pamphlets and current status updates.**
- ✓ **If conditions worsen, we will make every attempt to contact you personally. If you are absent from your home for more than a short time, please leave a note with your name and a contact telephone number in a door or window (where it can be easily seen).**

MADISON COUNTY, MONTANA EVACUATION REQUEST

Events dictate a good probability that currently projected threats or hazards will severely limit our ability to provide emergency service protection.

Dangerous conditions exist that may threaten residents or businesses.

- ✓ **You are requested to leave. Fire and law enforcement personnel are working in this area to provide specific information about when to leave and the route(s) to take.**

- ✓ **It is important that you stop by the nearest public assistance center as you leave. They will ask for information about where you will be staying so we can contact you if necessary. If you need special help with lodging, etc. there will be people ready to help you.**

- ✓ **You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.**

- ✓ **The location of information sites will be broadcast. You are encouraged to stop by the nearest public assistance center or information site for helpful pamphlets and current status updates.**

MADISON COUNTY, MONTANA EVACUATION ORDER

Current conditions present specific and immediate threat(s) to the life and safety of persons within this area.

- ✓ **You are ordered to immediately evacuate. Fire and law enforcement personnel are working in this area to provide specific information about when to leave and the route(s) to take.**
- ✓ **If you choose to ignore this order, you must understand that emergency services will not be available and there is a good chance we would be unable to rescue you. Volunteers will not be allowed to enter the area to provide assistance.**
- ✓ **It is important that you stop by the nearest public assistance center as you leave. They will ask for information about where you will be staying so we can contact you if necessary. If you need special help with lodging, etc. there will be people ready to help you.**
- ✓ **You will be kept advised as conditions change. Area radio and television stations have been asked to broadcast periodic updates.**
- ✓ **The location of information sites will be broadcast. You are encouraged to stop by the nearest public assistance center or information site for help and answers to your questions.**
- ✓ **Daily meetings with representatives of local governments and the incident management team will be held. Times and locations will be available at information sites and will be broadcast on area media outlets.**

MADISON COUNTY RESIDENT CONTACT DATA SHEET

INCIDENT NAME/DESCRIPTION

LOCATION _____ NR OF PEOPLE _____

PRINCIPAL CONTACT _____

HOME PHONE _____ BUSINESS PHONE _____

PROPERTY OWNER _____

- IF EVACUATION IS NECESSARY, DO OCCUPANTS ANTICIPATE NEEDING ASSISTANCE FOR LODGING? _____
- IF NO, WHAT IS INTENDED LOCATION / CONTACT NUMBER? _____
- DOES ANY OCCUPANT REQUIRE SPECIAL MEDICAL OR OTHER ATTENTION? (NAME & BRIEF CONDITION DESCRIPTION _____

- POTENTIAL HAZARDOUS MATERIALS ON PROPERTY? _____

- PETS OR LIVESTOCK ENDANGERED BY EMERGENCY? _____

- DOES OCCUPANT HAVE SUFFICIENT RESOURCES TO RELOCATE LIVESTOCK IF NECESSARY? HOLDING FACILITIES AVAILABLE? _____

- DOES OCCUPANT DESIRE STORAGE AREA (IF AVAILABLE) FOR ITEMS REMOVED FROM PREMISES, SUCH AS VEHICLES, BOATS, RV'S ETC? _____

BRIEFLY DESCRIBE BUILDINGS _____

PROXIMITY TO HAZARDS _____

PHOTOS TAKEN? _____ TYPE? _____ BY WHOM? _____

COMMENTS _____

SIGNATURE OF OCCUPANT _____

DATE & TIME OF CONTACT _____

CONTACT COMPLETED BY _____

Resistance Response - Points of Consideration

First, ensure the non-compliance is not due primarily to failure of responders to adequately protect or communicate...recognize the difference between obstruction and an individual's legitimate effort to care for family and personal property. (*i.e.; a concerned parent at a roadblock attempting to determine the status of family members within the affected emergency area*)

Second, develop and disseminate to responders specific guidelines for dealing with non-compliance such as persons refusing to evacuate when ordered or violating established perimeters to enter a closed area. Elements to consider include:

- ◆ Clearly communicate:
 1. Nature of the emergency
 2. Authority of the responder to evacuate and/or close area
 3. Danger(s) posed by entering or remaining in affected area
 4. Response efforts being made and options available to address the subject's concerns
- ◆ Emphasize that responder safety will not be jeopardized in futile rescue attempts should the non-compliance continue
- ◆ Identify the subject....note clothing description and, if possible, obtain name(s) of personal physician and dentist (for use should post-incident identification of remains become an issue)
- ◆ Document the above.....video or cassette tape recording is preferable. Otherwise, take notes and try to have a witness present
- ◆ Determine the effects of limited responder resources being diverted to deal with the subject....arrest and transport are labor intensive!
- ◆ Act: If the non-compliance endangers only the life or safety of the adult subject involved and he/she knowingly disregards the danger, it may be best to leave the subject alone (*i.e.; Harry Truman refusing to leave his cabin at the Mount St. Helen volcano site*). If it would also directly endanger the life or safety of others (children, etc.) or would clearly hinder the response effort and thereby endanger others, arrest or forcible removal of the subject should be considered. Consider release of the subject after removal from the affected area
- ◆ Review non-compliance response guidelines with legal counsel if time permits....preferably the prosecutor having jurisdiction in the affected area

PERIMETER CONTROL QUICK CHECK



Locate fixed perimeter control points:

- At a safe distance from the incident threat
- Where they can be easily seen by approaching vehicles
- In an area where vehicles can turn around if access is denied
- As close as possible to a resident briefing point (if applicable)



Supply fixed perimeter control points with:

- Perimeter notebook with updated briefing info and supply of log forms
- Awning if natural shade is not available
- Chair
- Plenty of fresh water
- A Porta-Potty



Perimeter control personnel have more direct contact with the affected public than any other responders. They must have good “people skills” and must clearly understand that our role is to help maintain a safe working environment for response personnel and to assist those residents and other persons directly affected by the incident and resulting access restrictions.



Accurate information is critical to our safety and success. Each fixed control point and patrol unit should have a copy of the Incident Action Plan (IAP) for the current operational period and/or regular situation status updates.

- **Use** this information to answer people’s questions;
- **Do not** speculate or offer opinions about fire behavior, duration, etc.
- **Refer** people to the nearest briefing point for specific assistance with their individual need or, if more appropriate, obtain advice from a supervisor on what assistance is available and how to initiate it



Distribute available handouts describing current restrictions, closures, population protection phases, etc. as appropriate.

MADISON COUNTY ROADBLOCK ACCESS LOG FORM

INCIDENT NAME AND TYPE

DAY & DATE

LOCATION

OPERATIONAL PERIOD (FROM... TO...)

PERSONNEL ASSIGNED _____

SUPERVISOR _____

	TIME IN	TIME OUT	VEHICLE LICENSE #	DRIVER'S NAME	# OF PEOPLE	DESTINATION	COMMENTS
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							

MASS CARE ANNEX H

H1. Purpose, Situation, and Assumptions

H1.1 Purpose

The purpose of this Mass Care Functional Annex is to guide and coordinate agencies and organizations in providing shelter and care to the public during a disaster, emergency, or incident within Madison County. Disasters, emergencies, and incidents can leave residents and visitors homeless or displaced without the basic needs of shelter, food, water, or other items. Providing for the basic life-sustaining needs of the population can save lives and make a disaster or emergency situation more tolerable.

H1.2 Situation Overview

Mass care in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City may occur for a variety of reasons, including, but not limited to, flood, hazardous material release, terrorism, civil unrest, volcano, wildfire, or any other hazard that leads to an unstable or unsafe structure or situation. The extent of shelter and/or mass care operations may range from the population of a small subdivision level to countywide.

See the [Base Plan, Table 1.3C](#) for resident population figures for several locations in Madison County. Depending on the incident, all or a subset of the populations may need mass care. In addition, non-resident populations may also be present in the communities. Note that significant seasonal increases are common.

An important concept to recognize is that in many types of incidents where individuals are displaced from their homes, a large majority of individuals take shelter elsewhere, usually with family or friends in unaffected locations.

H1.3 Planning Assumptions

- An incident that displaces a significant number of individuals from their homes, either because of damages or evacuation, may create a need for mass care.
- Facilities or locations exist within or near Madison County where mass care services can be provided.

H2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

➤ Decision Point: Individuals are in need of shelter.

When people are displaced from their homes, either because of damages or evacuation, shelter arrangements may be needed. Historically in Montana, many people will go and stay with family or friends that are not impacted by the incident. Others, however, may need temporary shelter until long term arrangements are made or they can return home.

The American Red Cross is tasked and trained nationally to provide this service, however, local government is also authorized to open and manage shelters, if desired. When requesting a shelter, please provide the following information:

- Brief overview of the type of incident (i.e. why do people need shelter?)
- Approximate number of people needing shelter (note: this is different than the number of people affected)
 - If this is not known, an estimate of the number of people affected or the number of households affected.
- Preferred shelter location and facility contact information, if a preference exists. Otherwise, the American Red Cross maintains a list of possible shelter locations and contact information.
- Approximate or likely event duration, if known.

When selecting a shelter location, the following should be considered but are not necessarily required:

- Safety (fire detection/suppression system, security, structural integrity such as if the building can sustain aftershocks following an earthquake, etc.)
- Proximity to the incident location (the shelter should be far enough away to be in a safe location, but also close enough so that those affected are close to information and such)
- Availability (is school in session, are church services scheduled, etc.)
- Kitchen facilities
- Shower facilities
- Accessibility (handicapped accessible entry and restrooms)
- Back-up power
- Communications (cell service, radio coverage, etc.)
- Proximity to animal emergency shelters/locations

Important things to note when opening a shelter:

- Depending on the location and type of incident, the American Red Cross may need a few hours before being able to set up a shelter.
- If a government-run shelter is preferred or necessary, supplies for the shelter, such as blankets, cots, toiletries and sanitary items, first aid items, forms, and signage, will need to be obtained from local sources.
- Pets (except for service animals) are not allowed in American Red Cross shelters.
- The American Red Cross may be able to make some accommodations for those with special needs, but is not able to open a special needs shelter. See the [Special Needs Annex](#) for more information.
- Providing a local volunteer or two, such as CERT members, that are familiar with the area may be very useful for the American Red Cross volunteers that may not be as familiar with the area.

- For obvious reasons, individuals may need to be decontaminated or screened before entering a shelter.

Once a shelter is operational, shelter managers should maintain regular communications with the Incident Command Post, Emergency Operations Center, and/or Emergency Manager. Informational briefings should also be provided on a regular basis for shelter residents.

The shelter is closed when no longer needed or when housing arrangements have been made.

- Decision Point: *A Reception / Evacuation Center is needed.*

A Reception Center may be established before a shelter is opened. A Reception Center, sometimes called an Evacuation Center, is a location, usually close to the incident where people can go to “register” their contact information before leaving the area. This information can be important for contacting individuals that are staying with family or friends or in alternate locations. Individuals may need to be contacted with specific questions or information from emergency responders, if someone is concerned with their whereabouts, or with recovery information. A Reception Center can also be used as a temporary spot for those waiting for the shelter to open. Often, the Reception Center is at the same location, such as the lobby or corner of the room, where the shelter will be.

- Decision Point: *Mass feeding of the public and/or responders is needed.*

The Salvation Army, American Red Cross, and/or government agencies can feed responders and/or disaster victims, when needed. If a shelter is open, feeding of shelter residents is provided and generally occurs there. Feeding operations can be expanded to include responders and others affected by the incident, if needed. Separate feeding arrangements can also be made for responders, if warranted. In cases where residents are not displaced but are in need of food and/or water, mobile feeding operations are possible.

When requesting mass feeding for the public and/or responders, please provide the following information and allow as much preparation time as possible:

- Brief overview of the type of incident.
- Approximate number and type of people (responders and/or victims) in need of feeding.
- Possible feeding locations (on scene, in a facility, from a mobile unit, etc.). For facility locations, please provide contact information for the facility.
- Which meals are needed (breakfast, lunch, dinner, snacks, or a combination).
- Approximate or likely event duration, if known.

- Decision Point: *Other support services are needed for the mass care of the population.*

When caring for the population that has just suffered a disaster, additional basic mass care services may be needed. Often these services can be provided at a shelter or disaster recovery center. Generally, these services are provided by Voluntary Organizations Active in Disaster (VOAD) agencies such as the American Red Cross with support from Emergency Management, Public Health, and others, as needed:

- Connecting disaster victims with concerned family and/or friends. (Note that when connections cannot be made, information on potentially missing persons is to be passed on to law enforcement.)
 - Counseling and basic mental health services
 - Clothing
 - Items needed for basic survival
 - Clean-up kits
 - Other unmet needs
- *Decision Point: Due to the extent of damages or incident location, mass care is needed outside of Madison County.*

In Montana, the American Red Cross is served by a statewide chapter and is part of a national organization. Therefore, if mass care and/or sheltering services are needed to be located outside Madison County, the process is generally the same. When the shelter location is being selected and arrangements are being made to support the shelter, coordination should occur with the receiving jurisdiction's Disaster and Emergency Services Coordinator, designee, or similar official. Similar operations may be occurring in that jurisdiction as well and coordination at the multi-jurisdictional level may be required and beneficial.

H3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Provide logistical support for shelter operations.

Public Health

- Notify and coordinate with the American Red Cross for shelter and/or mass care services.
- Set up government-run shelters and/or mass care services.

Voluntary Organizations Active in Disasters (VOAD)

- Provide sheltering and mass feeding, as requested.
- Assist with medical and mental health needs.

Other Entities

- Request shelter and/or mass care services, as needed.

- Perform other duties as needed and assigned.

H4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other local plans related to this annex (horizontal coordination) include:

- Madison County Public Health Emergency Response Plan, Annex III, Mass Care Sites

State plans related to Public Information (vertical coordination) include:

- Montana VOAD Interim Mass-Care Feeding Plan
- State of Montana Disaster and Emergency Plan, Food Distribution Plan
- State of Montana Disaster and Emergency Plan, Human Service Programs Plan (in development)

H5. Information Collection and Dissemination

H5.1 Information Collection for Planning

Table H5.1A lists the key information needed and possible sources for mass care activities.

Table H5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Estimates of those needing mass care	<ul style="list-style-type: none"> - Incident Command / Unified Command - Planning Section - Operations Section - Emergency Operations Center
Shelter statistics and resources	<ul style="list-style-type: none"> - American Red Cross - Shelter Manager
Feeding statistics and resources	<ul style="list-style-type: none"> - American Red Cross - Salvation Army - Other feeding providers
Status of other mass care services	<ul style="list-style-type: none"> - American Red Cross - Other mass care service providers

H5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

When providing information on shelter services to the population, the following details should be included in the statements, as applicable:

- Shelter location(s)

- Reception center information
- Projected shelter opening time
- Items to bring to the shelter, if possible (such as medications, special dietary items, change of clothes, infant supplies, “niceties” like a pillow from home, favorite snacks, book, games, toys, etc.)
- Items not to bring to the shelter (alcohol, pets, etc.)

For mass feeding operations, the following details should be included in the statements, as applicable:

- Feeding location(s)
- Feeding time(s)
- Food and/or water distribution points

Special care should be taken to provide public information regarding the incident to shelter residents and other displaced or affected individuals. Ideally, information centers should be located close to shelters for easy access or special briefings can be conducted at the shelters. Rumor control within a shelter and/or disaster area can be a daunting task, but regular, timely informational briefings can keep misinformation to a minimum.

H6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

H7. Administration, Finance, and Logistics

H7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

H7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

H8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

H9. Authorities and References

H9.1 Authorities / References

None

H9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

H10. Attachments

None

MULTIPLE CASUALTY AND MULTIPLE FATALITY ANNEX J

J1. Purpose, Situation, and Assumptions

J1.1 Purpose

The purpose of this Multiple Casualty and Multiple Fatality Functional Annex is to guide and coordinate agencies and organizations during incidents involving multiple casualties and/or fatalities within Madison County. Effective management of such incidents from the scene to definitive medical care may maximize the survivability and outcome of victims. Coordinated management of mass fatalities is important for the preservation of possible evidence, minimizing the stress to families, ensuring proper and respectful disposition of bodies, and preventing the spread of communicable disease.

J1.2 Situation Overview

Multiple casualties and/or fatalities in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City may occur for a variety of reasons, including, but not limited to, avalanches, civil unrest, communicable diseases, earthquakes, floods, hazardous material releases, landslides, severe thunderstorms, structure collapses, transportation accidents, wildfires, or any other hazard that can injury or kill people. Most multiple casualty and fatality incidents in Madison County are related to transportation accidents.

A multi-casualty incident in Madison County is defined as an incident with more than two patients that requires additional ambulances and/or splitting of ambulance crews with fire and/or law enforcement personnel driving units to the hospitals. Elements of this plan may be activated if patients are being transported into Madison County, as can be the case from areas such as Whitehall and West Yellowstone.

Madison County has limited resources for emergency medical response and care when considering the potential for multiple casualty and/or fatality incidents. Table J1.2A provides an overview of the capabilities. Patients with injuries not exceeding the capabilities of the local hospitals (trauma level IV) are usually transported to either the Madison Valley Medical Center or the Ruby Valley Hospital. Patients exceeding the local emergency room capabilities are transported to a higher level facility from the scene or the hospital.

Table J1.2A Multiple Casualty/Fatality Capabilities

Organization/Facility	Capabilities
Ennis Ambulance	2 ambulances, staffed by volunteers
Ruby Valley Ambulance	3 ambulances, staffed by volunteers
Madison Valley Medical Center	10 beds, 3 doctors, 2 physician assistants, 16 nurses, 3 certified nursing assistants, 2 medical assistants Limited, temporary morgue capabilities
Ruby Valley Hospital	10 beds, 1 doctor, 3 physician assistants, 4 nurses, a part-time licensed practical nurse Limited, temporary morgue capabilities
Madison County Sheriff's Office	1 coroner
K&L Mortuaries	Capacity for 5 deceased persons

J1.3 Planning Assumptions

- Situations exist where normal day-to-day operations may not be able to handle a significant number of patients or fatalities.
- A wide range of possible incidents, number of patients, and conditions of patients exists.
- Patients are able to be extricated from the incident scene.
- Limitations exist in the number of trained emergency responders available, transportation units available, and patient care resources.
- The number of patients that can be handled by emergency responders and healthcare facilities on any given day will vary.
- Healthcare facilities (not necessarily in Madison County) are available to accept patients.

J2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: Size Up of the Incident and Declaration of the Multiple Casualty Incident (MCI)

In most cases, the initial notification of an incident is through a 911 call and dispatch by the Madison County Communications Center. Some information regarding the incident severity may be derived from the initial call(s) and dispatch, but the first unit on scene should:

- Provide a brief size-up/description of the incident, including an approximate patient count.
- Establish Incident Command.
- Declare a Multiple Casualty Incident (MCI).
- Request additional ambulances through the Madison County Communications Center. Generally, the closest available ambulances will be called for mutual aid and may be located in another county. If possible, additional ambulances should be called from as many locations as necessary until the need is filled.
- Establish staging, treatment, and transport areas and officers (if personnel resources exist).

- Secure scene to access patients.
- If prolonged entrapment is anticipated, a hospital team can be requested to respond to the scene.

Upon notification of the MCI, the hospital should:

- Activate the hospital plan (usually done by the Charge Nurse or an administrator).
- Notify other facilities that may receive patients and request bed/patient capacities.

➤ Decision Point: Triage Begins

Under the direction of the Incident Commander or Triage Officer (if established), triage of patients using the START (Simple Triage and Rapid Treatment) triage system and the following guidelines:

- Move quickly from person to person checking respirations, perfusion, and mental status as indicated in the START system.
- Tag patients with the appropriate triage tag (Red/Immediate, Yellow/Delayed, Green/Minor, and Black/Deceased). Note: Green/Minor conditions patients can generally walk toward you to a safe location away from the scene.
- Only move deceased persons if their location is affecting the ability to rescue others.
- Report back to the Incident Commander or Triage Officer (if established) with the number of patients within each category.

Upon completion of primary triage, the Incident Commander or Triage Officer (if established) should call the local hospital with the number of patients within each triage category.

During secondary triage, patients should be moved to the appropriate treatment/immobilization area and prioritized for treatment and transportation. Do not move deceased persons unless absolutely necessary.

➤ Decision Point: On-Scene Treatment is Needed

During incidents with extended delays for transportation resources, patients can be additionally prioritized into Group A and Group B, typically within the Red tagged patients. The more severe patients, Group A, are to be transported first. Otherwise, using the supplies available at the scene, patients can be treated and stabilized to the extent possible. If necessary, nearby structures, such as community centers, schools, medical clinics, assisted living facilities, and other structures, may be used to temporarily locate patients, for protection from the weather and other hazards until transportation arrives. Hospital teams may be deployed into the field for special cases such as prolonged entrapment. If necessary and feasible, decontaminate patients before transporting to the hospital.

➤ Decision Point: Transport of Patients Begins

The Emergency Medical Technician (EMT) on-scene usually decides where and how to send patients depending on the location and severity of the incident, but in the case of an MCI, the Incident Commander or Transport Officer (if established) should communicate with the hospital regarding where

patients should go and how. Patient coordination is a collaborative decision between the hospital and EMS staff. Options for transportation include:

- Ground ambulances
- Helicopters (to nearby locations such as Bozeman Deaconess Hospital, Eastern Idaho Regional Medical Center, or perhaps St. Patrick Hospital)
- Fixed wing aircraft (generally to more distant locations such as Billings, Salt Lake City, Denver, Seattle, etc.)
- School buses (generally would be used for the Green/Minor “walking wounded” patients)

Depending on the decisions made, additional resources, such as aircraft, can be requested by the Incident Commander (via the Madison County Communications Center) or the hospital, but communications between the entities are essential to prevent confusion. Ideally, in an MCI, the local hospital should be calling for aircraft resources and communicating with the Incident Commander or Transport Officer (if established) regarding staging areas / landing zones and where to take the patients. The fire department having jurisdiction must be called for helicopter landings. Helicopter landing pads or locations are ideally to be identified using Global Positioning System (GPS) technology. Key intersections should be avoided, if possible, due to the related traffic back-ups and delays. Ultimately, landing location suitability is at the discretion of the pilot.

As ambulances are available for transport, the ambulance crew may be split (with some EMTs remaining on-scene for triage and treatment) with fire and/or law enforcement personnel driving the units to the hospital. While enroute to the hospital and/or loading zone, the EMTs should be communicating with the receiving facility or crew regarding the number of patients, triage tag numbers, and condition information. Upon completion of transport, the ambulance should return to the scene unless directed otherwise. A log of the triage tag number and where that patient was taken must be maintained.

➤ Decision Point: *Treatment of Patients at Area Hospitals*

Communication and coordination between Incident Command and the local hospital is essential. Patients will be treated at the closest hospital unless:

- The extent of an individual’s injuries exceed the hospital’s capabilities and the patient is transported to another facility either directly from the scene or after arriving at the hospital.
- The capacity of the closest hospital is exceeded. In this case, the hospital should advise Incident Command of where patients are being diverted, ideally before the transport of patients begins.

From initial triage through definitive care, patients should be tracked using triage tag numbers or an alternate system if tags are not or no longer available. The START triage tag tracking system is compatible with federal patient tracking systems. In addition, the Electronic Medical Record used by local hospitals is an important management tools that should be used to the extent possible, including the integration of triage tag tracking numbers, during multiple casualty incidents.

If needed, additional medical personnel can be requested through the Montana Healthcare Mutual Aid System. The system is managed by Montana Department of Public Health and Human Services and local administrators include hospital administrators. Regular mutual aid channels may also be used.

➤ Decision Point: Management of Fatalities

Fatality management in Madison County is the responsibility of the Coroner/Sheriff. Therefore, deceased persons should not be moved from the scene (unless necessary for rescue efforts) until released by the Coroner. The following steps should generally be followed when dealing with multiple fatalities:

- Notification of the Coroner through the Madison County Communications Center, if not already dispatched or on-scene.
- Under the direction of the Coroner, move the deceased to a temporary morgue, if established.
- Coordinate with Incident Command (or Transport Officer, if established) to determine the number of patients transported and locations.
- Communicate with area hospitals to determine the number of deceased at each location.
- Identify the deceased.
- Notify and assemble teams of family assistance resources such as chaplains, clergy, and counselors.
- Notify next-of-kin.
- Conduct autopsies, if needed, and determine cause of death.
- Streamline the death certificate process, if necessary.
- Release the remains and property to the next-of-kin, upon release by the Coroner.

➤ Decision Point: Debriefing of Responders and Staff

Whether a multiple casualty or multiple fatality incident, a Critical Incident Stress Debriefing (CISD) for responders and staff may be needed. Madison County does not have a dedicated CISD Team, but teams from nearby counties or humanitarian organizations may be called. This type of debriefing, usually facilitated by a mental health professional, allows those involved in the incident to release their feelings and discuss the incident in a safe manner to mitigate long-term emotional trauma created by the extreme stress of the incident.

J3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Conduct Critical Incident Stress Debriefings (CISD), as needed.

Communications Center

- Provide advanced notice to emergency responders of the potential of an MCI based on information received through 911 calls.

Emergency Medical / Ambulance Services

- Triage victims.
- Communicate and coordinate with area hospital/medical providers.
- Stage and treat patients, as needed.
- Transport victims to area hospitals.

Fire Departments

- Control hazardous conditions, such as hazardous material releases and fires, at the scene.
- Extricate and rescue victims, as needed.
- Stabilize the scene for Emergency Medical / Ambulance Services.
- Provide emergency medical assistance.
- Assist with triage and transport of victims, as applicable.

Law Enforcement

including Montana Highway Patrol

- Provide traffic and perimeter control of the scene, as needed.
- Coordinate all aspects of incident fatality management.

Quick Response Units

- Assist with triage and transport of victims, as applicable.

Hospitals / Medical Providers

- Initiate hospital emergency plans.
- Coordinate with Emergency Medical / Ambulance Services.

Community Emergency Response Teams (CERT)

- Assist with triage and first aid when professional responders are unable to respond or request additional assistance.

Voluntary Organizations Active in Disasters (VOAD)

- Assist with mental health and responder feeding needs.

State and Federal Transportation Entities

including the Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB)

- Investigate transportation accidents within federal investigation responsibilities.
- In coordination with the Public Information Officer, provide information on transportation incidents within their jurisdiction.

Other Entities

- Perform other duties as needed and assigned.

J4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the multiple casualties and/or fatalities and will most often be managed through Unified Command consisting of the follow organizations:

- Emergency Medical / Ambulance Services
- Hospitals / Medical Providers
- Law Enforcement
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)
- Public Health (if due to a public health emergency)

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other local plans related to this annex (horizontal coordination) include:

- Madison County Public Health Department Emergency Response Plan
- Madison Valley Medical Center Emergency Operations Plan, Mass Casualty/Fatality Annex
- Ruby Valley Hospital Emergency Operations Plan

State plans related to this annex (vertical coordination) include:

- State of Montana Department of Public Health and Human Services, Mass Fatality Plan

J5. Information Collection and Dissemination

J5.1 Information Collection for Planning

Table J5.1A lists the key information needed and possible sources during a multiple casualty and/or multiple fatality incident.

Table J5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Number of casualties and conditions	○ Incident / Unified Command (and Triage Officer, if established)
Number of ground ambulances available to assist with the incident	○ Communications Center
Number of air resources (helicopters and fixed wing) available to assist with the incident	○ Local Hospitals
Emergency medical care capability/availability	○ Local Hospitals

Table J5.1A Possible Information Sources (continued)

Information Type	Source
Patient locations	<ul style="list-style-type: none">○ Incident / Unified Command (and Transport Officer, if established)○ Local Hospitals
Status of fatalities	<ul style="list-style-type: none">○ Madison County Sheriff / Coroner

If an aircraft, school bus, or other mass transportation vehicle is involved, the National Transportation Safety Board will need to be notified by the operator for investigation purposes.

J5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Incidents of multiple casualties and/or fatalities typically create a large amount of public interest. Basic information about the incident may be released, but information specific to individuals is generally released after family members have been notified and the information is released by law enforcement. The type of information that may be provided in public information statements include:

- The type of incident (i.e. vehicle crash, aircraft accident, hazardous material release)
- The location of the incident
- The number of vehicles involved (if applicable)
- The number of people injured and killed
- Related restrictions and closures
- A phone hotline for possible family members (often the case for commercial aircraft accidents and the line is usually managed by the airline)

In some cases, a family information center may be set up for those missing loved ones. This information center should be in a distinctly different location than a public information center where the media may be located.

J6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

J7. Administration, Finance, and Logistics

J7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

J7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

J8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

J9. Authorities and References

J9.1 Authorities / References

- Montana Code Annotated 50-6: Emergency Medical Services
- Montana Code Annotated 27-1-714: Limits on Liability for Emergency Care Rendered at Scene of Accident or Emergency
- Montana Code Annotated 7-4-29: Office of County Coroner
- Montana Code Annotated 46-4-1: Investigation of Death - Autopsy

J9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

J10. Attachments

None

PUBLIC INFORMATION

ANNEX K

K1. Purpose, Situation, and Assumptions

K1.1 Purpose

The purpose of this Public Information Functional Annex is to guide and coordinate agencies and organizations in providing information to the public during a disaster, emergency, or incident within Madison County. Public information is an essential part of any emergency situation, as the lack of information can lead to confusion, instability, and anxiety. Timely public information can also reduce the impacts of a disaster by allowing individuals to understand the resources available to them (or not available to them) and make educated decisions that can ultimately save lives and property. The coordination of information between agencies and local officials and unified statements can also improve the accuracy of the information, build confidence, and reduce confusion for the public.

K1.2 Situation Overview

During emergencies, the public needs timely, accurate information on the situation and appropriate instructions or guidance regarding protective actions that should be taken to minimize injuries, loss of life, and damage to property as well as to facilitate recovery as early and effectively as possible.

Experience has shown that institutional pressures, family concerns, peer perceptions, and a host of other deeply rooted processes can, for good or ill, affect communication and response during an emergency. People in general tend to receive, assimilate, and respond to information differently during emergencies than they do during “normal” times. Research indicates that perceptions of risk tend to be adversely affected by factors such as:

- Newness (as opposed to risks that have been experienced previously or for some time)
- Uncertainty (compared with risks which are fully understood)
- Imposed (compared to risks voluntarily entered into)
- Catastrophic nature (“event” risks, such as plane crashes, as opposed to risk that occur to individuals over time, such as heart disease)
- Availability to individual consciousness (the greater awareness, the greater the concern)
- Personification (a risk that has a real victim with a name and a face in comparison to a theoretical risk)
- Personal risk (that might happen to the individual involved, such as anthrax in the mail, as opposed to a risk that, while real, is thought of as only happening to someone else, particularly someone far removed in time or distance)

It becomes apparent, therefore, the role that understandable and factual information availability before, during, and after an emergency or disaster can influence the way in which people may perceive and react to the event.

See the [Base Plan, Table 1.3C](#) for resident population figures for several locations in Madison County. Note that significant seasonal increases are common.

Madison County’s policy is to cooperate fully with the media, to provide complete and accurate information, and to create an atmosphere conducive to useful and constructive participation by the media. Local and regional media, particularly the broadcast segment, can perform an essential role in providing emergency instructions and up-to-date information to the public. The local news media outlets for Madison County are shown in Table K1.2A. Note that most of these outlets also have an internet component.

Table K1.2A Local News Media Outlets

Name	Type	Coverage
The Madisonian	Newspaper	Madison and south Jefferson Counties
Dillon Tribune	Newspaper	Beaverhead and western Madison Counties
Bozeman Daily Chronicle	Newspaper	Greater Bozeman Area
Montana Standard	Newspaper	Greater Butte Area
KXLF, Channel 4	Television	Greater Butte Area
KTVM, Channel 6	Television	Greater Bozeman Area
KBZK, Channel 7	Television	Greater Bozeman Area
KWYB, Channel 18	Television	Greater Butte - Bozeman Area
KAPC, 91.3 FM	Radio	Montana Public Radio
KOPR, 94.1 FM	Radio	Greater Butte Area
KMBR, 95.5 FM	Radio	Greater Butte Area
KEMC, 95.9 FM	Radio	Yellowstone Public Radio
KBEV, 98.3 FM	Radio	Greater Dillon Area
KBMC, 102.1 FM	Radio	Yellowstone Public Radio
KOBB, 105.5 FM	Radio	Greater Bozeman Area
KBOW, 550 AM	Radio	Greater Butte Area
KGVW, 640 AM	Radio	Greater Belgrade Area
KBOZ, 1090 AM	Radio	Greater Bozeman Area
KXTL, 1370 AM	Radio	Greater Butte Area
KDBM, 1490 AM	Radio	Greater Dillon Area

K1.3 Planning Assumptions

- The public has a need or strong desire for information regarding an incident within Madison County.
- Information provided to the public will potentially reduce impacts caused by or related to the incident.
- Society has come to expect accurate, real-time information. Ignoring this expectation can lead to inaccurate representations of emergency operations and cause a wide variety of negative repercussions.

- For some slowly developing emergency situations (such as flood, winter storms, or wildland fire) there may be several days for authorities and the media to provide detailed information about the hazard and what residents and visitors should do.
- For other emergency situations, there may be no warning, leaving the public information system over-taxed to inform the public about the hazard and what to do about it.
- Normal telephonic or other communications systems may be inoperable or sporadic in their operation.
- Some emergency situations have the potential to generate substantial news media interest and draw both area coverage and media representatives from outside the local area.
- The demands of providing appropriate and accurate information to a plethora of media representatives could become overwhelming.
- Confusing, unclear, conflicting, or the absence of information could have adverse impacts on operations.

K2. Concept of Operations

For convenience, public information may be characterized as educational, informational, or instructional in nature.

- Educational material focuses on preparing the recipient for an emergency event and enhancing his or her overall capability to respond appropriately to their own best interests and that of their family and neighbors. Education efforts are directed toward increasing public awareness about potential hazards and how people should prepare for them.
- Informational material serves to clarify the existing situation in order to allow the recipient to more accurately assess how it applies to him or her and the nature of attendant risks in order that he or she may determine the proper actions that the recipient, family members, and neighbors may need to take. Special effort must be made to keep the public informed of the general progress of events. Reporting positive information regarding emergency response will help reassure the community. Rumor control is also a major aspect of this effort.
- Instructional public information stems from the decisions of qualified and authorized officials and implements those decisions to the greater good of the populace. Focusing on specific event-related information, it usually relates to such things as warnings, evacuation orders, shelter, and aid information and other procedural matters.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *Public information is needed for an incident involving a single agency.*

In a localized incident involving a single agency or department, public information may be developed and released by the Incident Commander or a designated Public Information Officer (PIO). Agency policies and procedures for releasing public information should be followed.

- *Decision Point: Public information is needed for an incident involving multiple agencies within a single jurisdiction.*

During incidents in a single jurisdiction involving multiple agencies or departments within that jurisdiction and possibly mutual aid from other jurisdictions, a Public Information Officer should be designated. This Public Information Officer may be the Incident Commander or another assigned individual. Responders and others involved in the incident should refrain from speaking to the media or issuing statements unless authorized by or in coordination with the Public Information Officer.

- *Decision Point: Public information is needed for an incident involving multiple agencies in more than one jurisdiction.*

Depending on the extent of the incident, a Joint Information Center may be needed. A Joint Information Center (JIC) allows multiple agencies and jurisdictions to come together, often with more than one Public Information Officer, to provide clear, consistent, and coordinated information to the public. Each jurisdiction, incident, and/or agency may have its own Public Information Officer, but these officers work together to avoid releasing conflicting, confusing, or incorrect information. Additional support staff may be needed, appropriate to the size of the incident. In federally declared incidents, a JIC will typically be set up as part of the Joint Field Office (JFO).

If just one Public Information Officer is assigned, this individual will often need to work with other incident management staff and organizations involved, including Principal Executive Officers / Local Elected Officials, to form a clear understanding of the incident, develop public information statements, and answer questions from the media and the public. All others should refrain from speaking to the media or issuing statements unless authorized by or in coordination with the Public Information Officer.

- *Decision Point: Public information statement(s) are needed.*

The types of questions public information statements should strive to answer include:

- What happened, is happening, or is going to happen?
- What type of response is occurring?
- Are there any continuing threats to my safety or property?
- What actions can, should, or must I take and for how long?
- What should I not do?
- Where can I go for additional or future information?

The other annexes also contain additional recommendations for public information, specific to that particular function or hazard.

- *Decision Point: Public information needs to be disseminated.*

The PIO should authenticate sources of information, verify for accuracy, and obtain necessary authorization before issuing public information statements or otherwise disseminating information to the public.

Outlets for public information include:

- Television
- Radio
- Newspaper
- Electronic (often a component of the outlets listed above, but many agencies have websites, networking, news feeds, email distribution lists, text messaging, etc.)
- Signage
- Face-to-face / Door-to-door
- Telephone hotline
- Trailer mounted radio transmitters

See the [Special Needs Annex](#) for additional information regarding providing public information to those with special needs such as visual, hearing, language, and cognitive impairments.

Options for releasing the information can be through press conferences/briefings, distribution of written statements, media interviews, or a combination thereof. Releases should be made on a regular and consistent basis, if possible. More urgent messages may be disseminated through the Emergency Alert System (EAS), signage, reverse calling, sirens, NOAA weather radio, and responders. See the [Warning Annex](#) for more information on the dissemination of public warnings and calls for immediate action.

When the safety, privacy, and investigation concerns are met, the media should be given access to the incident area. Media tours of the Incident Command Post and/or Emergency Operations Center may be provided when accompanied by a Public Information Officer and the impact to operations is minimal.

The PIO should compile and maintain copies of newspaper articles, videos, and news accounts to the extent possible for use in post-incident analysis and future training activities.

K3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, assign a Public Information Officer (PIO), if needed.
- Provide information to Incident Command or the PIO, as requested, and be sure to clarify if any information is not to be made public.
- Do not provide information to the media unless authorized to do so.
- Refer incident-related media inquiries to the PIO whenever possible.

Principal Executive Officers / Local Elected Officials

- In coordination with the Public Information Officer, provide information to the media.

Emergency Management

- Maintain emergency contact information for key media outlets.
- Establish a Joint Information Center, if needed.
- Establish a public information hotline, if needed.

Law Enforcement

- Release public information regarding incident fatalities.

Voluntary Organizations Active in Disasters (VOAD)

- Staff emergency hotlines providing public information, such as 2-1-1 or a locally established call center.

Other Entities

- Perform other duties as needed and assigned.

K4. Direction, Control, and Coordination

Nearly all activations of this plan will include some element of public information. The Public Information Officer (PIO), if established, is a Command Staff position that reports directly to the Incident Commander; information flow between these two individuals must be accurate, smooth, frequent, and two-way. Otherwise, the public information function is handled directly by the Incident Commander or Unified Command. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

The Director of Emergency Management will normally assign a person or persons to staff the PIO position upon request of Incident Command or as soon as the Director judges that the incident will be of such scope as to make such a designation desirable and feasible.

Other local plans related to this annex (horizontal coordination) include:

- Madison County Public Health Emergency Response Plan, Mass Prophylaxis or Immunization Clinic Plan

K5. Information Collection and Dissemination

K5.1 Information Collection for Planning

Table K5.1A lists the key information needed and possible sources for public information activities.

Table K5.1A Possible Information Sources

Information Type	Source
Overall incident information	<ul style="list-style-type: none">- Incident Command / Unified Command- Planning Section- Emergency Operations Center
Information specific to operations	<ul style="list-style-type: none">- Operations Section
Information related to other agency operations	<ul style="list-style-type: none">- Liaison Officer and/or Partner Agencies
Media preferences regarding timing of releases, conferences, points of contact, etc. (this may be a secondary concern depending on the urgency of the messages/statements)	<ul style="list-style-type: none">- Media outlets (television, radio, newspaper)

K5.2 Public Information

Public information should be reviewed and approved by Incident Command, Unified Command, and/or Principal Executive Officers and coordinated with other agencies and/or Public Information Officers before dissemination using the methods described in [Section K2, Concept of Operations](#).

K6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

Note that information broadcast over public safety radio, particularly operational communications, may not be cleared for public release and will need to be verified and approved before being released to the public. Avoid assumptions based on radio transmissions and other operational conversations.

K7. Administration, Finance, and Logistics

K7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

K7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

K8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

K9. Authorities and References

K9.1 Authorities / References

- The Constitution of the State of Montana, Article II, Section 9: Right to Know
- The Constitution of the State of Montana, Article II, Section 10: Right to Privacy
- Montana Code Annotated 2-6: Public Records

K9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

K10. Attachments

None

ROAD CLOSURE ANNEX L

L1. Purpose, Situation, and Assumptions

L1.1 Purpose

The purpose of this Road Closure Functional Annex is to guide and coordinate agencies and organizations in the orderly and expeditious closure and re-opening of roads within Madison County. Road closures can protect the traveling population from unusual and extreme road hazards. A variety of authorities have the ability to close and open roads, depending on the roadway and circumstances; this annex outlines those authorities and operations.

L1.2 Situation Overview

Roads in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are managed and maintained by a variety of local, state, and federal agencies. Simply put, the towns are responsible for their streets, the county for county roads, Montana Department of Transportation (MDT) for state and federal highways, and the US Forest Service (USFS) for roads in the National Forests. State and federal highways make up the major roadways in Madison County, including:

- US Highway 287 from Jefferson/Gallatin County to Southern Gallatin County, through Harrison, Norris, Ennis, and Cameron
- State Highway 41 from Jefferson/Silver Bow County to Beaverhead County, through Silver Star and Twin Bridges
- State Highway 55, a very small section from the Whitehall area of Jefferson County to State Highway 41
- State Highway 84 from the Bozeman area of Gallatin County to Norris
- State Highway 87 from US Highway 287 south of Cameron to Reynolds Pass and Fremont County, Idaho
- State Highway 287 between Twin Bridges and Ennis, through Sheridan, Alder, Nevada City, and Virginia City

Reasons for road closures can include, but are not limited to, hazardous material releases, transportation accidents, poor road conditions due to winter weather, reduced visibility due to smoke or winter storms, damages to bridges or road surfaces from earthquakes, floods, or hazardous weather, or other incidents in close proximity to the roadway or where a safety perimeter is needed.

L1.3 Planning Assumptions

- Road conditions or hazards exist that necessitate the closure of a roadway or roadways to protect the traveling public's safety.

L2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A state or federal highway needs to be closed.*

The Montana Department of Transportation (MDT) has the authority for closing a state or federal highway. MDT officials recognize that in some cases local or state law enforcement may need the authority for road closures to protect the life and safety of the public. The following steps should be taken to close a state or federal highway in Madison County:

- The on-scene Incident Commander, local law enforcement, Montana Highway Patrol, other emergency responders, and/or Montana Department of Transportation personnel make the decision to close the road.
- If not already assigned, an Incident Commander is assigned.
- If MDT personnel are not on-scene, the nearest MDT district office should be contacted immediately so that MDT personnel can mobilize signs.
- The Incident Commander is responsible for ensuring that the proper agencies are immediately informed about the closure, including, but are not limited to:
 - Surrounding counties that could be affected by the closure
 - Montana Highway Patrol
 - Montana Department of Transportation
 - Montana Disaster and Emergency Services
- Information provided to all agencies should include:
 - Location and reason for the closure
 - Estimated duration of the closure, if known
 - If and where traffic can be rerouted
 - On-scene contact information. The contact person may be the Incident Commander, or during very complex incidents, may be someone designated by the Incident Commander.
- If MDT personnel are not on-scene at the time of the closure, MDT will designate an agency representative. The agency representative may either be on-scene or available by phone at all times. Arrival time and/or contact information for the MDT agency representative will be provided during initial contact with the District Office.
- The MDT agency representative will have decision making authority, participate in command decisions, and be responsible for relaying any incident specific information to MDT personnel and to MDT dispatch.
- MDT personnel will determine the best locations of temporary signs and place the signs at the designated locations. MDT personnel can delegate these duties to emergency responders as needed.
- MDT personnel will notify the Incident Commander and the MDT Helena office when all signs and barricades are in place.
- The Incident Commander or designee will assign personnel to enforce barricades and will coordinate assignments with the MDT agency representative, if applicable.

➤ Decision Point: A local roadway needs to be closed.

When closing a county, town, or USFS roadway, a process similar to the state or federal highway should be followed:

- The on-scene Incident Commander, local law enforcement, Montana Highway Patrol, other emergency responders, and/or road/street department personnel make the decision to close the road.
- If road/street department personnel are not on-scene, the jurisdiction's road/street department or equivalent should be contacted immediately to mobilize signs.
- The Incident Commander is responsible for ensuring that the proper agencies are immediately informed about the closure, including, but are not limited to:
 - Surrounding counties and/or jurisdictions that could be affected by the closure
 - Madison County Communications Center
 - Local law enforcement
 - Montana Highway Patrol
 - Madison County Emergency Management
- Information provided to all agencies should include:
 - Location and reason for the closure
 - Estimated duration of the closure, if known
 - If and where traffic can be rerouted
- Road/street department personnel will determine the best locations of temporary signs and place the signs at the designated locations. Road/street department personnel can delegate these duties to emergency responders as needed.
- The Incident Commander or designee will assign personnel to enforce barricades, as needed.

➤ Decision Point: A state or federal highway or local roadway needs to be re-opened.

To re-open a state or federal highway or county, town, or USFS roadway, the following should be considered:

- All hazards should be removed, repaired, or controlled before traffic is allowed to resume, including tow trucks, emergency response vehicles, damaged vehicles, and road or bridge damage.
- Law enforcement should determine places to pre-position along the closed route before traffic is allowed to resume for the purpose of preventing accidents caused by overanxious drivers.
- Responders responsible for removing barricades will contact responders who are still on scene just prior to any barricade removal. Information relayed will include the responder's call sign or name, the location of the barrier to be removed (including mile markers and/or distance from the incident scene if possible), and the time of removal.
- Remove barricades, only upon an order through the established chain of command and when the Incident Commander, all agency representatives, and all responders remaining at the scene are informed of the anticipated traffic flow returning to the closure area.
- Law enforcement remains on-scene until traffic flows normally.
- Individual agencies are responsible for returning their barricades to the correct storage locations.

L3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Close roadways, as needed, for public and responder safety.

Street and Road Departments

including Montana Department of Transportation

- Close roadways, as needed.
- Provide information on and signage for street and road closures.
- Recommend transportation alternatives.

Other Entities

- Perform other duties as needed and assigned.

L4. Direction, Control, and Coordination

Incident Command will vary depending on the incident triggering the road closures and may be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Montana Department of Transportation
- Road / Street Departments
- Principal Executive Officers / Local Elected Officials

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

L5. Information Collection and Dissemination

L5.1 Information Collection for Planning

Table L5.1A lists the key information needed and possible sources when considering, planning for, and implementing road closures.

Table L5.1A Possible Information Sources

Information Type	Source
Road conditions and closures in neighboring counties/jurisdictions	<ul style="list-style-type: none"> ○ Montana Department of Transportation ○ Neighboring County Road Departments
Resources (number and type) available to assist with the road closures	<ul style="list-style-type: none"> ○ Individual agencies / organizations
Hazard forecasts (potential for hazard growth and/or continuation)	<ul style="list-style-type: none"> ○ Incident / Unified Command ○ National Weather Service, Great Falls

L5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The types of questions the traveling and general public may want or need answers to when a road is closed include:

- Why is the road(s) closed?
- When is the road(s) anticipated to be re-opened?
- What alternate routes are available?
- If stranded due to road closures, what type of shelter is available? (See the [Mass Care Annex](#) for more information)

L6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

L7. Administration, Finance, and Logistics

L7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

L7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

L8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

L9. Authorities and References

L9.1 Authorities / References

- Madison County Resolution #18-2005: Adoption of the National Incident Management System
- Montana Code Annotated 7-14-2127: Temporary Limitation or Prohibition of Traffic

L9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

L10. Attachments

None

SPECIAL NEEDS ANNEX M

M1. Purpose, Situation, and Assumptions

M1.1 Purpose

The purpose of this Special Needs Functional Annex is to guide and coordinate agencies and organizations in meeting the specialty needs of the population during a disaster, emergency, or incident within Madison County. Persons with special physical or mental needs generally manage their lives competently and enjoy a full range of activities commensurate with their limitations. Emergencies, however, can create situations in which such individuals are at greater risk than the general population. Anticipating and planning for specialty needs during all types of disasters will allow for more efficient and effective response to those needs.

M1.2 Situation Overview

Special needs populations exist within all jurisdictions of Madison County, including the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. The extent of those with special needs and types of special needs likely varies throughout the year. Certainly, some permanent residents may have special needs that are more readily identified by neighbors and through organizations in the communities that provide services to those residents. Others may be seasonal residents and more challenging to identify. Yet others may be some of the many tourists that travel to and through Madison County each year. In any case, the specific special needs populations are hard to identify, plan for, and prepare for until the incident occurs. Given the wide variety of needs that may need to be met, this annex highlights the most likely special needs in an emergency situation, but flexibility must be maintained for unexpected and unique circumstances.

In general, persons having special needs may be thought of for planning purposes as belonging to one or more subgroups:

- Those having sensory impairments, such as reduction or loss of hearing or sight.
- Persons having mobility impairments, such as loss of a limb or limbs, partial or full paralysis, or reduction in range of motion.
- Those having mental impairments, including persons who are mentally ill or those suffering permanent or temporary reduced mental capacity.
- Health-related disabilities, including diabetes and other illnesses requiring special medication, treatment, equipment, and/or dietary needs.
- Children can be considered a special needs population, especially when not in the care of their parents or guardians. Often, the younger the child, the greater the needs.
- Madison County is primarily an English-speaking area, so language barriers can hinder essential communications with the non-English speaking populations.

- Low income, homeless, and/or transient populations may not have a safe place of residence, transportation, or the basic living necessities needed to respond or protect themselves during an incident.

An extremely important element to recognize is that not every older person has special needs within the context of this annex and efforts to impose special treatment can sometimes be counterproductive. Therefore, the elderly in general are not categorized as a special needs population, but many do have needs within the previously mentioned subgroups.

Table M1.2A provides statistics on potential special needs subgroups in Madison County. Note that significant seasonal increases are common. Table M1.2B lists the facilities with specific special needs populations within Madison County, modified from the Madison County Pre-Disaster Mitigation Plan. Note that all locations may not be listed.

Table M1.2A Madison County Population Statistics (based on 2000 Census data)

	Alder [^]	Big Sky [*]	Ennis	Harrison [^]	Sheridan	Twin Bridges	Virginia City	Unincorporated Areas of Madison County	TOTAL, all areas of Madison County
Population	116	1,221	840	162	659	400	130	4,822	6,851
Under age of 18	31	187	204	53	135	101	19	1,111	1,570
65 years or older	14	83	174	29	190	71	18	723	1,176
Institutionalized	0	0	31	0	34	0	0	0	65
With a disability	27	101	130	23	83	87	23	698	1,021
Speak English less than "very well"	4	33	6	0	0	7	0	63	76
Below poverty level	2	75	99	20	159	33	8	522	821

Source: US Census Bureau, 2000.

[^] unincorporated area

^{*} includes areas in Gallatin County

Table M1.2B Special Needs Facilities in Madison County, Montana

Name	Address
2nd Ennis Preschool	419 West Steffens, Ennis 59729
Alder Elementary School	40 Upper Ruby Road, Alder 59710
Ennis Community Children’s School	315 Steffens, Ennis 59729
Ennis Elementary School	101 Charles Street, Ennis 59729
Ennis High School	223 Charles Street, Ennis 59729
Ennis Vocational Technical School	306 Charles Street, Ennis 59729
Harrison Schools	7540 US Highway 287 North, Harrison 59735
Helping Hands	55 Norwegian Creek Road, Harrison 59735
Kid Connection	Sheridan
Kid Connection	222 West Hugel, Ennis 59729
Kid Country Learning Center	314 South Main Street, Twin Bridges 59754
Kid’s Korner	Ennis
Kristy VerHow	Sheridan
Lil’ Dickens	3563 Highway 287, Sheridan 59749
Madison Valley Medical Center	217 North Main, Ennis 59729
Madison Valley Manor	211 North Main, Ennis 59729
Pony Senior Citizens Center (Masonic Lodge Building)	200 Broadway, Pony 59747
Ready-Set-Grow Preschool	211 ½ South Main, Sheridan 59749
Ruby Valley Hospital	220 East Crofoot, Sheridan 59749
Sheridan Elementary School	211 Madison, Sheridan 59749
Sheridan High School	107 Madison, Sheridan 59749
Sheridan Schools, Charles B. Murray Building	105 Madison, Sheridan 59749
Sheridan Senior Citizens Center	106 West Hamilton, Sheridan 59749
Sheridan Vocational Agriculture School	107 ½ Madison, Sheridan 59749
Tobacco Root Mountain Care Center	326 Madison, Sheridan 59749
Twin Bridges Schools	216 West Sixth, Twin Bridges 59754

Potential disaster and emergency issues for those with special needs include:

- Communication / Information for the visually impaired, hearing impaired, and language barriers.
- Warning and protective actions for the visually impaired, hearing impaired, mentally impaired, language barriers, and children.
- Evacuation for the mobility impaired and those lacking transportation.
- Sheltering and care for those with health-related disabilities.
- Equipment and infrastructure needs (such as electricity) for those with health-related disabilities.

M1.3 Planning Assumptions

- A hazard is threatening or has affected a special needs population within Madison County.
- The unique needs of particular individuals or populations require special response by Madison County first responders, public health, and/or emergency management.

- Ordinary procedures routinely utilized by responders, caregivers, and emergency managers may not suffice for those with special needs during times of disaster.
- Facilities that provide care to those with special needs have some level of emergency planning to continue care at alternate locations.
- Individuals that require a caregiver can be accompanied by that caregiver if displaced from their home.

M2. Concept of Operations

In incidents where support networks and services are not disrupted, the special needs populations may not require special operations. Generally, the smaller scale incidents can be easily managed with regard to special needs. During the larger scale incidents where the care and needs of the population is threatened or disrupted, special accommodations may be required.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

➤ Decision Point: Identification of Special Needs

As a rural county of relatively small population, most of those with some form of impairment are known to the community in which they reside. New or seasonal persons may not be known by the community at large. Some special needs persons may avoid being identified as such because they fear heightened vulnerabilities to crime or they may fear discrimination if their disability is revealed. And some just do not want to accept their limitations.

Some special needs populations are involved in full or part-time institutional care. Clinics, hospitals, retirement homes, schools, and licensed care facilities form the core of the special needs population. Others receive care in private residences. Organizations such as churches, home oxygen services, home health agencies, hospice, or senior citizen agencies may also provide some assistance.

The Citizens Corps Council (CCC) maintains an ongoing program which seeks to identify those who may have special needs in times of emergency or crisis. In times of emergency, the intent is that this information will be made appropriately available to responders and emergency personnel. At other times, security of this information must be maintained and access thereto is extremely limited.

Ultimately, the only way to accurately identify and assess the special needs of the population during a disaster or emergency is through feedback and communication with the public, first responders, and support organizations. For example, a telephone hotline, or in the absence of such 911 or a non-emergency line, may allow individuals, families, friends, and neighbors to call in with specific needs during an extended power outage or period of limited transportation during a winter storm or following an earthquake. Another example may be law enforcement officials conducting an evacuation find people in the hazard area lacking transportation or with a language barrier in need of translation. Similarly, visits by Community Emergency Response Team members through their list of special needs

individuals may identify the need for medication or food deliveries. No matter what the situation, as special needs are identified, the needs should then be fulfilled through the Incident Command System and/or communicated to Emergency Management. As much as practicable, specific requests including type, quantity, and location for the needed resource should be made.

➤ *Decision Point: Providing Warning and Public Information*

Awareness and response to emergency situations commonly begins with recognition of its existence through direct observation or through organized public information disseminated by radio, telephone, television, electronic media, and loudspeaker or by being informed by a friend or family member. Conventional response usually involves special planning and/or positive action as necessary to accommodate the problem.

Traditional means of exchanging information, particularly notification methods, are frequently not accessible to or usable by people with disabilities or special needs. Such a flow of information is crucial to ensure that all citizens have the information necessary to make sound decisions and take appropriate, responsible action. Often using a combination of methods will be more effective than relying on one method alone, such as combining visual and audible alerts, directions, or notifications, and will reach a greater audience than one method would alone. Emergency responders need to be sensitive and innovative.

Those individuals that cannot hear, see, comprehend, or physically respond to the problem must receive special consideration in times of emergency or crisis. Considerations for special needs populations when providing warnings and/or essential public information may include:

- Using multiple, duplicative means for distributing warnings and information, such as through television scrolls for the hearing impaired and radio and tones for the sight impaired.
- Translating the message into another language or languages.
- Communicating directly with recognized caregivers.
- Providing a communications avenue for those with additional needs.

See the [Warning Annex](#) and [Public Information Annex](#) for additional information on these functions.

➤ *Decision Point: Managing an Incident at a Special Needs Facility*

Incidents involving special needs facilities, such as hospitals, nursing homes, group homes, schools, and day cares require coordination between facility management and emergency responders. Ideally, these facilities have pre-planned such events so that evacuation procedures, transportation options, and alternate facility locations are identified. Someone with a broad understanding of these plans, generally an administrator from the facility, should be integrated into the command structure of the incident. Steps and considerations for Unified Command (including facility management, incident responders, and possibly public health) include:

- Evaluation of the threat to the facility. If threats exist, possible options include:
 - Sheltering-in-place without moving patients / clients / students
 - Evacuating just outside the facility
 - Evacuating to a nearby like facility

- Evacuating to a distant like facility
- Evacuating to a shelter designated as a medical treatment unit or special needs shelter where staff and support services are available
- Evacuating to a general public shelter with some special accommodations
- If and when to activate the facility emergency response plan and/or evacuation plan.
- Establishment of an alternate location or evacuation point.
- Preparation and staging of patients / clients / students, if time allows, including obtaining needed equipment, supplies, and transportation units.
- Transportation of the patients / clients / students to an alternate location.
- Resumption of essential operations at the alternate location until a more permanent plan can be developed.

➤ Decision Point: Fulfilling Special Equipment and Supply Needs

Once specific needs for equipment and/or supplies are identified, those needs can be fulfilled in a variety of ways, provided the following have the equipment and/or supplies available:

- Local government and/or response agencies
- Local vendors and/or medical facilities
- Vendors and/or medical facilities in larger nearby cities such as Dillon, Bozeman, or Butte.
- Mutual aid from other jurisdictions
- Requests to Montana DES to access state and/or federal resources

Note: Equipment and/or supplies provided in a disaster or emergency should be tracked and accounted for to the extent possible and necessary.

➤ Decision Point: Fulfilling Transportation Needs

Evacuations are the primary reason for needing transportation for special needs populations. A limited evacuation, such as a school fire or similar localized event, can frequently be handled by indigenous resources. In this example, the senior administrative official may simply use the school buses normally assigned (in the case of a school incident) and coordinates utilization of parental and staff vehicles with little need for additional external transportation assistance.

Efficient transport of individuals and associated support equipment from public and private facilities within the county, such as nursing homes, hospitals, and private residences (including reduced mobility, immobile, or other special needs individuals) is an important consideration. The type and amount of transportation resources required (as well as ingress and egress routes) will vary by season, severity, and the very nature of the incident. Ideally, facilities should have some level of advanced planning for facility evacuations, including the transport of patients or clients. Determination of assembly areas, boarding locations, and alternate facility locations require close coordination with incident officials to preclude interference with response activity and possibly other facility evacuations.

Resources for transportation may include busses, vans, and/or ambulances. Madison County is somewhat limited in the number of specialty transportation resources it has, so resources from neighboring counties may be required.

➤ Decision Point: Fulfilling Personnel Needs

Caring for those with special needs can require significantly more personnel resources than the general population. Examples of specific personnel resources that may be required include:

- Medically Trained – nurses, doctors, emergency medical technicians, and others with medical training
- Translators – bilingual members of the community or volunteer organizations and/or university students/instructors
- Social workers and/or mental health professionals
- Support – CERT members, teachers, child care professionals, shelter workers, community volunteers

Many of these types of personnel are not traditional first responders and may need to be provided with specific tasks and direction to be integrated into the incident response, however, their abilities and knowledge related to special needs populations can be invaluable. Personnel resources that cannot be fulfilled through incident management should be requested through Madison County Emergency Management.

➤ Decision Point: Mass Care Needs

Sheltering and mass feeding operations should accommodate those with disabilities, however, the number of facilities in the communities that are completely handicapped accessible and have emergency power are very limited. In addition, American Red Cross shelter workers may not have the skills or resources necessary for the specific care of those with special needs. Accommodations can often be made, however, through requests for specific needs such as access to an electric outlet, special dietary requirements, refrigeration of medications, use of service animals, and other unique needs. If a large number of those with special medical or other needs require shelter, or accommodations at the public shelter cannot be made, a special needs shelter managed by local government may be required. The following considerations should be made before opening a special needs shelter:

- Accessibility (including restrooms)
- Back-up Power
- Staff (nurses and others with medical training)
- Equipment (those in the shelter should bring their own necessary equipment, but equipment to refill oxygen tanks, if needed, should be considered)
- Disposal (area for biomedical waste)
- Bedding
- Water
- Feeding Supplies
- Refrigeration for Medications
- Provisions for Caregivers and Service Animals
- Communications

If at all possible, special needs individuals will be encouraged to bring a caregiver. Special needs shelters may be co-located with a regular shelter, when feasible.

➤ Decision Point: Conducting Home Visits and Welfare Checks

Many times during a disaster or emergency, a place of comfort and familiarity is the safest place for those with special needs to stay. In these cases, periodic visits to ensure adequate food, water, heat, and medical supplies may be warranted. These visits can be as simple as caregivers, family, neighbors, and friends increasing their awareness, vigilance, and frequency of visits. If this is not possible or the individual does not have a support network, visits and/or phone calls by emergency workers, public health, and/or volunteers may be warranted.

M3. Organization and Assignment of Responsibilities

All responders and others involved in public safety planning and response must be aware that they may encounter persons having special needs and that they may have to act with initiative, creativity, and, above all, sensitivity to respond appropriately to those needs.

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Maintain an awareness of possible special needs and pass on identified needs (translator, transportation, special assistance, etc.) to the appropriate officials.

Public Health

- Act as a focal point for awareness of special needs that exist or may be expected to exist in the area and seek to enhance such awareness throughout the entire spectrum of emergency services.
- Inform hospitals or other health care providers of the imminent need to receive special needs evacuees and their immediate medical needs, if applicable.
- Open and coordinate special needs shelters, if warranted.
- Coordinate home visitations for those with special needs, as needed.
- Coordinate delivery of medical equipment, supplies, and medications to shelter sites, care facilities, and/or residences with Incident Command, Emergency Management, and/or the EOC.
- Coordinate with churches, care facilities, senior citizen centers, and other government and non-governmental organizations that may be conducting related or supportive efforts with special needs populations.

Community Emergency Response Teams (CERT)

- Provide information on those with special needs to public health, emergency responders, and/or emergency management, if warranted.

Emergency Medical / Ambulance Services

- Transport those with non-emergency special needs to designated locations, as resources allow.

Hospitals / Medical Providers

- As providers for those with special health needs, maintain appropriate plans and resources for evacuating and caring for those populations in disaster or emergency situations.

Schools

- Maintain appropriate plans and resources for evacuating and caring for school children in disaster or emergency situations.
- Communicate with parents, as needed.

Other Entities

- Perform other duties as needed and assigned.

M4. Direction, Control, and Coordination

Incident Command will vary depending on the incident causing the disaster or emergency and will most often be managed through Unified Command consisting of the follow organizations:

- Public Health
- Hospitals / Medical Providers (if involving a hospital or medical care facility)
- Care Facility Administrator (if involving an assisted living facility, group home, or other facility providing care for special needs populations)
- School Administrator (if involving a school or schools)
- Day Care Administrator (if involving a day care)
- Law Enforcement
- Fire Departments (if due to wildfire, structure fire, and/or hazardous materials/conditions)

In general, health care facilities, schools, and child care facilities are responsible for the internal operations of their facility and the attendant provision of care services at all times. When notified of an emergency or incident requiring their participation, the person in charge in the facility at the time of the incident becomes the person responsible for emergency actions within the facility in accordance with their own established protocols.

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Other local plans related to this annex (horizontal coordination) include:

- Madison County Public Health Department Emergency Response Plan

- Madison Valley Medical Center Emergency Operations Plan
- Ruby Valley Hospital Emergency Operations Plan

M5. Information Collection and Dissemination

M5.1 Information Collection for Planning

Table M5.1A lists the key information needed and possible sources related to incidents involving special needs populations.

Table M5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Estimate of the number of people with special needs that may be affected and the types of needs they may have	<ul style="list-style-type: none"> - Hospital/Facility/School Administrator - Community Emergency Response Team - Local Special Needs Service Providers
Potential special needs evacuations sites and shelters	<ul style="list-style-type: none"> - Hospital/Facility/School Administrator - Madison County Public Health
Resources (number and type) available to assist with special needs	<ul style="list-style-type: none"> - Individual agencies / organizations - Local businesses and supply companies - Madison County Emergency Management

M5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Incidents involving care facilities, including hospitals, schools, or day cares, or when such facilities are evacuated, media and public interest is generally high. In addition, those with special needs in the communities may have immediate concerns regarding their well being following a larger scale disaster.

At a minimum, to improve the content and trustworthiness of the public information for incidents involving a special needs facility, a facility administrator should be designated the Public Information Officer or be part of the public information team or Joint Information Center.

The type of information that may be provided in public information statements include:

- Description of incident
- Actions being taken to protect the population, specifically the special needs population(s) at risk
- Alternate procedures (such as a new emergency room location or student pick-up location) for the public to be aware of
- A phone hotline for family members of those being cared for by the facilities affected
- A phone hotline for members of the special needs communities with concerns or actual needs

Recognize that when targeting information to those with special needs, the nature of their impairment(s) may well be a barrier to the flow of public information. In other cases, for a wide variety of economic, social, and physical reasons, the individuals may be denied access to these more common sources of information and routine practices must therefore be adjusted accordingly.

M6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

M7. Administration, Finance, and Logistics

M7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

M7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

M8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

M9. Authorities and References

M9.1 Authorities / References

- ADA Guide for Law Enforcement Officers: Communicating with People Who Are Deaf or Hard of Hearing
- ADA Guide for Local Governments: Making Community Emergency Preparedness and Programs Accessible to People with Disabilities

M9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

M10. Attachments

None

WARNING ANNEX N

N1. Purpose, Situation, and Assumptions

N1.1 Purpose

The purpose of this Warning Functional Annex is to guide and coordinate agencies and organizations in warning the public of potentially life-threatening situations within Madison County. Rapidly evolving events can necessitate the notification of people in the county; protective actions may preserve life and property. During periods of emergency or threats of emergency, the public needs, and generally desires, detailed information regarding protective actions to be taken to minimize the loss of life and property. The public may also require instruction and guidance relative to proper survival and response actions.

N1.2 Situation Overview

Warnings in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City may occur for a variety of reasons, including, but not limited to, bioterrorism, communicable disease, dam failure, flood, hazardous material release, hazardous weather, terrorism, civil unrest, volcano, wildfire, or any other hazard that leads to a situation requiring protective actions by the public. Warnings are most often issued for weather events.

See the [Base Plan, Table 1.3C](#) for resident population figures for several locations in Madison County. Depending on the incident, all or a subset of the populations may be targeted with warnings. Note that seasonal populations are often present.

As technology improves, the number of methods to disseminate warnings effectively is increasing. The options currently available to Madison County include:

- Emergency Alert System (EAS)
- Reverse calling
- Warning siren in Ennis
- Public address systems / Loud speakers
- Door-to-door/Face-to-face notifications

In many cases, a combination of methods may be most effective.

The closest Emergency Alert System radio stations to Madison County are KBOW 550 AM in Butte, KOPR 94.1 FM in Butte, and KGLT 91.9 FM in Bozeman. EAS activation may trigger alerting through radio, television, and electronic media methods. NOAA Weather Radio transmitters that may provide some coverage in Madison County are located in Butte, Dillon, and Bozeman. Sirens are located in several Madison County communities, but the only one designated and used for public alerting is in Ennis.

N1.3 Planning Assumptions

- An incident within or affecting Madison County may threaten lives and/or property if warning is not provided.
- The need for warnings differs from the need for public information based on the immediacy and potential for life-saving actions.
- A single warning dissemination system is not capable of effectively warning everyone in the county.

N2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *Public warning is needed for a weather event.*

The National Weather Service is the only agency authorized to issue weather warnings. Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are served by the National Weather Service office located in Great Falls. If local officials feel weather warnings are needed (i.e. a tornado is spotted, flooding is occurring, etc.), this information should be relayed and/or discussed with the National Weather Service.

In some cases, language can be added to weather warnings to alert and provide the public with additional information such as emergency travel only restrictions and road closures during winter weather or other hazardous weather events.

Weather related emergency messages are typically disseminated through the Emergency Alert System (EAS) over designated broadcasters, NOAA Weather Radios, and electronic media. Local officials may supplement these warnings through the use of other dissemination methods such as reverse calling, sirens, or vehicle mounted public address systems, as needed.

- Decision Point: *Public warning is needed for a non-weather event.*

The public may need warning for events that are not weather-related such as hazardous material releases, dam failures, and escaped prisoners. In cases where local officials need to issue the warning, the following information should be included:

- Brief description of the hazard
- Geographic extent and locations included in the warning
- Duration of the warning
- Protective actions recommended

If using the Emergency Alert System (EAS), the message should be less than two minutes in broadcast length. (Montana Emergency Alert System (EAS) State Plan, July 2008.) See the attachment for an [EAS message template](#).

See the [Special Needs Annex](#) for additional information regarding providing warnings to those with special needs such as visual, hearing, language, and cognitive impairments.

Generally, the Incident Commander or designee develops the warning and chooses the method(s) of dissemination. Decision points follow for the various dissemination methods.

- *Decision Point: Door-to-door and/or public address system notifications are needed.*

Door-to-door notifications are typically used for incidents affecting a relatively small geographic area or when other methods fail, time factors do not allow for the use of other methods, or the imminent threat warrants personal notification. Obvious limitations to door-to-door notifications include the level of personnel resources needed to perform the notifications. If possible, notification strike teams should be assembled. Vehicle mounted public address systems may also be used in this capacity.

- *Decision Point: The Ennis siren needs to be activated.*

Several Madison County communities have sirens, however, these sirens are generally only used to alert emergency responders. The exception is Ennis where the siren can be used to alert the public to an emergency. This siren must be manually activated by an authorized person.

- *Decision Point: Reverse calling is needed.*

Reverse calling allows the Madison County Communications Center to call multiple phone numbers relatively quickly in an emergency situation and provide a recorded message, usually the warning information. To implement reverse calling, the following process is used:

- Incident Commander or designee notifies the Madison County Communications Center of the need for reverse calling and provides the warning message and geographic area to receive the message.
- Madison County Communications Center then records the message and initiates the calls through their reverse calling system and procedures.
- Madison County Communications Center notifies the Incident Commander or designee when the calling begins and when the calling is completed.
- Incident Commander or designee may choose to verify receipt of the messages and success of the system by checking with those in the warned area.

- *Decision Point: Activation of the Emergency Alert System (EAS) is needed.*

The Emergency Alert System (EAS) is a system that interrupts regular programming and broadcasts a signal and emergency information over designated radio stations and NOAA weather radios. This information is also frequently re-broadcast by other radio and television stations. NOAA weather radios

may provide tone alerts, depending on the type of message and receiver features. Internet and cell phone users may additionally receive alerts through email, text messages, and software applications, depending on user preferences.

To activate EAS in Madison County, the following process is used:

- Incident Commander or designee determines that the risk to life or property warrants immediate notification of the general public.
- Incident Commander or designee creates the warning / emergency message (see [attachment](#)) and notifies the Madison County Communications Center and Madison County Emergency Management of the need for EAS activation in Madison County.
- Either the Madison County Communications Center or the Incident Commander or designee (depending on the transmission capabilities) sends the message to the National Weather Service (NWS) in Great Falls. (Note: If the NWS Great Falls office is unreachable, their back-up office is the National Weather Service in Missoula, then any other NWS office.)
 - The individual contacting the NWS should state, “This is (name and title) of (organization). I request that the Emergency Alert System be activated for Madison County because of (description of emergency).”
 - The message is preferably sent to the NWS via fax, but other methods can be used.
- The National Weather Service will authenticate the request, and if authenticated, will activate the EAS.
- Designated broadcasters and NOAA Weather Radios transmit the message.

Source: Montana Emergency Alert System (EAS) State Plan, July 2008.

N3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Maintain emergency contact information for the National Weather Service and key media outlets.

Communications Center

- Facilitate activation of the Emergency Alert System (EAS), as requested by Incident Command or the Emergency Management Director.
- Implement reverse calling procedures, as requested by Incident Command or the Emergency Management Director.

Other Entities

- Provide warning to the public on hazardous conditions, as applicable.
- Perform other duties as needed and assigned.

N4. Direction, Control, and Coordination

Depending on the type of incident requiring warning, the Incident Command and/or Unified Command may lie with law enforcement and/or fire departments/districts. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

State and federal plans related to this annex (vertical coordination) include:

- Montana Emergency Alert System (EAS) State Plan
- National Warning System Operations Manual

N5. Information Collection and Dissemination

N5.1 Information Collection for Planning

Table N5.1A lists the key information needed and possible sources for warning activities.

Table N5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Weather Warnings and Forecasts	- National Weather Service, Great Falls
Non-Weather Warnings and Recommended Protective Actions	- Incident / Unified Command
Homeland Security Threats	- Law Enforcement - Montana All Threat Intelligence Center - National Warning System

N5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

All warnings issued to the public should include the following information:

- Brief description of the hazard
- Geographic extent and locations included in the warning
- Duration of the warning
- Protective actions recommended

When clear, factual, and trustworthy information is provided in warnings, the public is more likely to take the protective actions listed in the warning. Less urgent public information following the event or

after the warning period is over is often needed. See the [Public Information Annex](#) for more information.

N6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

N7. Administration, Finance, and Logistics

N7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

N7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

N8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

N9. Authorities and References

N9.1 Authorities / References

- Montana Emergency Alert System (EAS) State Plan, July 2008
- United State Code of Federal Regulations (CFR), Title 47, Part 11: Emergency Alert System (EAS)

N9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

N10. Attachments

EAS Activation Form for an Emergency Message

EAS Activation Form for an Emergency Message

This message will override TV and Radio Station Broadcasting. Keep message to no more than 2 minutes of airtime.

Date\Time _____

Person Making Request _____

Agency of Person Making Request _____

Specific Type of Emergency (Hazmat, etc) _____

Affected Counties _____

Specific Affected Area (if available) _____

Duration of Emergency _____

Phone Number to Verify or Contact for More Information _____

Name of Person Completing This Form _____

Exact Message for Broadcast (should include nature of emergency, what area is affected, specific instructions to the public, where to obtain more information, etc.)

CIVIL UNREST ANNEX P

P1. Purpose, Situation, and Assumptions

P1.1 Purpose

The purpose of this Civil Unrest Hazard-Specific Annex is to guide and coordinate agencies and organizations during civil unrest incidents within Madison County. If not managed properly, civil unrest can escalate and threaten additional lives and property. General incident management principles and disaster and emergency processes should be applied to any civil unrest incident, but this annex provides additional information specific to these types of incidents.

P1.2 Situation Overview

Civil unrest threatens the safety and security of the general public. If not addressed appropriately, civil unrest can escalate to the point of loss of life and property. These incidents can occur for a variety of reasons and in a number of ways. They can be instigated by things such as extremist groups, large public gatherings, political differences, social differences, or individuals. Large scale protests, strikes, school violence, riots, hostage situations, and contentious court decisions are all examples of the types of events that may require the activation of this plan.

In these types of situations, law enforcement responsibilities may become highly complex and require significant resources. These situations may require resources from other jurisdictions.

Possible civil unrest losses include:

- Deaths and injuries.
- Critical facility and infrastructure physical and functional losses.
- Structure and contents losses.
- Business disruption losses.

P1.3 Planning Assumptions

- Civil unrest may have some warning, such as planned protests and impending strikes; others may occur without warning, such as school violence and hostage situations.
- Most civil unrest incidents in Madison County are localized to a single location or area.
- Small scale civil unrest incidents will not require activation of this plan.

P2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A situation or event in Madison County may lead to civil unrest.*

Certain types of events, such as planned protests or demonstrations, dignitary visits, court rulings, or strikes, may cause concern for civil unrest. Although usually peaceful, these types of events allow for advanced planning that local officials may benefit from, both as an exercise and also in the case that civil unrest does occur.

Law enforcement and local officials should perform the following:

- Develop a written Incident Action Plan.
- Alert and/or activate off-duty and reserve peace officers.
- Notify mutual aid and assisting agencies of event and possible requests.
- Consider establishing and staffing an Incident Command Post and/or the Emergency Operations Center, if needed.
- Maintain close observation of and security for the planned event.

- Decision Point: *Civil unrest is occurring in Madison County.*

When civil unrest occurs, law enforcement has the responsibility of restoring order. The following actions may be taken to do so:

- Establish Incident Command.
- Determine immediate health and safety hazards.
- Contain the problem area(s) and person(s), if possible.
- Establish an Incident Command Post.
- Establish a controlled perimeter.
- Activate off-duty and reserve peace officers, as needed.
- Establish a staging area to organize resources safety outside of the hazard area.
- Request assistance from specialized tactical teams and mutual aid agencies, if needed.
- Conduct emergency operations such as treating injured persons and fire suppression, as needed. (See the [Multiple Casualty and Multiple Fatality Annex](#) for additional information on this function.)
- Conduct evacuations or advise sheltering-in-place, if needed and possible. (See the [Evacuation Annex](#) for additional information on this function.)
- Calm the situation through standard tactical procedures such as crowd dispersion, negotiations, and containment.
- Arrest individuals and utilize mass arrest procedures, if and as needed.
- Identify a Public Information Officer (PIO) and begin disseminating information as appropriate. (See the [Public Information Annex](#) for additional information on this function.)

-
- Activate the Emergency Operations Center (EOC) for coordination, logistic support, resource management, and/or public information, if needed.
 - Request state and/or federal assistance, as needed. (Note: these requests should be made through Madison County Emergency Management and/or the Emergency Operations Center.)
 - Notify the appropriate authorities. (Note: School shootings and bombings or threats do not fall under the Federal Bureau of Investigation's (FBI) criteria for terrorism, however, such events are encouraged to be reported to the FBI.)

P3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Law Enforcement

including Montana Highway Patrol

- Conduct special operations for civil unrest incidents, as appropriate.
- Restore order.

Other Entities

- Perform other duties as needed and assigned.

P4. Direction, Control, and Coordination

Incident Command for most civil unrest incidents will be with law enforcement. If significant injuries or fires have occurred due to the civil unrest, command may be expanded to include emergency medical / ambulance services and/or fire departments. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

P5. Information Collection and Dissemination

P5.1 Information Collection for Planning

Table P5.1A lists the key information needed and possible sources when preparing for and conducting operations during civil unrest incidents.

Table P5.1A Possible Information Sources

Information Type	Source
Localized Threat Information	- Law Enforcement - Montana All Threat Intelligence Center
Resources Available to Assist	- Madison County Emergency Management - Montana Disaster and Emergency Services

P5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Road and area closures and expected duration
- Shelter, mass care, and mental health services information, if necessary

P6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

P7. Administration, Finance, and Logistics

P7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

P7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

P8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

P9. Authorities and References

P9.1 Authorities / References

- Montana Code Annotated 10-3-7: Tactical Incident Assistance
- Montana Code Annotated 45-8-1: Conduct Disruptive of Public Order

P9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

P10. Attachments

None

DAM FAILURE ANNEX Q

Q1. Purpose, Situation, and Assumptions

Q1.1 Purpose

The purpose of this Dam Failure Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of dam failure within or affecting Madison County. Waters released during a dam failure can quickly inundate areas not normally prone to flooding, threatening lives and damaging property and infrastructure. General incident management principles and disaster and emergency processes should be applied to any dam failure incident, but this annex provides additional information specific to these types of incidents.

Q1.2 Situation Overview

Dam incidents can range from relatively minor threats to catastrophic failure. The consequences can be devastating or minimal depending on the dam's characteristics and regional attributes. In some cases, the dam may not fail at all, but threats may warrant local responses.

Most dams are classified based on the potential hazard to life and property should the dam suddenly fail. Note the hazard rating is not an indicator of the condition of the dam or its probability of failure. Definitions are as follows:

- Low Hazard Potential: Dams assigned the low hazard potential classification are those where failure or misoperation results in no probable loss of human life and low economic and/or environmental losses. Losses are principally limited to the owner's property.
- Significant Hazard Potential: Dams assigned the significant hazard potential classification are those dams where failure or misoperation results in no probable loss of human life but can cause economic loss, environment damage, disruption of lifeline facilities, or impact other concerns. Significant hazard potential classification dams are often located in predominantly rural or agricultural areas but could be located in areas with population and significant infrastructure.
- High Hazard Potential: Dams assigned the high hazard potential classification are those where failure or misoperation will probably cause loss of human life.

Source: Federal Guidelines for Dam Safety, Hazard Potential Classification System for Dams, Federal Emergency Management Agency, April 2004.

Madison County has 34 dams – 8 high hazard, 7 significant hazard, and 19 low hazard. Table Q1.2A shows the high and significant hazard dams in Madison County. The Clark Canyon Dam in neighboring Beaverhead County and the Hebgen Dam in neighboring Gallatin County could also impact Madison County. Some dams have Emergency Action Plans (EAPs), including the Clark Canyon and Hebgen Dams. These EAPs usually include a notification scheme which interfaces with that of the county and includes

notification of a limited number of key personnel should a breach or other disaster appear to be possible.

Table Q1.2A High and Significant Hazard Dams in Madison County

Dam Name	Water Body	Hazard	Owner	EAP?
Bell Lake Dam	Tributary of South Willow Creek	High	Farrell & Rice Ranches	Unknown
Big Sky Dam	Middle Fork of West Fork of Gallatin River	High	Big Sky of Montana Inc.	Unknown
Cataract Creek Dam	Cataract Creek	High	Montana DNRC	Unknown
Madison Dam	Madison River	High	PPL Montana	Yes
Ruby Dam	Ruby River	High	Montana DNRC	Yes
South Meadow Creek Dam	South Meadow Creek	High	South Meadow Creek Dam Inc.	Unknown
Upper Branham Dam	North Fork of Mill Creek	High	US Forest Service	Unknown
Willow Creek Dam	Willow Creek	High	Montana DNRC	Yes
Albro Dam	Tributary of South Willow Creek	Significant	Mary Albro	Unknown
Earthquake Lake Dam	Madison River	Significant	US Forest Service	Unknown
Hemund Dam	Dogtown Sewer	Significant	George Armstrong Jr.	Unknown
Hollowtop Lake Dam	Tributary of North Fork of Willow Creek	Significant	Carlton Shaw	Unknown
Jackson Dam	North Fork of Wisconsin Creek	Significant		Unknown
Noble Dam	North Fork of Wisconsin Creek	Significant		Unknown
Norwegian Creek Dam	Norwegian Placer Gulch	Significant	Barry Rice	Unknown

Source: National Inventory of Dams Data Dictionary, US Army Corps of Engineers, February 2009.

Although not particularly likely, seismic activity, poor maintenance, overwhelming flow conditions, and terrorist activities can all lead to the catastrophic failure of a dam. The result is the rush of water contained by the dam downstream at a rapid pace. The structural integrity of a dam depends on its design, maintenance, and ambient conditions. The potential for dam failure and catastrophic downstream impacts cannot be overlooked in an area subject to earthquakes and intense spring snowmelt and runoff events.

Possible dam failure losses include:

- Flooded roadways.
- Road, bridge, and culvert losses.
- Water and sewer system losses.
- Electric and telephone service disruptions.

- Structure and contents losses, including critical facilities.
- Business losses.
- Crop and livestock losses.
- Deaths and injuries.

Q1.3 Planning Assumptions

- Dam failure may occur without warning.
- The geographic extent of dam failure impacts may range from localized at a single site to the entire river stretch (including areas not typically prone to flooding).
- The duration of floodwaters may range from hours to days.
- Extreme impacts, more than have been seen in Madison County historically, are possible.

Q2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: An event or conditions are occurring that might threaten the integrity of a dam or impacts downstream are possible.*

When a dam incident occurs that doesn't immediately threaten lives and property downstream, an Incident Commander and/or Incident Management Team should be established to:

- Assess the situation.
- Secure areas that would likely be threatened first with little warning, such as the dam itself and immediately downstream.
- Provide timely, accurate information to the public.

When assessing the situation, the following questions may be asked of the dam owners/operators or other subject matter experts:

- What conditions have created the concern?
- What is the probability of catastrophic failure?
- Will water releases be significantly higher than usual? If so, how high?
- What are the expected impacts downstream and upstream?

Once the situation is assessed, appropriate protective measures may be taken to prepare for the impacts, including the development of public information, and warning, if necessary, of those that may be impacted. See the [Public Information Annex](#) and [Warning Annex](#) for additional information on these functions. If escalation of the incident seems probable, preparations for future actions, such as the development of incident action plans, putting additional resources on alert, and preparing warning messages and methods should be considered.

- Decision Point: Dam failure is imminent or occurring with impacts downstream likely.

When dam failure is imminent or occurring and lives are threatened, warning of those in the hazard area is an immediate priority. See the [Warning Annex](#) for additional information. In addition to warning messages distributed by local officials, a Flash Flood Warning would likely be issued by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Great Falls.

If evacuation of the threatened area is ordered and/or recommended, please refer to the [Evacuation Annex](#) and [Mass Care Annex](#) for additional information on those functions.

Once the warning function is completed and protective actions have been taken, monitoring and reporting of the situation should be continued, and public information should be provided at regular intervals. See the [Public Information Annex](#) for additional information. Once floodwaters have receded, damage assessment and recovery efforts can begin or continue. See the [Damage Assessment Annex](#) for additional information on this function.

Q3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Other Entities

- Perform other duties as needed and assigned.

Q4. Direction, Control, and Coordination

Incident Command for dam failure and threatened dam failure incidents will most often be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Emergency Management
- Dam Owner/Operator

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

Dam specific plans for Madison County (horizontal coordination) include:

- Clark Canyon Dam and Reservoir Emergency Action Plan, US Bureau of Reclamation
- Hebgen Development Emergency Action Plan, PPL Montana
- Madison Development Emergency Action Plan, PPL Montana
- Ruby Dam Emergency Action Plan, Montana DNRC
- Willow Creek Dam Emergency Action Plan, Montana DNRC

Q5. Information Collection and Dissemination

Q5.1 Information Collection for Planning

Table Q5.1A lists the key information needed and possible sources when preparing for and conducting operations during dam failure events.

Table Q5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Dam Conditions	<ul style="list-style-type: none"> - Dam Owner/Operator - Montana DNRC Dam Specialists - Private Engineers
Dam Inundation Areas	<ul style="list-style-type: none"> - Dam Emergency Action Plan - Dam Owner/Operator - GIS Specialists
River/Stream Levels, Weather Warnings, and Forecasts	<ul style="list-style-type: none"> - National Weather Service, Great Falls (Note: The NWS may be able to provide an on-site Incident Meteorologist, if warranted.)

Q5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation (dam is damaged, experiencing uncontrolled flows, is completely washed out, etc.)
- Anticipated water body rises and/or river levels
- Areas expected to be impacted
- Expected upstream/reservoir impacts
- Anticipated duration
- Protective actions needed or recommended

- Shelter and mass care information
- Disaster recovery information

Q6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

Q7. Administration, Finance, and Logistics

Q7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

Q7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

Q8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

Q9. Authorities and References

Q9.1 Authorities / References

- Federal Guidelines for Dam Safety, Hazard Potential Classification System for Dams, Federal Emergency Management Agency, April 2004.
- Montana Code Annotated 85-15: Dam Safety Act
- National Inventory of Dams Data Dictionary, US Army Corps of Engineers, February 2009.

Q9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

Q10. Attachments

None

EARTHQUAKE ANNEX R

R1. Purpose, Situation, and Assumptions

R1.1 Purpose

The purpose of this Earthquake Hazard-Specific Annex is to guide and coordinate agencies and organizations following earthquakes affecting Madison County. Earthquakes can cause immediate and significant damage to structures and infrastructure, trapping occupants, disrupting essential services, and creating continuing threats due to damaged infrastructure. General incident management principles and disaster and emergency processes should be applied to any incident, but this annex provides additional information specific to earthquakes.

R1.2 Situation Overview

Madison County is in one of the most active earthquake areas of the nation. The county lies near the junction of the Intermountain Seismic Belt and Centennial Tectonic Belt and is in close proximity to Yellowstone National Park, a very active geologic area. The epicenter of Montana’s most significant earthquake in recorded history, the August 17, 1959 Hebgen Lake Earthquake, was located in southeastern Madison County.

Geologists primarily measure earthquake severity in two ways: by magnitude and by intensity. Magnitude is based on the area of the fault plane and the amount of slip. The intensity is based on how strong the shock is felt and the degree of damage at a given location. The most commonly used scales are the Richter magnitude scale, moment magnitude scale, and modified Mercalli intensity (MMI) scale. Table R1.2A shows a comparison of magnitude and intensity and provides a description of likely impacts. Scientists have indicated that a 7.0 earthquake can move the ground a distance of six feet back and forth, every second. Walking, standing, and even crawling become near impossible.

Table R1.2A Earthquake Magnitude and Intensity Scales

Richter Magnitude	Typical Max. MMI	Typical Maximum Effects
1.0 – 3.0	I	Not felt except by a very few under especially favorable conditions.
3.0 – 3.9	II – III	Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck.
4.0 – 4.9	IV – V	Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
5.0 – 5.9	VI – VII	Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys broken.

Table R1.2A Earthquake Magnitude and Intensity Scales (continued)

Richter Magnitude	Typical Max. MMI	Typical Maximum Effects
6.0 – 6.9	VII – IX	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
7.0 and higher	VIII or higher	Damage total. Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bent greatly. Objects thrown into the air.

Source: US Geological Survey website, 2011.

Earthquakes within and centered outside Madison County can have profound impacts. The most significant damage from most earthquakes is to construction. Bridges are particularly vulnerable to collapse. Buildings vary in susceptibility, depending upon construction and the types of soils on which they are built. Fires caused by ruptured gas mains may also destroy structures. Dam failures, avalanches, and landslides may also be resultant hazards. The 500 year earthquake for Madison County is expected to cause over \$36 million in building-related economic losses. (Madison County Pre-Disaster Mitigation Plan, August 2009)

Possible earthquake losses include:

- Structure and contents losses, including critical facilities.
- Critical function losses.
- Loss of potable water.
- Sewer line breaks.
- Gas line breaks.
- Electric and communications outages.
- Damages to roads, bridges, and runways.
- Business losses.
- Historical losses.
- Deaths and injuries.

R1.3 Planning Assumptions

- Most earthquakes occur without warning.
- The geographic extent of earthquake impacts may range from localized in a single community to countywide.
- The initial earthquake may be a predecessor to a larger earthquake.
- Strong earthquakes may be followed by aftershocks.
- Communications and transportation capabilities may be limited following an earthquake.
- Critical facilities may be impacted and response capabilities affected by strong earthquakes.

R2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: An “earthquake of consequence” occurs and local response is needed.

For the purposes of this plan, an “earthquake of consequence” is any earthquake that causes damage in Madison County. Placing a Richter Scale magnitude in this definition used to initiate a local emergency response is not practical as seismic event measuring requires costly equipment, precise scientific methods, and time. Most people can observe and assess a sizable earthquake. Through damage observations and individual perception of movement, most people should be able to reasonably comprehend an “earthquake of consequence.”

The following operational concepts apply immediately following an “earthquake of consequence”:

- Automatic mobilization of trained responders.
- Local fire stations are the initial staging locations.
- Judicious use of radio and telephone communications is encouraged. (“Urgent traffic only” communications and avoid “conversation communications.”)
- Prepare for long term operations.
- Document activity, including “time cards” for personnel (including volunteers) and individual pieces of equipment.
- Use team effort concepts and receive direction from local Incident Commanders and the Emergency Operations Center.

First response personnel, including off duty law enforcement officers, should not wait for radio notification or a phone call for activation, as the county communications infrastructure may be inoperable or overwhelmed.

- Decision Point: County communications capabilities are compromised or unavailable immediately following an earthquake.

Local community fire stations will be the initial staging locations for gathering information and resources in the event that county communications capabilities are compromised or unavailable. With the exception of the Harrison Fire Department satellite stations, most centralized community fire stations have the capability to host and deploy initial emergency operations for their respective jurisdictions. The staging locations, as well as the Incident Command Post, are subject to change depending on the circumstances and needs of the incident.

Principal Executive Officers / Local Elected Officials should report to the Emergency Operations Center (EOC) to begin assessment of incoming information and triaging the needs of emergency operations. Depending on the damage to structures, the EOC may be in its primary or alternate locations.

- Decision Point: *Community members are in need of immediate rescue, shelter, and/or care.*

Following an earthquake that destroys or renders residences uninhabitable, the public will likely have basic survival needs. Initially, search and rescue operations with local fire department resources and mutual aid may be conducted, perhaps eventually supplemented by national urban search and rescue teams. See the [Multiple Casualty and Multiple Fatality Annex](#) for additional information on handling high numbers of injuries and fatalities.

Shelter and mass care services can be provided at locations inspected for structural damage and deemed able to withstand aftershocks. See the [Mass Care Annex](#) for more information on providing these services.

- Decision Point: *Initial damage assessments are needed.*

Unless otherwise directed or needed, responders should make a quick visual evaluation of the following facilities in their local communities:

- Unreinforced masonry buildings (older stacked brick structures)
- Schools
- Commercial / industrial structures with basements or elevators
- Major or large scale structures or commercial / industrial facilities
- Facilities with hazardous materials
- Bulk fuel facilities
- Roadways
- Bridges
- Dams
- Landslide / washout prone locations
- Operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks, etc.)
- Electrical distribution facilities
- Hospitals and nursing homes
- Structures with high occupancy loading
- *Any structure, facility, or location deemed by local first responders to need emergency evaluation and assessment after an earthquake of consequence.*

Findings of these initial evaluations should be provided to the Emergency Operations Center or local Incident Commander. See the [Damage Assessment Annex](#) for additional information on this function.

- Decision Point: *Structure evaluations and long term recovery efforts are needed.*

Site-by-site structure evaluations by qualified building inspectors may be needed to ensure critical facilities, businesses, and residences are sound enough for occupancy, especially with the occurrence of aftershocks. Mutual aid resources and federal resources will likely be needed to perform this function. Similar inspection and repair processes should be conducted by the water, sewer, and utility operators and street and road departments. In some cases, repairs to infrastructure may take weeks or longer.

When public property is damaged, the processes outlined in the [Base Plan, Section 7.1, Finance/Administration](#) should be followed.

Since most homeowners insurance policies do not cover earthquake damages, state and/or federal assistance may be needed for disaster recovery. See the [Base Plan, Sections 2.5 and 2.6](#), for more information on the assistance programs available. Refer to the [Public Information Annex](#) for more information on providing recovery information to the public.

R3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Through the EOC, coordinate community-wide damage assessment.

Fire Departments

- Extricate and rescue victims.

Government Administration

- Using building inspectors and engineers, either mutual aid and/or contracted, inspect buildings for damage and determine occupancy status (red = do not enter; yellow = some damage, minimal occupancy; green = normal occupancy).

Other Entities

- Assess damages to associated structures and infrastructure.
- Conduct emergency repairs, as needed.
- Perform other duties as needed and assigned.

R4. Direction, Control, and Coordination

Incident Command for earthquake incidents will most often be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Fire Departments
- Emergency Management

Unified Command will be utilized for overall management of the earthquake. On scene Incident Commanders (ICs) will be utilized for incidents. These ICs will come from various emergency response agencies as available. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

R5. Information Collection and Dissemination

R5.1 Information Collection for Planning

Table R5.1A lists the key information needed and possible sources following an earthquake.

Table R5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Extent of community damage	<ul style="list-style-type: none"> - Law Enforcement - Fire Departments - CERT Members - American Red Cross - Building Inspectors
Extent of infrastructure damage	<ul style="list-style-type: none"> - Street and Road Departments - Utility Providers - Water and Sewer Departments / Districts
Number of casualties and conditions	<ul style="list-style-type: none"> - Local Hospitals - Emergency Medical / Ambulance Services - Fire Departments
Number of fatalities	<ul style="list-style-type: none"> - Madison County Sheriff / Coroner
Shelter populations / Mass care statistics	<ul style="list-style-type: none"> - American Red Cross - Salvation Army - Public Health
Technical information on earthquakes	<ul style="list-style-type: none"> - Montana Bureau of Mines and Geology
Weather forecasts as they relate to response and recovery efforts	<ul style="list-style-type: none"> - National Weather Service, Great Falls (Note: The NWS may be able to provide an on-site Incident Meteorologist, if warranted.)

R5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public:

- Recommended actions (leave home if significantly damaged, inspect utilities and shut off if damaged or unsure, open cabinets carefully, help neighbors, etc.)
- Road, bridge, and area closures

- Shelter locations
- Feeding and/or food and water distribution points
- Disaster assistance centers
- Disaster recovery information

R6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

R7. Administration, Finance, and Logistics

R7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

R7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

R8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

R9. Authorities and References

R9.1 Authorities / References

- US Geological Survey website, Magnitude / Intensity Comparison, 2011.

R9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

R10. Attachments

- Community Emergency Response Team (CERT) / Search and Rescue (SAR), Earthquake of Consequence, Operating Procedures

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- Emergency Medical / Ambulance Services, Earthquake of Consequence, Operating Procedures
 - Fire Departments, Earthquake of Consequence, Operating Procedures
 - Fire Department Earthquake Plan Elements / Template
 - Hospitals / Medical Providers, Earthquake of Consequence, Operating Procedures
 - Madison County Communications Center, Earthquake of Consequence, Operating Procedures
 - Madison County Emergency Management, Earthquake of Consequence, Operating Procedures
 - Madison County Road Department, Earthquake of Consequence, Operating Procedures
 - Madison County Sheriff's Office, Earthquake of Consequence, Operating Procedures

Community Emergency Response Team (CERT) / Search and Rescue (SAR) Earthquake of Consequence, Operating Procedures

In the event of an earthquake of consequence (seismic event that causes damage), CERT and SAR members should do the following:

- Ensure the safety and security of family, property, and personal responsibilities.
- Attempt contact with other CERT members / SAR members.
- Assemble and inventory your emergency response gear and personal equipment.
- Check in with your local community fire station. Stand by for deployment instructions. (Do not self deploy unless the situation is of an extreme nature – plans may be in the works for deployment to areas with more pressing needs.)
- If necessary, evaluate and document local community conditions and needs. Advise dispatch of incidents or conditions if absolutely necessary and appropriate. (Avoid duplication of reports or information – team leaders should make reports.)
- Prepare for the possibility of long term community service operations.

NOTE: Contact between members is encouraged. Avoid calling dispatch for non-urgent calls and reporting benign, non-essential information (avoid “conversation communications”).

Emergency Medical / Ambulance Services Earthquake of Consequence, Operating Procedures

Immediately following an earthquake of consequence (seismic event that causes damage), emergency medical / ambulance personnel should respond to their station and follow the guidelines listed below:

- Assemble ambulance personnel at the station.
- Evaluate the ambulance structure, test apparatus bay doors, if possible, move ambulance units out of the structure for the first 6 hours immediately following an earthquake (the initial quake may be a predecessor to a larger event).
- Staff the ambulance units as needed.
- Prepare and evaluate the need for a multiple casualty incident. Prepare inventory at the station and on the mobile units.
- Prepare for the possibility of long term rescue operations (cold weather gear, prescriptions, water, food, flashlights, batteries, cell phones, chargers, etc.).
- Staffed units should immediately monitor their radios.
- After making brief contact with the hospital, ambulance units should check in at the local community fire station.
- Assist as needed until being redirected to more pressing events by the Emergency Operations Center (EOC), Emergency Management, County Communications Center, Local Incident Commanders, Sheriff's Deputies, etc.

Fire Departments Earthquake of Consequence, Operating Procedures

Immediately following an earthquake of consequence (seismic event that causes damage), Fire Department Managers should automatically assemble fire service personnel, staff available equipment, and immediately make visual / physical assessments of the specific target locations in their district according to their pre-plan checklist and by using the following concepts:

- Normally, Fire Department units should operate on a local Fire Tactical Channel with assisting Fire Department Managers (FD Officers) monitoring the appropriate county radio frequency and the FD Tactical channel. FD Officers shall report in to the Communications Center as necessary.
- Fire Department Personnel, while checking specific target hazards, shall monitor the horizon regularly by observing for smoke (day) or smoke / glow of a fire (night). Horizon scanning by use of spotlights at night is suggested.
- While evaluating and assessing their fire districts, apparatus should occasionally shut down their equipment and make audible assessments of the different areas being evaluated. NOTE: sounds of leaking gas, cries for help, and running water sounds should be specifically checked for.
- Fire department members should prepare for the possibility of long term rescue or fire suppression activities. Emergency activities may include operations in other jurisdictions or distant parts of the county.
- Apparatus operators need to consider long term fuel needs for apparatus and supplemental emergency equipment (generators, lights, portable pumps, etc.).
- Consider that the Fire Station may become the community staging area for information, staging, and deployment operations.

Fire Department Earthquake Plan Elements / Template

Each Madison County Fire Suppression Agency has unique and differing personnel capabilities, emergency equipment, and apparatus. Fire departments shall develop a well known, frequently rehearsed earthquake plan, specifically pre-established for an earthquake response in their jurisdiction.

Elements of an **EARTHQUAKE PLAN** include a wall mounted **PHYSICAL DOCUMENT** folder that outlines the following items in separate and distinct sections:

1. An up to date Fire Department **ROSTER** of all fire department members – including address, phone numbers, and available equipment for emergency use.
IMPORTANT: Automatic assembly of volunteer firefighters at the fire station immediately after an earthquake of consequence (an earthquake that causes damage) is extremely important. **FIREFIGHTERS SHOULD NOT WAIT FOR A PAGE OR PHONE CALL** as the county communication / infrastructure may be inoperable or overwhelmed.
2. Agency specific **FIRE DEPARTMENT INSTRUCTIONS** for operations required immediately following an earthquake of consequence, such as assessment of emergency equipment and fire station structure, test opening of apparatus bay doors, removal and relocation of equipment from structure if needed, etc.
3. A specific **WRITTEN CHECKLIST** of pre-identified **TARGET LOCATIONS**. Target Locations may include the following:
 - unreinforced masonry buildings
 - schools
 - commercial / industrial structures with basements or elevators
 - major or large scale structures or commercial / industrial facilities
 - facilities with hazardous materials
 - bulk fuel facilities
 - roadways
 - bridges
 - dams
 - landslide / washout prone locations
 - operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks, etc.)
 - electrical distributions facilities
 - hospitals and nursing homes
 - structures with high occupancy loading
 - **ANY STRUCTURE, FACILITY, OR LOCATION DEEMED BY THE LOCAL FIRE DEPARTMENT JURISDICTION, TO NEED EMERGENCY EVALUATION AND ASSESSMENT** after an earthquake of consequence.

Hospitals / Medical Providers

Earthquake of Consequence, Operating Procedures

Immediately following an earthquake of consequence (seismic event that causes damage), ON DUTY hospital staff should do the following:

- Follow pre-established Hospital Earthquake Protocols and Procedures.
- Attend to any injured employees or patients.
- Evaluate the safety and integrity of the hospital structure.
- Take appropriate action to evacuate or relocate patients and employees as needed.
- Evaluate for gas and chemical leaks (Oxygen, Cryogenics, Propane, etc.) and possible fire hazards. Secure equipment and resources.
- Prepare for the possibility of a multiple casualty incident.
- Monitor emergency radio frequencies – stay informed – avoid rumors.
- Make contact with the Ambulance Personnel – utilize Team Effort.
- Prepare for the possibility of long term emergency operations.
- Consider long term “walking wounded” assessment and treatment areas (staffing, receiving, triage assessment, documentation, security needs, etc.).

Immediately following an earthquake of consequence (seismic event that causes damage), OFF DUTY hospital staff should do the following:

- Evaluate and ensure the safety of family and loved ones.
- Evaluate the safety and integrity of personal property and place of residence, as necessary.
- As soon as possible, make contact with the hospital – DO NOT WAIT FOR A PHONE CALL (Doctors, Nurses, Physicians Assistants, Technicians, Emergency Medical Technicians, Clerical, Maintenance, Aides, etc.).
- Consider long term disaster workload / duty and your personal needs for effectiveness (eyeglasses, clothing, medications, identification, etc.).

REMEMBER: an extremely stressful and personalized disaster environment may distort better judgment – utilize team opinion and input.

Madison County Communications Center Earthquake of Consequence, Operating Procedures

If possible, immediately following an earthquake of consequence (seismic event that causes damage), the Communications Center should do the following:

- Attempt to call back an additional Communications Officer or two as the situation dictates. Do not wait to determine if dispatch activity increases. Under ideal circumstances, the Communications Center should have a total of three (3) Communications Officers on duty for the first operational period. An assessment for subsequent operational period needs can be made by a supervisor at a later time.
- Be prepared to offer the Communications Coordinator (DES 2) a situation report on the Communications Center and countywide area conditions as completely as possible. This report may be requested by telephone or radio as necessary. Other county designated emergency management personnel (DES 1 or Sheriff's Office supervisors) may request this "report on conditions" in the absence of DES 2 or on an as needed basis.
- If the Communications Center is damaged or inoperable, an alternate Communications location or facility may be necessary. Contact a supervisor as soon as possible. Alternate locations may include consideration of the following:
 - Madison County Command Trailer
 - Madison Valley Rural Fire Station 1
 - Alder Fire Hall
 - Twin Bridges Fire Station
 - Dillon Dispatch / Beaverhead County Dispatch
 - West Yellowstone Dispatch

It may be necessary to contact the phone company to redirect 911 and business trunk lines.

NOTE: Communications Officers have the right and responsibility to preserve radio use to URGENT or EMERGENCY radio traffic only if needed. Within reason, dispatchers will need to work at controlling radio requests and unnecessary telephone calls. Dispatchers may need to remind radio users and phone callers that in the event that the office becomes extremely busy, triage of radio and telephone requests may take place.

Madison County Emergency Management Earthquake of Consequence, Operating Procedures

If possible, immediately following an earthquake of consequence (seismic event that causes damage), the Emergency Management Director (DES 1) and Deputy Emergency Management Director (DES 2) should do the following:

- At the request of the Commissioners, DES 1 may contact State DES in Helena and begin coordination of State and Federal Disaster Relief, if necessary. DES 1 may act independently in a disaster type environment if input from the Commissioners is unavailable and emergency requests are imperative.
- DES 2 may perform all of the duties and requirements of DES 1, if DES 1 is unavailable or incapacitated.
- DES 1 may serve in the EOC, at a site Command Post, or at an incident, as necessary and deemed appropriate. DES 1 and DES 2 shall help coordinate, manage, and facilitate Disaster Management and Relief Services throughout the county, as deemed necessary.
- DES 2 shall contact the Communications Center, obtain a situation report from the “on duty” Communications Officer, and be prepared to respond to the scene of the most pressing county incident. DES 2 may serve as an Incident Commander, Deputy IC, or serve in another ICS position as needed. DES 2 may respond to the Communications Center and direct operations as necessary, should the need arise.
- DES / EOC should consider activation of an Incident Management Team, as deemed necessary.

Madison County Road Department Earthquake of Consequence, Operating Procedures

Immediately following an earthquake of consequence (seismic event that causes damage), ON DUTY road department personnel should do the following:

- Check on the safety and well being of fellow employees.
- Evaluate road department structures. Take necessary action for mitigation of problems.
- Remove apparatus and equipment from inside structures if appropriate.
- Fuel and prepare equipment for the possibility of long term emergency operations.
- Remain available through the monitoring of radios and cell and landline telephones.

Immediately following an earthquake of consequence (seismic event that causes damage), OFF DUTY road department personnel should do the following:

- Secure family, loved ones, and personal property.
- Gather necessary personal equipment, flashlights, cell phones and chargers, medications, and personal items needed for potential long term operations. Remember cold weather clothing.
- Supervisors in the 3 districts should staff their vehicles, monitor their radios, and be in possession of appropriate radios, operating cell phones, and chargers.
- If possible, Supervisors shall begin a vehicle patrol of the necessary road department related target locations in their districts (bridges, landslide areas, flooded roadways, etc.).
- Report on road conditions and call back crews as necessary.
- Road crew personnel should report to their road department buildings if contact with a supervisor is not possible. Monitor radio and telephones.
- Stay alert for EOC / Emergency Management / Communications Center directions.
- If unable to communicate with other road department personnel, check in at the local community fire station.

Madison County Sheriff's Office Earthquake of Consequence, Operating Procedures

Immediately following an earthquake of consequence (seismic event that causes damage), OFF DUTY DEPUTIES should do the following:

- Attempt contact (by cell phone or tactical radio channels) with a Sheriff's Office supervisor. Initial communication attempts between deputies shall be done in order to determine a plan of action.
- If unsuccessful, the deputies should attempt contact with dispatch. Deputies may advise dispatch that they are "available" or "on the air."
- If no contact can be made, deputies shall immediately:
 - staff their patrol unit
 - monitor their radio (dispatch and sheriff tactical channels)
 - attempt contact with other deputies
 - make a visual assessment of their respective local community
 - establish a plan between other law enforcement officers for appropriate operational actions until advised otherwise by Sheriff's Office supervisors, dispatch, or the EOC / DES officers
 - if necessary coordinate first responders and initiate local Command if warranted
- Unless otherwise directed or needed, deputies shall immediately make a quick visual visit / evaluation of the following facilities in their local communities:
 - unreinforced masonry buildings (older stacked brick structures)
 - schools
 - commercial / industrial structures with basements or elevators
 - major or large scale structures or commercial / industrial facilities
 - facilities with hazardous materials
 - bulk fuel facilities
 - roadways
 - bridges
 - dams
 - landslide / washout prone locations
 - operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks, etc.)
 - electrical distribution facilities
 - hospitals and nursing homes
 - structures with high occupancy loading
 - **ANY STRUCTURE, FACILITY, OR LOCATION DEEMED BY LOCAL FIRST RESPONDERS TO NEED EMERGENCY EVALUATION AND ASSESSMENT** after an earthquake of consequence.
- Deputies and Law Enforcement Officers shall remain prepared and available and expect the possibility of long term law enforcement operations.

- Civil unrest or looting may need to be considered, particularly with regard to drinking water, food, and fuel requirements. Sporting goods / gun shops / mercantile stores may also need special considerations.

NOTE: Contact with and direction from dispatch and the EOC may be appropriate if deputies are unable to contact sheriff's office overhead. **UNNECESSARY RADIO OR PHONE CONTACT WITH DISPATCH IS HIGHLY DISCOURAGED.**

Immediately following an earthquake of consequence (seismic event that causes damage), RESERVE DEPUTIES should do the following:

- Attempt contact with other full time and reserve deputies.
- If no contact can be made, reserve deputies shall contact the dispatch center by telephone first, or by radio.
- If radio and phone contact is not possible, reserve deputies shall respond (with law enforcement equipment) to the Sheriff's Office for assignment.
- Reserve deputies shall prepare for the possibility of long term law enforcement assignment and activity, including the need for uniforms, cold weather gear, and the necessary law enforcement equipment.
- **IMPORTANT:** Automatic assembly and preparation for assignment immediately after an earthquake of consequence is extremely important. **LAW ENFORCEMENT PERSONNEL SHOULD NOT WAIT FOR A RADIO NOTIFICATION OR PHONE CALL** as the county communications infrastructure may be inoperable or overwhelmed.

Immediately following an earthquake of consequence (seismic event that causes damage), the SHERIFF, UNDERSHERIFF, or SUPERVISORS should do the following:

- Consider the immediate law enforcement needs and plans for the county for the first operational period and subsequent long term operations.
- Consider Mutual Aid Law Enforcement from other jurisdictions.
- Consider a Liaison and entry security / deputy for the EOC.
- Consider long term prisoner needs.
- Work with Emergency Management and County Commissioners for operational plans and objectives, such as Incident Action Plans (IAP).
- Consider deployment of Search and Rescue (SAR) into back country or non-accessible (landslide blocked) areas that may need assessment of structures, facilities, residents, and camp areas.
- Consider long term fuel requirements and address prior to need.

Immediately following an earthquake of consequence (seismic event that causes damage), DETENTION OFFICERS should do the following:

- Respond to the station.
- Important considerations include:
 - Prisoner safety and security (move from facility to a location or vehicle of safety and security).
 - If a prisoner is injured, all reasonable attempts to have appropriate medical aid administered shall be provided.
 - Prisoner movement requires a minimum of 2 personnel. Once moved, prisoners will need to be supervised and guarded.
 - No prisoner will be left unattended or without direct supervision for the protection of our employees, the public, and the prisoner.
- Document all activities, movement, and meals of prisoners.
- If Detention Officers are without prisoner responsibilities, assistance in the Communications Office or with Communication Operations may (initially) be necessary.

FLOOD ANNEX S

S1. Purpose, Situation, and Assumptions

S1.1 Purpose

The purpose of this Flood Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of flooding within Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. Floods can threaten lives and property and requires coordination between response organizations for effective operations. General incident management principles and disaster and emergency processes should be applied to any flood incident, but this annex provides additional information specific to these types of incidents.

S1.2 Situation Overview

The primary flood threats in Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are along the rivers and streams and in low-lying areas or depressions from rapid rainfall or snowmelt. Madison County has many rivers and streams, including the Big Hole, Jefferson, Madison, and Ruby Rivers. Floodwaters can result from overall high precipitation levels (rain and/or snow), rapid snowmelt, heavy thunderstorms, ice jams, and conditions upstream. Madison County, the Town of Ennis, and the Town of Twin Bridges have histories of flood problems, usually from heavy rains, ice jams, and snowmelt in the higher elevations. Flash floods can occur almost anywhere, but areas near wildfire burn areas and canyon draws are more vulnerable. Flooding can happen at any time of the year, but it usually presents its highest level of risk in late winter and early spring due to melting snow, break-up ice jams, and moisture laden weather patterns.

The flood stage for the Big Hole River near Melrose is 6 feet. At 7 feet, agricultural land floods and irrigation systems need protection. At 8 feet, the community of Melrose floods. In 1927, this location crested at 14 feet. In 1997, this location crested at 8 feet. (National Weather Service, 2011)

The flood stage for the Beaverhead River 3 miles south of Twin Bridges is 7 feet. The flood stage for the Jefferson River 2 miles north of Twin Bridges is 10 feet. (National Weather Service, 2011)

Possible flood losses include:

- Flooded roadways.
- Road, bridge, and culvert losses.
- Water and sewer system losses.
- Electric and telephone service disruptions.
- Structure and contents losses, including critical facilities.
- Business losses.
- Crop and livestock losses.

- Deaths and injuries.

S1.3 Planning Assumptions

- Flash flooding may occur without warning.
- The geographic extent of flood impacts may range from localized at a single site to an entire river stretch to locations countywide including areas not typically prone to flooding or along waterways.
- The duration of floodwaters may range from hours to days.

S2. Concept of Operations

Flood forecasts, advisories, watches, and warnings are provided by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Great Falls. Flood conditions may or may not be preceded by some type of watch or warning. Table S2A lists the various flood products that may be issued. The NWS will cancel the watches and warnings once the threat has passed.

Table S2A NOAA / NWS Flood Products

<i>Type</i>	<i>Level</i>	<i>Criteria / Definition</i>
Hydrologic	Outlook	Provides long lead time information about flood potential or water supply conditions.
Flood	Watch	Identifies areas where there is a risk of flooding, but flooding is not certain.
Flood	Warning	Warns of floods developing more than 6 hours after causative event. May provide information on forecast stream levels and describe impacts of past flooding at forecast levels.
Flash Flood	Warning	Warns of rapidly developing flooding occurring within 6 hours of the causative event.
Flood / Flash Flood	Statement	Updates or expands information in the previously issued warning.

Source: National Weather Service Hydrologic Information Center website, Explanation of Statements Issued by Local Offices, 2011.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A hydrologic outlook is issued containing a moderate or high probability of flood conditions.*

Since flooding is not occurring, but is probable in the upcoming days or weeks, initial preparations should begin. Agencies and organizations should raise the awareness level of employees/members and consider the following:

- Will many employees/members be on vacation or otherwise unavailable?

- Will equipment and/or vehicles be out of service for non-critical maintenance or service or should service be expedited?
- Are supply stocks for items such as sand bags, pumps, or fuel low?

Awareness and ensuring adequate supplies and equipment are available are usually the most important elements in this phase.

➤ Decision Point: *A flood watch is issued.*

Preparations for the event should begin and may include the following:

- Modification of work schedules to ensure adequate staffing levels throughout the event, especially if expected to occur over a weekend or holiday period.
- Vehicle and equipment preparations to allow for rapid and sustained deployment.
- Supply purchases needed to sustain operations throughout the event.
- Designation of individuals to monitor conditions in flood prone locations.
- Notification of local officials of the potential for flooding.

➤ Decision Point: *A flood or flash flood warning is issued or flood conditions are occurring.*

Weather forecasting is not a perfect science, so flooding may occur without warning, or conversely, a warning may be issued and the expected conditions do not occur or occur with less severity. Situational awareness by monitoring conditions throughout the county and in neighboring jurisdictions is important to operations. As conditions dictate, initiate response operations, such as ordering evacuations, closing roadways and flooded areas, or sandbagging. Continue to monitor, maintain operations, communicate with partner organizations and the public, and make changes to staffing levels, as needed. Accurate personnel and equipment records must be maintained for possible reimbursement requests should the event escalate to the disaster or emergency level. See the [Evacuation](#), [Public Information](#), [Road Closure](#), and [Warning](#) Annexes for additional information on these functions.

➤ Decision Point: *A flood event has caused property or infrastructure losses.*

When safe to do so, response organizations can respond to immediate threats to life and property. Actions may include rescues, closing roads and other damaged areas, pumping water out of structures, and providing shelter and/or mass care for those displaced from their homes. See the [Road Closure Annex](#) and [Mass Care Annex](#) for more information on these functions. Depending on the level of response needed, the Madison County Emergency Operations Center may be opened.

Losses throughout the communities should be assessed and evaluated for possible disaster and/or emergency declarations. See the [Damage Assessment Annex](#) for additional information on this function. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

When public property is damaged, the processes outlined in the [Base Plan, Section 7.1, Finance/Administration](#) should be followed.

Since most homeowners insurance policies do not cover flood damages (unless a separate flood insurance policy is in place), state and/or federal assistance may be needed for disaster recovery. See [Sections 2.5 and 2.6 of the Base Plan](#) for more information on the assistance programs available. Refer to the [Public Information Annex](#) for more information on providing recovery information to the public.

S3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.

Water and Sewer Departments / Districts

- Protect essential water and sewer facilities and infrastructure to the extent possible.

Street and Road Departments

including Montana Department of Transportation

- Mitigate flood losses, if possible.
- Assess damages to roadways and bridges.

Other Entities

- Perform other duties as needed and assigned.

S4. Direction, Control, and Coordination

Incident Command for flood incidents will most often be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Emergency Management

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

S5. Information Collection and Dissemination

S5.1 Information Collection for Planning

Table S5.1A lists the key information needed and possible sources when preparing for and conducting operations during flood events.

Table S5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Local Conditions/Observations	<ul style="list-style-type: none">- Law Enforcement- Street and Road Departments- Emergency Management
River/Stream Levels, Weather Warnings, and Forecasts	<ul style="list-style-type: none">- National Weather Service, Great Falls (Note: The NWS may be able to provide an on-site Incident Meteorologist, if warranted.)

S5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated water body rises and/or river levels and expected duration
- Areas expected to be impacted
- Protective actions needed or recommended
- Shelter and mass care information
- Disaster recovery information

S6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

S7. Administration, Finance, and Logistics

S7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

S7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

S8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

S9. Authorities and References

S9.1 Authorities / References

- Explanation of Statements Issued by Local Offices, National Weather Service Hydrologic Information Center, January 2011.
- National Weather Service, Advanced Hydrologic Prediction Service, January 2011.

S9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

S10. Attachments

None

HAZARDOUS MATERIAL RELEASE ANNEX T

T1. Purpose, Situation, and Assumptions

T1.1 Purpose

The purpose of this Hazardous Material Release Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of an uncontrolled hazardous material release within or affecting Madison County. Hazardous material incidents require careful response by a variety of agencies to adequately protect the public and responders. General incident management principles and disaster and emergency processes should be applied to any hazardous material release incident, but this annex provides additional information specific to these types of incidents.

T1.2 Situation Overview

For the purposes of this plan, "hazardous material" means a hazardous substance, a hazardous or deleterious substance as defined in MCA 75-10-701, radioactive material, or a combination of a hazardous substance, a hazardous or deleterious substance, and radioactive material. (State of Montana Hazardous Materials Response Plan, 2006)

A hazardous material release is the contamination of the environment (i.e. air, water, soil) by any material that because of its quantity, concentration, physical characteristics, or chemical characteristics threatens human, animal, or plant health, the environment, or property.

These types of releases can cause immediate, prolonged, and/or delayed effects to those in the area, downwind, and/or downstream. A hazardous material release can come from a fixed facility, via its transportation, or intentionally in the case of terrorism, drug production, and illegal dumping.

Hazardous material releases can occur anywhere, but the most hazardous areas in Madison County include primary roadways such as US Highway 287, Montana Highways 41, 84, 87, and 287, a small section of Interstate 15, and nearby Interstate 90 in Jefferson County, areas of northern Madison County along the Montana Rail Link railroad branch lines, and fixed locations such as gas stations, propane providers, mining sites, ore treatment facilities, water and sewer treatment facilities, hospitals, medical/dental offices, airports, manufacturing facilities, automotive stores, hardware stores, and agriculture supply stores. Many of the highways used by commercial truck traffic go through intersections in the more densely populated Madison County communities of Ennis and Twin Bridges.

Hazardous materials are stored in sizable quantities in almost every community and rural area. Unknown hazardous materials sites such as methamphetamine labs may also exist. These materials and substances can be, among other things, explosive, corrosive, radioactive, poisonous, or at the least a pollutant.

For purposes of reporting and classifying hazardous substances, the US Department of Transportation has designated the following categories, which may be found in greater detail in the Emergency Response Guidebook:

- Class 1—Explosives
- Class 2—Gases
- Class 3—Flammable Liquids and Combustible Liquids
- Class 4—Flammable Solids; Spontaneously Combustible Materials; Dangerous when Wet Materials / Water-Reactive Substances
- Class 5—Oxidizing Substances and Organic Peroxides
- Class 6—Toxic Substances and Infectious Substances
- Class 7—Radioactive Materials
- Class 8—Corrosive Substances
- Class 9—Miscellaneous Hazardous Materials / Products, Substances, or Organisms

Many Madison County responders are trained to the Hazardous Material awareness or operations levels, and therefore, are limited to defensive operations with hazardous materials. Defensive operations consist of confining the release without direct contact with the material. Offensive operations and larger responses may require responders trained to the technician level and the associated specialized equipment. The State of Montana has State Hazardous Material Incident Response Teams (SHMIRTs), designated as support units to provide 24-hour coverage, seven days a week, located in Billings, Bozeman, Great Falls, Helena, Kalispell, and Missoula.

Although the Fire Departments have been assigned primary responsibility for hazardous materials control, all departments with a first responder mission must train their personnel in recognition of and as first-step protection measures for hazardous materials.

Madison County has a Local Emergency Planning Committee (LEPC) consisting of representatives from a variety of offices and departments that is responsible for planning and preparing for a hazardous material release.

Possible hazardous material release losses include:

- Blocked roadways.
- Deaths and injuries.
- Structure and contents losses, primarily due to explosion or contamination.
- Business disruption losses.
- Crop and livestock losses.
- Environmental losses.

T1.3 Planning Assumptions

- Hazardous material releases usually occur without warning.
- Hazardous material releases may be the result of terrorism or criminal activity.

- The geographic extent of hazardous material releases may range from localized at a single site to an extended area downwind and/or downstream.
- All responding departments and agencies will respond to hazardous material incidents relative to the level of member training.
- Madison County response capabilities are limited to defensive operations.
- Emergency response vehicles are equipped with hazardous material reference materials or guidebooks.
- The complexities of hazardous material releases may be beyond the normal capabilities of responders in Madison County. Assistance from outside the county must be sought early in the response.
- State and/or federal hazardous materials response teams and other support agencies will be able to respond with technical expertise and resources upon request by the local officials.
- Extreme impacts, more than have been seen in Madison County historically, are possible.

T2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: Responders are alerted to a possible or definitive hazardous material release.

During all responses, but especially involving or potentially involving responses with hazardous material releases, all cautions and safety protocols must be followed. Responders should NOT respond beyond their level of training.

When responding to a reported or possible hazardous material release, responders should:

- Respond from upwind, uphill, and upstream.
- Use the following safety practice: if the incident cannot be covered from your line of sight by holding up your thumb with an extended arm, you are too close. At a minimum, stop a safe distance away from where you can visually survey the emergency.
- First on scene unit should establish Incident Command, provide a “size up” of the scene, including safe travel routes for other responding units.
- Evaluate the situation to determine if a hazardous material is present, and if so, try to identify the material. This may include obtaining information from witnesses or participants such as the driver in the case of a vehicle accident, examination of shipping/cargo papers, placards, and type of container.
- If the materials are not identified and the hazards unknown, conduct operations as if the materials are toxic and likely to have explosive properties.
- Identify a safe Unified Command Post location for fire and law enforcement.
- Secure the scene to deny entry into the “hot zone” by all individuals, except those with the proper training and equipment.
- Perform life saving operations and immediate scene stabilization with the appropriate protective equipment and training. Limit emergency operations to the extent of expertise and equipment

available to responders; in Madison County, this is defensive operations that do not involve direct contact with the material. Remember that on scene operations may make the incident more, rather than less, dangerous.

- Ensure that contaminated individuals are decontaminated before moving into contamination-free zones such as hospitals. (Note: Many hospitals have decontamination equipment. State teams may also have this capability.) Inform ambulance crews and the hospitals of possible contamination hazards.
- Establish a staging area. Some key points for selecting a staging area are:
 - Accessibility to the scene.
 - Upwind of incident site.
 - Security.
 - Outside of the inner perimeter activity.
 - Ability to use communications, phones, etc.
 - Lighting, visibility.
 - Ample space for parking and refueling.
 - Place to rest.
 - Control of in and out flow of traffic.
- Use and follow the information provided in the US Department of Transportation Emergency Response Guidebook regarding health hazards, fire suppression, spill or leak measures, protective clothing, evacuation distances, and first aid information.
- Contact shipper/owner, CHEMTREC, State DES, State DEQ, or other sources of information about material characteristics and management techniques, as needed.
- Observe weather conditions at the scene and obtain spot weather forecasts as necessary.
- Determine if there are continuing threats to life, property, or the environment.
- Take immediate action to safeguard responders and the public, including evacuations, shelter-in-place, and/or establishing a wider perimeter. See the [Evacuation Annex](#) and the [Warning Annex](#) for additional information.
- Notify and make special considerations for facilities caring for those with special needs such as schools, hospitals, and assisted living facilities. See the [Special Needs Annex](#) for additional information.
- Determine strategy and tactics.
- Determine if State Hazardous Material Incident Response Team assistance is needed. If not, take action to stabilize the situation in a way that is within the capabilities of the responders.
- Incident Command should be transferred to more qualified individuals, as needed.
- Additional responders should report to the designated staging area using the safest route and check in.
- Activate the Emergency Operations Center (EOC) if additional support is needed for coordination, logistic support, resource management, and/or public information.

Whether a release is evident or not, the potentially responsible party is responsible for total reimbursement of time and equipment of responding fire and emergency medical resources. SARA Title III requires the responsible party or parties to immediately notify the LEPC and the State Emergency Response Commission (SERC) if there is a release of a listed hazardous substance that exceeds the reportable quantity for that substance. (MCA 10-3-1211)

An owner or agent of the owner of a hazardous material involved in an incident, a person causing an incident, a person transporting a hazardous material involved in an incident, and a person owning or occupying property involved in an incident shall assist the state as requested by the Incident Commander in responding to an emergency situation associated with the incident as may be necessary to address an acute threat to public health or safety or to the environment until the Incident Commander declares that the emergency situation is over. (MCA 10-3-1218)

The Chemical Transportation Emergency Center (CHEMTREC) is a center operated by the Chemical Manufacturer's Association to provide information and/or assistance to emergency responders. CHEMTREC contacts the shipper or producer of the material for more detailed information on the chemical released to facilitate response and cleanup actions. CHEMTREC can be reached twenty-four (24) hours a day, toll free, at 1-800-424-9300.

Even if state response is not required, the Madison County Emergency Management Director or designee should contact Montana Disaster and Emergency Services to complete a hazardous material incident report.

➤ Decision Point: *State Hazardous Material Incident Response Team assistance is needed.*

When a hazardous material incident is beyond the capabilities of the Madison County emergency responders and assistance is required, a request is made to Montana Disaster and Emergency Services. All jurisdictions in the State of Montana have access to the Regional Hazardous Materials Teams. Assistance can range from a phone consultation, over the phone research, a component of a team being dispatched, or an entire team being dispatched. (State of Montana Hazardous Materials Response Plan, 2006)

In order to receive state assistance, the local jurisdiction must:

- Operate under the National Incident Management System (NIMS)
- Have an appointed Incident Commander (IC)

To request state resource assistance, the Incident Commander should:

- Call the Montana DES Duty Officer at 406-324-4777
- Identify himself/herself
- Identify the jurisdiction(s)
- Identify the location of the incident

The MT DES Duty Officer will contact a hazardous material technician who is a member of a State Hazardous Material Incident Response Team (SHMIRT) and conference the call with the IC. The IC and the hazardous material technician will evaluate the information and determine if additional support is needed. The closest team to Madison County is located in Bozeman, but another team may be used if necessary, depending on the statewide circumstances.

Information the State Hazardous Material Incident Response Team will likely need include:

- Exact location of the incident.
- Staging area location.
- “Safe route” to the incident.
- Point of contact at the incident scene.
- Whether or not an Advanced Life Support (ALS) ambulance is available locally or through mutual aid to be dedicated to the team. If not, one will need to be dispatched with the team.
- Current weather conditions at the incident site.
- Support capabilities of the local jurisdiction to take care of team members.
- Local decontamination capabilities and needs specific to the incident.
- Actions that have been taken.
- Information on the responsible party or if it is an orphaned material.

As a support unit, the team operates under the direct authority of the IC. Use of the team does not release the local response agencies from their duty to provide normal response functions. (State of Montana Hazardous Materials Response Plan, 2006)

Once on scene, the State Hazardous Material Incident Response Team will act only in the capacity for which they were requested and shall not be requested to assume the sole responsibility of command of the incident. The team leader will negotiate a written set of rules of engagement and incident action plan with the incident command team that shall be approved by the IC. (State of Montana Hazardous Materials Response Plan, 2006)

Even with a State Hazardous Material Incident Response Team response, the local Incident Command remains responsible for:

- all efforts at the scene including those of state agencies support personnel
- on-site communications
- information releases to the public or press
- enforcement investigation
- site command and control

The IC has the authority to direct all response activities assuring life safety, environmental, and property protection. (State of Montana Hazardous Materials Response Plan, 2006)

Local government is responsible for the collection of all response and cleanup expenses for the incident from the responsible party and reimbursing any state funding source that covers the initial expense of state response to an incident. (MCA 10-3-1216 (1))

➤ *Decision Point: Population protection measures are needed.*

When hazardous materials pose an immediate threat to life, population protection measures are needed. Refer to the US Department of Transportation Emergency Response Guidebook for additional information on isolation and evacuation recommendations. The population at risk may need to be alerted and evacuated. See the [Warning Annex](#) and [Evacuation Annex](#) for additional information on these functions. Temporary shelter and feeding for displaced individuals may additionally be needed. See the [Mass Care Annex](#) for additional information on this function.

Depending on the situation, shelter-in-place measures may be more effective. Shelter-in-place is the population protection measure that instructs individuals to secure themselves within a structure, often when the time needed for an evacuation is not available or the extent or nature of the hazard indicates that people should stay indoors. The most essential element of shelter-in-place measures is communication with the public, including information on actions that need to be taken to adequately shelter-in-place, specific geographic locations where these actions are essential and recommended, and how long the need to shelter-in-place is expected. See the [Warning Annex](#) for additional information on providing this information to the public at risk.

➤ *Decision Point: Hazardous material release is contained.*

The Incident Commander shall declare that the emergency situation associated with an incident has ended when the acute threat to public health and safety or to the environment has been sufficiently addressed. (MCA 10-3-1209 (3))

While it is the statutory responsibility of the Fire Departments to respond to hazardous material incidents, it is not the normal responsibility of the departments to conduct removal or remedial action. The responsibility lies with the legally responsible party, be it the land owner, owner, buyer, shipper, manufacturer, or insurance carrier. (State of Montana Hazardous Materials Response Plan, 2006)

The Madison County Sanitarian is responsible for overseeing the clean-up operations and shall contact the responsible party. The insurance carrier or responsible party has the option to carry-out clean-up, transport, and disposal of hazardous material. If no action is taken by the responsible party, then the Sanitarian shall contract such work with costs to be charged to the responsible party or the insurance company. (State of Montana Hazardous Materials Response Plan, 2006)

If the responsible party is not insured or is unable to pay for accidents and clean-up costs, the government may have to find other means to address clean-up costs. Superfund designation may apply if funding is available; the Environmental Protection Agency and state also have programs specifically designated to help government cover some of the incident costs. (State of Montana Hazardous Materials Response Plan, 2006)

T3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Provide initial and follow-up hazardous material incident reports to Montana Disaster and Emergency Services.

Fire Departments

- Control hazardous material releases, to the extent training allows.
- Coordinate with Emergency Management.
- Request additional resources, such as Hazardous Material Response Teams, as needed.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Public Health

- Provide technical assistance on health and environmental risks, as necessary.
- Advise responders on safe drinking water practices, food supplies safe for consumption, and spill clean-up.
- Supervise environmental pollutant clean-up operations.

Water and Sewer Departments / Districts

- Be prepared to shut down or isolate public utilities and services if threatened with contamination.

State and Federal Emergency Management Entities

including Montana DES and FEMA

- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as hazardous material teams and incident management teams.

Other Entities

- Perform other duties as needed and assigned.

T4. Direction, Control, and Coordination

All activations of this plan, including those related to hazardous material incidents, are managed in accordance with the National Incident Management System (NIMS), including use of the Incident Command System. In fact, SARA Title III, Occupational Safety and Health Administration (OSHA), and the Environmental Protection Agency (EPA) rules specifically require use of an Incident Management System for hazardous materials incidents. NIMS, when implemented by local government during initial response, will allow state resources to become part of the response network without disrupting local effort. (State of Montana Hazardous Materials Response Plan, 2006)

Incident Command for hazardous material incidents in Madison County is the responsibility of the jurisdictional fire department. Unified command will be initiated, often with law enforcement, particularly when evacuations are required or criminal activity is suspected.

Hazardous materials incidents typically fall into two main areas of management. The first is the emergency response and life safety phase. This phase of management involves both fire and law enforcement resources who have a mix of responsibilities in effectively managing the scene, chemical identification, evacuation, safety hazards, and any rescue and triage of patients. Depending on the extent of the hazard, management of control, cleanup, and decontamination could also happen in this phase.

The second phase is the cleanup of an environmental pollutant or material, which poses no immediate life safety threat. This phase is typically managed by the Madison County Sanitarian and/or Montana Department of Environmental Quality and involves the responsible party.

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

This annex is to be used in coordination with other local, state, and federal plans. Other related state plans (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Hazardous Material Response Plan

T5. Information Collection and Dissemination

T5.1 Information Collection for Planning

Table T5.1A lists the key information needed and possible sources when preparing for and conducting operations during hazardous material incidents.

Table T5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Type of Hazardous Material(s)	- Vehicle/Site Owner/Operator - Placards - Hazardous Materials Detection Equipment
Potential Hazards and Public Safety Considerations	- Emergency Response Guidebook - CHEMTREC
Technical Assistance	- Montana Disaster and Emergency Services
Weather Conditions and Forecasts	- National Weather Service, Great Falls (Note: The NWS may be able to provide an on-site Incident Meteorologist, if warranted.)

T5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Expected duration
- Road and area closures
- Shelter and mass care information, if necessary

T6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

T7. Administration, Finance, and Logistics

T7.1 Finance/Administration

In most hazardous material incidents, the responsible party, if identified, is responsible for all costs associated with the incident. For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

T7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

T8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

T9. Authorities and References

T9.1 Authorities / References

- Montana Code Annotated 10-3-12: Response to Hazardous Material Incidents
- Montana Code Annotated 75-10-701: Remedial Action Upon Release of Hazardous Substance

- Madison County Hazardous Material Plan, 2003.
- State of Montana Hazardous Materials Response Plan, October 18, 2006.
- Title III of the Federal Superfund Amendments and Reauthorization Act (40 CFR 300-399)
- Occupational Safety and Health Administration Regulations (29 CFR 1910.120): Hazardous waste operations and emergency response

T9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

T10. Attachments

None



HAZARDOUS WEATHER ANNEX U

U1. Purpose, Situation, and Assumptions

U1.1 Purpose

The purpose of this Hazardous Weather Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats of and incidents related to hazardous weather within Madison County. Hazardous weather events can pose serious threats to the population and can often be warned for. Associated emergency response can save lives. General incident management principles and disaster and emergency processes should be applied to any hazardous weather incident, but this annex provides additional information specific to these types of incidents.

U1.2 Situation Overview

Madison County, and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are vulnerable to many types of hazardous weather, including, but not limited to, blizzards, extreme cold, fog, hail storms, heavy snow, ice storms, strong winds, thunderstorms, and tornadoes. Often, a combination of extreme weather phenomena leads to particularly hazardous conditions.

Table U1.2A provides historical data on weather conditions in Madison County.

Table U1.2A Madison County Climate and Weather Statistics

	Virginia City 1893 - 2010	Twin Bridges 1950 - 2010	Norris Pump House 1907 - 2010	Hebgen Dam 1904 - 2010
Annual Average Maximum Daily Temperature	54.9°F	58.3°F	58.1°F	49.3°F
Annual Average Minimum Daily Temperature	29.5°F	27.9°F	35.5°F	23.0°F
Annual Average Total Precipitation	14.93 inches	9.57 inches	17.48 inches	26.45 inches
Annual Average Total Snowfall	64.5 inches	Insufficient data	54.1 inches	188.6 inches
Highest Temperature Recorded	103°F July 25, 1919	101°F July 12, 2002	102°F August 12, 1940	99°F August 9, 1933
Annual Average Number of Days Reaching 90°F or Higher	5.0 days	14.1 days	17.8 days	1.3 days
Lowest Temperature Recorded	-40°F January 19, 1963	-39°F January 26, 1957	-36°F February 9, 1933	-60°F February 12, 1905
Annual Average Number of Days Dropping At or Below Freezing	200.1 days	212.1 days	145.5 days	236.7 days
Annual Average Number of Days Staying At or Below Freezing	45.4 days	34.5 days	33.6 days	95.9 days
Annual Average Number of Days Dropping At or Below 0°F	16.4 days	17.8 days	10.0 days	45.6 days

Table U1.2A Madison County Climate and Weather Statistics (continued)

	Virginia City 1893 - 2010	Twin Bridges 1950 - 2010	Norris Pump House 1907 - 2010	Hebgen Dam 1904 - 2010
Highest Annual Precipitation	21.25 inches 1962	15.64 inches 1983	25.21 inches 1959	39.57 inches 1982
Lowest Annual Precipitation	9.05 inches 1934	5.33 inches 2008	11.25 inches 2001	12.26 inches 1905
1 Day Maximum Precipitation	1.88 inches July 9, 1968	1.80 inches June 10, 1969	5.04 inches May 24, 1909	2.15 inches September 15, 1966
Highest Annual Snowfall	130.2 inches 1984	Insufficient data	98.5 inches 1924	381.0 inches 1975
1 Day Maximum Snowfall	16.0 inches April 16, 1941 January 16, 1952	Insufficient data	24.0 inches May 7, 1965 May 6, 2010	22.0 inches December 3, 2007
Largest Hail Events	1.75 inches Virginia City, July 11, 1998 Sheridan, July 22, 2008			
Strongest Non-Thunderstorm Winds	79 mph, Ennis, December 30, 1996			
Highest Thunderstorm Winds	85 mph, Ennis, July 22, 2008			
Strongest Tornadoes	F0, Madison County, specific location unknown, June 29, 1992 F0, 1 mile southwest of Ennis Airport, June 29, 1999			

Sources: Western Regional Climate Center, 2011; National Climatic Data Center, 2011.

Common hazardous weather losses include:

- Impassible road conditions due to snow and blowing snow.
- Electric infrastructure losses due to heavy snow, ice, thunderstorms, and strong winds.
- Traffic accident losses from nearly any type of hazardous weather.
- Roofing, siding, and window losses due to hail and wind.
- Structure, infrastructure, crop, and timber losses due to tornadoes, strong winds, and heavy snow.
- Livestock losses.
- Deaths and injuries.

U1.3 Planning Assumptions

- Hazardous weather conditions may occur without warning.
- The geographic extent of hazardous weather conditions may range from localized at a single site to region-wide (including all of Madison County and neighboring jurisdictions).
- The duration of hazardous weather conditions may range from hours to days for events like extended extreme cold and persistent winter storm or strong wind patterns to second to minutes for short, intense events such as tornadoes and hail storms.
- Conditions more extreme or with different impacts than have been seen in Madison County historically are possible.

U2. Concept of Operations

Hazardous weather forecasts, advisories, watches, and warnings are provided by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office is in Great Falls. Hazardous weather conditions may or may not be preceded by some type of warning or statement. Madison County has many mesoscale and terrain features that may make forecasting hazardous weather events difficult or impossible and may be undetected in remote areas. As the understanding and technology of meteorology improves, however, the ability to forecast and warn for such events may improve as well. Table U2A lists the various hazardous weather products that may be issued.

Table U2A NOAA / NWS Hazardous Weather Products

<i>Type</i>	<i>Level</i>	<i>Criteria / Definition</i>
Hazardous Weather	Outlook	Alerts the public to the possibility for hazardous weather in the area from 1-7 days in advance.
SEVERE THUNDERSTORMS		
Tornado	Watch	Conditions for tornadoes appear especially favorable over the next several hours. Watches are typically in effect for 4-6 hours.
Tornado	Warning	Radar or satellite indicates and/or reliable spotter reports a tornado is occurring or imminent. The warning is usually valid for 15-45 minutes.
Severe Thunderstorm	Watch	Conditions for severe thunderstorms appear favorable over the next several hours. Watches are typically in effect for 4-6 hours.
Severe Thunderstorm	Warning	Thunderstorms with wind gusts of 58 mph or greater and/or hail 1 inch or larger in diameter are occurring, imminent, or has a high probability of occurring. The warning is usually valid for 30-60 minutes.
HIGH WINDS		
High Wind	Watch	Conditions are favorable for sustained winds of 40 mph or greater for at least 2 hours or gusts of 58 mph or greater in the next 12-48 hours.
High Wind	Warning	Sustained winds of 40 mph or greater for at least 2 hours or gusts of 58 mph or greater are occurring, imminent, or have a high probability of occurring within 36 hours.
FOG		
Dense Fog	Advisory	Widespread fog with visibilities of ¼ mile or less for a duration of at least 3 hours are occurring, imminent, or have a high probability of occurring within 36 hours.
WINTER WEATHER		
Blizzard	Watch	Conditions are favorable for blizzard conditions (sustained winds or frequent gusts of 35 mph or more, frequent visibilities of a ¼ mile or less, and falling and/or blowing snow for 3 hours or more) in the next 12-48 hours.
Blizzard	Warning	Sustained winds or frequent gusts of 35 mph or more with falling and/or blowing snow frequently reducing visibilities to less than a ¼ mile for 3 hours or more are occurring, imminent, or have a high probability of occurring within 36 hours.

Table U2A NOAA / NWS Hazardous Weather Products (continued)

Type	Level	Criteria / Definition
WINTER WEATHER		
Winter Storm	Watch	Conditions are favorable for hazardous winter weather conditions including heavy snow, blizzard conditions, or significant accumulations of freezing rain or sleet in the next 12-48 hours, but the occurrence, location, severity, and/or timing are uncertain. It may also include wind chills if they are expected with the above listed events.
Winter Storm	Warning	Any one or a combination of the following are occurring, imminent, or have a high probability of occurring within 36 hours: <ul style="list-style-type: none"> - Snow accumulations of 6 inches or more in 12 hours or 8 inches or more in 24 hours below 7,000 feet. - Snow accumulations of 8 inches or more in 12 hours or 12 inches or more in 24 hours above 7,000 feet. - Sustained winds or frequent gusts of 25-34 mph (just below blizzard criteria) with snowfall reducing visibilities occasionally to ¼ mile or less for 3 hours or more. - Severe icing on roads from snow, wind, and/or falling temperatures becomes a significant threat to life and property. - Severe winter conditions such as heavy snow and blowing snow (not meeting blizzard warning criteria) that are making conditions extremely hazardous. - Sleet accumulations of a ½ inch or more.
Winter Weather	Advisory	Any one or a combination of the following are occurring, imminent, or have a high probability of occurring within 36 hours below 7,500 feet: <ul style="list-style-type: none"> - Snow accumulations of 2-5 inches of snow in 12 hours. - Blowing snow reducing local visibilities to below ¼ mile with wind speeds less than 35 mph. - Sleet accumulations of less than a ½ inch. - Winter events that do not reach snowfall criteria but are expected to have greater impacts, such as an event during the morning or evening rush hour or an event that produces considerable icing on roads.
Freezing Rain	Advisory	Ice accumulations from freezing rain or freezing drizzle of less than ¼ inch that result in hazardous conditions on roads and sidewalks, even if impacts are scattered or more localized, are occurring, imminent, or have a high probability of occurring within 36 hours.
Wind Chill	Warning	Wind chills of -40°F or lower with winds of 10 mph or greater with no precipitation are occurring, imminent, or have a high probability of occurring within 36 hours.
Wind Chill	Advisory	Wind chills of -20°F to -39°F with winds of 10 mph or greater with no precipitation are occurring, imminent, or have a high probability of occurring within 36 hours.

Source: National Weather Service, 2011.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: A hazardous weather outlook is issued containing a moderate probability of hazardous weather over the next 1-7 days or National Weather Service (NWS) meteorologists are indicating a significant weather event is possible.*

Individual organizations should raise the awareness level of employees/members and consider the following:

- Will many employees/members be on vacation or otherwise unavailable?
- Will equipment and/or vehicles be out of service for non-critical maintenance or service or should service be expedited?
- Are supply stocks or fuel levels low?

Measures generally do not need to be taken based on a hazardous weather outlook, however, initial planning can begin, if necessary, such as the approach of a holiday weekend, preparations for the first winter storm, checking supplies, etc. Awareness is usually the most important element at this phase.

- *Decision Point: A severe thunderstorm or tornado watch is issued.*

Severe thunderstorms and tornadoes are generally small scale phenomena that can only be predicted for a particular location up to 60 minutes in advance. Watches are typically issued when conditions are favorable in a wide area. Chances are decent that somewhere in the county a severe thunderstorm or tornado may occur, but the location of such is quite uncertain. These types of watches, severe thunderstorm more than tornado, are often issued several times per year. For this reason, only basic preparations can be made. Response organizations should ensure employees/members are aware of the potential. Fuel levels in response vehicles should be checked and filled, if needed. Low supplies may also be replenished, if needed. Contingency plans for outdoor events should be developed for if a warning is issued.

- *Decision Point: A severe thunderstorm or tornado warning is issued or severe thunderstorms or tornadoes are occurring.*

Severe thunderstorm and tornado warnings are generally issued for specific locations, as outlined in the warning. These warnings indicate that a storm meeting severe criteria is developing or moving into the warned area. Organizations within the warned area should alert employees/members and instruct them to take appropriate protection measures. Those attending outdoor events should be instructed to immediately implement contingency plans and take shelter. If a tornado is observed to be moving toward a populated area and time allows, law enforcement may instruct the Madison County Communications Center to initiate reverse calling procedures to instruct the public to take shelter. See the [Warning Annex](#) for additional information on this function.

- *Decision Point: A winter weather or high wind watch is issued.*

Winter weather and high wind events are generally larger scale events with some additional lead time and may involve the entire county. Preparations for the event should begin and may include the following, depending on the type of event:

- Modification of work schedules to ensure adequate staffing levels throughout the event.
- Vehicle and equipment preparations to allow for rapid and sustained deployment.
- Supply purchases needed to sustain operations throughout the event.

- *Decision Point: A winter weather or high wind warning is issued or hazardous weather conditions are occurring.*

Weather forecasting is not a perfect science, so hazardous weather may occur without warning, or conversely, a warning may be issued and the expected conditions do not occur or occur with less severity. Situational awareness by monitoring weather conditions throughout the county and in neighboring jurisdictions is important to operations. As conditions dictate, initiate operations, such as snowplowing or closing roadways. Emergency responders may be teamed with road crews to facilitate safe emergency response. Continue to monitor, maintain operations, communicate with partner organizations, and make changes to staffing levels, as needed. Accurate personnel and equipment records must be maintained for possible reimbursement requests should the event escalate to the disaster or emergency level.

- *Decision Point: A hazardous weather event has caused property or infrastructure losses.*

When safe to do so, response organizations can respond to immediate threats to life and property. Depending on the level of response needed, the Madison County Emergency Operations Center may be opened. Losses to government property should be clearly recorded should reimbursement be requested. When public property is damaged, the processes outlined in the [Base Plan, Section 7.1, Finance/Administration](#) should be followed. Losses throughout the communities should also be assessed and evaluated for possible disaster and/or emergency declarations. See the [Damage Assessment Annex](#) for additional information. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

- *Decision Point: Roadways closures need to be considered or implemented.*

When the risk to life and property is substantial enough, roadways may be closed. The Montana Department of Transportation has jurisdiction over state highways. All other roads may be closed at the discretion of the county and/or town officials. The following should be considered:

- Which roadway(s) should be closed or restricted?
- How will the traveling public be notified of the closures?
- How will the closures be enforced?

See the [Road Closure Annex](#) for additional information on this function.

- Decision Point: Government office closures need to be considered or implemented.

When the risk to life is substantial enough, government offices may be closed. The following should be considered:

- If offices are to be closed early, will employees be traveling in worse conditions at the time of closure or if kept at work?
- If offices will not open in the morning, how will employees be notified?
- How will the public be notified of the closures?

U3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Emergency Management

- Track progress of the storm(s), collect field reports, and communicate with the National Weather Service.
- Communicate with government and school administrators regarding possible closures and early releases.
- Establish a public information hotline/electronic media, if needed.

Communications Center

- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.

Law Enforcement

- Disseminate information to dispatch and responding agencies on hazardous conditions.
- Coordinate with the Street and Road Departments and other response agencies regarding response to emergencies.

Search and Rescue

- Coordinate searches for missing persons in non-urban environments, such as missing persons and stranded motorists.

Street and Road Departments

including Montana Department of Transportation

- Coordinate with the Incident Commander (typically law enforcement) and other emergency response agencies regarding response to emergencies.

- Request additional resources as necessary.
- Clear roadways of debris and snow, using established priorities.

Other Entities

- Perform other duties as needed and assigned.

U4. Direction, Control, and Coordination

Incident Command will vary depending on the type of impacts caused by the hazardous weather and will most often be managed through Unified Command consisting of the follow organizations:

- Law Enforcement
- Fire Departments
- Street and Road Departments
- Emergency Management
- Utility Providers (if utility infrastructure and/or services are affected)
- Government Administration (if government facilities and/or services are affected)
- Schools (if school facilities and/or operating statuses are affected)

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

This annex is to be used in coordination with other local, state, and federal plans. Other related state and federal plans (vertical coordination) include:

- Montana Emergency Alert System (EAS) State Plan

U5. Information Collection and Dissemination

U5.1 Information Collection for Planning

Table U5.1A lists the key information needed and possible sources when preparing for and conducting operations during hazardous weather events.

Table U5.1A Possible Information Sources

Information Type	Source
Weather watches and warnings Hazard forecasts (potential for hazard growth and/or continuation)	<ul style="list-style-type: none"> ○ National Weather Service, Great Falls (Note: The NWS may be able to provide an on-site Incident Meteorologist, if warranted.)
Road conditions	<ul style="list-style-type: none"> ○ Street and Road Departments ○ Montana Department of Transportation ○ Law Enforcement

U5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Weather forecast information, including watches, warnings, and advisories
- Preparedness tips, such as disaster supply kits and winter survival gear
- Details on closures and outages and anticipated duration
- Shelter and mass care information
- Disaster recovery information

U6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

U7. Administration, Finance, and Logistics

U7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

U7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

U8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

U9. Authorities and References

U9.1 Authorities / References

- Montana Code Annotated 7-14-2127: Temporary limitation or prohibition of traffic
- Montana Code Annotated 60-5-104: Powers of highway authorities

U9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

U10. Attachments

None

VOLCANO ANNEX V

V1. Purpose, Situation, and Assumptions

V1.1 Purpose

The purpose of this Volcano Hazard-Specific Annex is to guide and coordinate agencies and organizations during volcanic eruptions affecting Madison County. Volcanoes can threaten lives and property depending on the extent and proximity of the eruption and may require a coordinated response. General incident management principles and disaster and emergency processes should be applied to any volcano incident, but this annex provides additional information specific to these types of incidents.

V1.2 Situation Overview

Madison County has several volcano hazards, some nearby and others more distant. The most probable volcano hazard is ashfall from the Cascade Range hundreds of miles to the west, including Mount St. Helens, Mount Rainer, and Mount Hood. Ash from distant volcanic eruptions can be carried in the upper level winds and then fall far from the source. Ashfall as thick as several inches is possible in some cases. Volcanic ash is corrosive, and therefore, can cause problems. Dry ash is more manageable than wet ash. When wet, volcanic ash becomes thick and glue-like.

Volcanic ashfall can clog air intakes of buildings and damage engines of vehicles and other equipment. Aircraft can be particularly threatened, and therefore, air restrictions may be required for extended periods of time. Electric and communications infrastructure can be damaged by the corrosive ash, especially when wet and heavy; wet ash conducts electricity. Dry ash on roadways can reduce visibilities and wet ash is slippery. Volcanic ash can pose a threat to livestock, as the ash that falls to the ground can contain enough fluoride to harm animals. Individuals with respiratory problems may be sensitive to airborne ash, and when thick enough, the general population may as well. In extreme cases, the heavy amounts of ash may cause roof and structure collapses.

Although extremely unlikely within the time scale of this plan, the Yellowstone Caldera, just to the southeast of Madison County in Yellowstone National Park, could erupt resulting in devastation throughout the region. The interval for these types of events is on the scale of millions of years. Smaller eruptions with localized impacts are more likely but are still on the scale of thousands of years. Over the next few hundred years, Yellowstone hazards will most likely be limited to ongoing geyser and hot-spring activity, occasional steam explosions, and moderate to larger earthquakes.

If a caldera-forming eruption occurred in Yellowstone, the impacts would be felt worldwide. The impact to Madison County, particularly southern parts, would likely be devastating from hot volcanic gases. Note that historically, the ashfall of super-eruptions at Yellowstone has primarily been to the south and

east, sparing most of Madison County. The more likely non-explosive lava eruptions would probably have little direct impact to Madison County with the risk greatest in southeastern Madison County and decreasing to the north and west.

Possible volcano losses include:

- Vehicle and equipment losses.
- Electric and communications infrastructure losses.
- Forage and livestock losses.
- Aircraft restrictions and associated economic losses.
- Respiratory illnesses.
- Structure and contents losses.
- Deaths and injuries.

V1.3 Planning Assumptions

- The extent and location of volcanic ashfall will depend on upper level wind conditions.
- The geographic extent of volcano impacts may range from localized at a single site to county and region wide.
- The duration of ashfall may range from hours to weeks.
- Some warning may exist prior to an eruption or ashfall.
- Extreme impacts, more than have been seen in Madison County historically, are possible.

V2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *Ashfall is predicted over Madison County.*

When ashfall is predicted to occur in Madison County, usually from a distant volcano, public awareness and education becomes the primary objective. Depending on the severity of the anticipated ashfall, the message may vary but will often include information on:

- Protecting equipment (turning off engines, closing air intakes, not driving, etc.)
- Sheltering-in-place (closing windows and doors, turning off air conditioners, having adequate supplies of food and water, etc.)
- Protecting animals and livestock (bringing inside, providing clean food and water, etc.)
- Preparing and protecting generators

Additional actions officials may take include:

- School closures
- Government office closures
- Issuance of public health advisories
- Emergency travel only restrictions

- Air travel restrictions
- Decision Point: *Ashfall has occurred in Madison County.*

Once the ash has fallen, the primary objective becomes removing the ash. Locations for disposing of the ash need to be identified, ideally in locations where dispersion by wind and runoff can be minimized. Local officials may need to prioritize its removal from buildings, equipment, and roadways. Some closures and restrictions may need to stay in place until an initial level of clean up has been completed. Home and business owners may need guidance on if or how to remove the ash. Clean up efforts can take weeks to months.

- Decision Point: *Volcanic activity is occurring within Yellowstone National Park.*

Small volcanic eruptions and lava flows could occur within the Yellowstone Caldera, and in fact, are much more likely than a super-eruption. Impacts from these types of events would likely be limited to and cause disruptions in the Park. Since Park visitors may travel through Madison County, the County may assist with providing public information. See the [Public Information Annex](#) for additional information on this function. Law enforcement may also be requested to assist with area closures.

- Decision Point: *Eruption of the Yellowstone Caldera is forecast in the near future.*

If a super-eruption of the Yellowstone Caldera is forecast, the most prudent action is to evacuate the region, unless scientists indicate that Madison County is safe from the impacts. Such an evacuation would likely be a long-term event and might be seen more as a migration to safer areas. Local officials could work with communities outside the most hazardous locations to provide residents with options for relocation. Temporary shelter in communities outside Madison County and even Montana may need to be considered in situations where the warning time is short. See the [Evacuation Annex](#) for additional information on evacuations and the [Warning Annex](#) for the associated warning information. Mutual aid from nearby jurisdictions would likely be unavailable in these cases due to the regional, and even global, nature of the hazard.

V3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- Take action to protect facilities, infrastructure, and vehicles from ashfall.

Emergency Management

- Monitor volcano and ashfall forecasts and provide information to the appropriate agencies.

Communications Center

- Receive weather alerts from the National Weather Service and notify responders and other agencies, as appropriate.

Public Health

- Monitor public health conditions, including air quality.

Water and Sewer Departments / Districts

- Be prepared to shut down or isolate public utilities and services if threatened with contamination.

Street and Road Departments

including Montana Department of Transportation

- Clear roadways of ash.

Other Entities

- Perform other duties as needed and assigned.

V4. Direction, Control, and Coordination

Incident Command for volcano incidents will most likely be Unified Command between Principal Executive Officers / Local Elected Officials, Public Health, Law Enforcement, and Emergency Management. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

V5. Information Collection and Dissemination

V5.1 Information Collection for Planning

Table V5.1A lists the key information needed and possible sources when preparing for and conducting operations during volcano incidents.

Table V5.1A Possible Information Sources

Information Type	Source
Aviation Information	- Federal Aviation Administration
Volcanic Activity	- Yellowstone Volcano Observatory - Cascades Volcano Observatory
Weather Forecasts and Alerts	- National Weather Service, Great Falls

V5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated impacts
- Protective actions needed or recommended, including information for animals
- Closures

V6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

V7. Administration, Finance, and Logistics

V7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

V7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

V8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

V9. Authorities and References

V9.1 Authorities / References

None

V9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

V10. Attachments

None

WEAPONS OF MASS DESTRUCTION AND TERRORISM ANNEX W

W1. Purpose, Situation, and Assumptions

W1.1 Purpose

The purpose of this Weapons of Mass Destruction and Terrorism Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of weapons of mass destruction (WMD) and terrorism within or affecting Madison County. WMD and terrorist events require a high level of coordination between those trying to manage the consequences of the attack and those responders investigating and trying to prevent additional attacks. General incident management principles and disaster and emergency processes should be applied to any WMD/terrorism incident, but this annex provides additional information specific to these types of incidents.

W1.2 Situation Overview

Terrorism, both domestic and international, is a violent act done to try and influence government or the population of some political or social objective. Terrorist acts, typically using weapons of mass destruction, can come in many recognized forms or may be more subtle using untraditional methods. The primary recognized forms of weapons of mass destruction are chemical, explosive, biological, radiological, nuclear, and cyber; however, terrorism's only limitation is the human imagination.

Domestic terrorism involves groups or individuals that perform terrorist acts directed at elements of the government or population without foreign direction. International terrorism involves foreign-based direction, groups, and/or individuals whose activities transcend national boundaries.

Chemical terrorism is the use of chemical agents to poison, kill, or incapacitate the population or animals, destroy crops or natural resources, or deny access to certain areas. Chemical agents can be broken into five different categories: nerve agents, vesicants, cyanide, pulmonary agents, and incapacitating agents.

Terrorism using *explosive and incendiary* devices includes bombs and any other technique that creates an explosive, destructive effect. Bombs can take many forms from a car bomb to a mail bomb. They can be remotely detonated using a variety of devices or directly detonated in the case of a suicide bomb.

Bioterrorism is the use of *biological* agents, living organisms, or material derived from such organisms such as Anthrax, Ricin, and Smallpox, to infect the population, plants, or animals with diseases or illnesses that may lead to death. These agents may be used as a weapon or as part of a weapon and often are not detected immediately as infection may involve some period of time, such as an incubation period, before causing illness.

Radiological terrorism involves the use of radiological dispersal devices to attack the population. Exposure to radiation can cause radiation sickness, long-term illness, and even death. Terrorism experts fear the use of explosive and radiological devices in the form of a “dirty bomb” to attack the population. A “dirty bomb” is a low-tech, easily assembled and transported device made up of simple explosives combined with a suitable radioactive agent.

Nuclear weapons have the potential for causing catastrophic damage through an explosion and subsequent radiation exposure. Many countries have nuclear capabilities. Such weapons at the control of terrorists could cause significant devastation, particularly in an urban area. Most nuclear threats have been related to international unrest and times of war, but the potential for an unprovoked attack or accidental launch exists.

Cyberterrorism is the attack or hijack of the information technology infrastructure that is critical to the US economy through financial networks, government systems, mass media, or other systems. Any cyber attack that creates national unrest or instability would be considered cyberterrorism.

Madison County is not particularly at risk from terrorism, however, the Big Sky area often hosts high profile events and is frequented by well known individuals and high level officials, primarily for vacation purposes. Yellowstone National Park, a national asset, is in close proximity to Madison County. Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City do have critical facilities and infrastructure that may be vulnerable to terrorist acts. The rural nature of the area makes it more vulnerable to clandestine attacks on livestock and the population.

Possible weapons of mass destruction and terrorism losses include:

- Deaths, injuries, and illnesses.
- Critical facility and infrastructure physical and functional losses.
- Structure and contents losses.
- Business disruption and economic losses.
- Crop and livestock losses.
- Environmental losses.

W1.3 Planning Assumptions

- Terrorist acts usually occur without specific warning.
- The geographic extent of a terrorist act may range from localized at a single site to impacts countywide.
- Terrorist acts may not be initially recognized as such.
- The complexities of weapons of mass destruction and terrorism incidents are likely beyond the normal capabilities of responders in Madison County. Assistance from outside the county must be sought early in the response.
- Depending on the extent of the incident or incidents, local government may have to operate without outside assistance for a prolonged period of time.
- Extreme impacts are possible.

W2. Concept of Operations

Weapons of mass destruction and terrorism are somewhat unique in the way that they are managed. Because of the intentional threat to and attack on life and property, incident management is not only focused on restoring health and safety but an additional important element is dealing with the crime of and continuing threats related to the act.

Crisis management involves the management of resources needed to anticipate, prevent, and/or resolve terrorism threats and acts. At the local level, crisis management is performed by the law enforcement agencies. The lead federal agency is the Federal Bureau of Investigation (FBI). The FBI is tasked with coordinating closely with local law enforcement authorities to facilitate successful law enforcement resolution of the incident. The FBI also coordinates with the Federal Emergency Management Agency, the Central Intelligence Agency, and other federal and state authorities that may be involved.

Consequence management involves the management of resources used to protect public health and safety, restore essential services and government, and provide relief to individuals, businesses, and agencies affected by acts of terrorism. At the local level, consequence management is performed across local government and first response organizations but is most often coordinated by Madison County Emergency Management. The lead state agency is Montana Disaster and Emergency Services and the lead federal agency is the Department of Homeland Security, Federal Emergency Management Agency.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A specific terrorist act is threatened with the potential to impact Madison County.*

Most terrorist acts are done without warning, but occasionally, bomb threats or intelligence may provide some warning. Generally, at this phase, law enforcement takes measures to try and thwart the act or minimize the impacts such as:

- Increasing security at threatened locations.
- Increasing surveillance of concerning individuals.
- Evacuating and searching threatened facilities.
- Increasing public awareness and reporting of suspicious activity. See the [Public Information Annex](#) for additional information on this function.
- Warning the public to take action, as in the case of nuclear attack. See the [Warning Annex](#) for additional information on this function.

- Decision Point: *Terrorist act(s) occur elsewhere in the nation and additional security and/or protection measures are needed locally.*

Following a terrorism incident elsewhere in the United States, measures may be needed to prevent additional attacks or to calm public fears. Generally, these measures will be dictated by the type of attack that occurred with direction provided by law enforcement, but may include:

-
- Increased security measures at critical facilities and infrastructure.
 - Increased and/or 24/7 staffing of emergency services such as fire stations, ambulances, hospitals, Emergency Operations Center, etc.
 - Development of incident-specific procedures.

If the incident elsewhere in the country or even internationally is expected to have an impact locally (e.g. radioactive fallout, spread of biological agent, etc.) measures such as shelter-in-place, isolation, and quarantine might be recommended or implemented.

➤ Decision Point: *Local incident is possibly or suspected to be a terrorist act.*

When an incident is such that it may be a terrorist or criminal act, the scene must be treated somewhat differently to protect responders and evidence. An accidental hazardous material release may present itself as a possible terrorist act, but the incident should be treated as if it were intentional, until found to be otherwise. As always, responders should keep safety as their top priority and consider the following:

- Incident may involve hazardous materials including radiological or biological materials, so respond accordingly. (See the [Hazardous Material Release Annex](#) for additional information.)
- First on scene unit should establish Incident Command, provide a “size up” of the scene, including immediate visible hazards to responders.
- Identify a safe Unified Command Post location for law enforcement, fire, and EMS.
- Stay aware of possible secondary acts and invisible hazards such as radiation or secondary explosives targeting responders.
- Treat the incident scene as a crime scene and try to preserve evidence to the extent possible (e.g. don’t moved deceased individuals unless essential to save others, etc.)
- Secure a perimeter around the scene and deny entry to unauthorized persons.
- Perform life saving and scene stabilization operations, including triage, if necessary. (See the [Multiple Casualty and Multiple Fatality Annex](#) for more information on managing these types of incidents.)
- Ensure that contaminated individuals are decontaminated before moving into contamination-free zones such as hospitals. (Note: Many hospitals have decontamination equipment. State hazardous material teams may also have this capability.) Inform ambulance crews and the hospitals of possible contamination hazards.
- Establish a staging area. Some key points for selecting a staging area are:
 - Accessibility to the scene.
 - Upwind of incident site.
 - Security.
 - Outside of the inner perimeter activity.
 - Ability to use communications, phones, etc.
 - Lighting, visibility.
 - Ample space for parking and refueling.
 - Place to rest.
 - Control of in and out flow of traffic.

- If a potential chemical, biological, radiological, or nuclear attack, establish a contamination control area to detect contaminating substances and perform decontamination procedures for contaminated personnel and equipment until specialized resources arrive.
- Determine if there are continuing threats to life, property, or the environment, including the possibility of additional attacks.
- Take immediate action to safeguard responders and the public, including evacuations, shelter-in-place, and/or establishing a wider perimeter. See the [Evacuation Annex](#) for additional information.
- Notify the appropriate authorities such as the Federal Bureau of Investigations (FBI), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), and Montana All Threat Intelligence Center (MATIC), as needed.
- Notify and make special considerations for facilities caring for those with special needs such as schools and assisted living facilities. See the [Special Needs Annex](#) for additional information.
- Determine site-specific strategy and tactics.
- Activate the Emergency Operations Center (EOC) for coordination, logistic support, resource management, and/or public information.
- Request additional personnel, supplies, and equipment, as needed. Requests for state or federal assistance are fulfilled by Montana Disaster and Emergency Services.

➤ *Decision Point: Local information indicates an emerging terrorist attack.*

In some cases, detection of an incident may be more gradual and detected through unusual patterns of illness or symptoms. In these emerging cases, the incident must be managed somewhat differently, especially if an incident “location” is not immediately apparent. Once terrorism is suspected, however, the appropriate precautions should be taken to protect responders and medical personnel, stabilize the situation, manage the incident, and begin an investigation. Possible indications of an emerging terrorist attack include:

- Unexplained casualties such as multiple victims and/or discernible casualty patterns, surge of similar 911 calls, serious illnesses of unexplained origin, or unusually high incidence of nausea, disorientation, difficulty breathing, and/or convulsions.
- Unusual occurrence of dead or dying animals.
- Presence of unusual liquid, spray, or vapor.
- Unusual droplets or oily films.
- Low clouds or fog unrelated to weather.
- Suspicious devices, packages, or unattended items.

➤ *Decision Point: Loss of life and property has occurred from a local terrorist act.*

If a terrorist incident occurred in Madison County, incident management could quickly become overwhelming, involving more functions and national and international interest than is usually present during and following local disasters and emergencies. Unified Command, Incident Command, and/or Operational considerations may include:

-
- Hazardous materials: In addition to being a terrorist/criminal incident, any incident involving chemical, biological, radiological, or nuclear weapons will need to be handled as a hazardous material release as well. See the [Hazardous Material Release Annex](#) for more information.
 - Mass casualties and/or fatalities: As terrorists seek to make dramatic statements, many incidents include large losses of life and/or injuries. In these cases, see the [Multiple Casualty and Multiple Fatality Annex](#) for more information on this function.
 - Building inspection: If structures are affected in the incident, particularly when an explosion is present, building safety may become a top priority. Initially, first responders must follow standard practices to ensure their own safety when trying to rescue others and remain out of unstable structures. As soon as practical, qualified building inspectors and/or engineers should be used to determine the stability of affected structures.
 - Investigation: Beginning early in the response, investigation by law enforcement agencies, and public health officials in the case of bioterrorism, is conducted. This process should be facilitated to the extent possible to allow for evidence gathering, processing, investigation, and the apprehension of suspects to possibly prevent future attacks.
 - Public information: Any terrorist attack will have high levels of media and public attention. Additional resources will likely be needed for the public information function alone. See the [Public Information Annex](#) for more information on this function.
 - Coordination: Most terrorist incidents will involve a wide variety of federal, state, and local authorities. Local incident managers should be prepared for an influx of officials with a variety of jurisdictional authorities and responsibilities and enable the coordination and support of these efforts. The wide spectrum of possible attacks may also require involvement at the command level from non-traditional response agencies such as public health for bioterrorism, veterinarians for animal bioterrorism, or information technicians for cyberterrorism.

➤ Decision Point: *Terrorist incident involves radiological and/or nuclear materials.*

Initially, standard hazardous material release practices should be followed. See the [Hazardous Material Release Annex](#) for additional information. Certainly, state and federal assistance will be needed for radiological and nuclear incidents. Additional information and definitions related to radiological and nuclear incidents follow.

Radioactive Fallout – Fallout can be categorized into either the early (localized) fallout or the delayed (worldwide) fallout. Localized fallout is defined as those particles that reach the earth’s surface within 24 hours after the nuclear explosion. The delayed fallout consists of smaller particles that ascend into the upper levels of the atmosphere and are carried to all parts of the earth. The delayed fallout is brought down to the earth’s surface by rain or snow over periods ranging from months to years. Fallout is radioactive. Its intensity and hazard to the public is dependent upon the length of time since the nuclear explosion, the distance between the fallout particles and the organism, and the mass (material/substance) between the fallout and the organism. Note: People exposed to radiation do not become radioactive. Radiation sickness is not contagious or infectious; it cannot be “caught” from another person.

Fallout Shelter – The space or facility used to protect the occupants from radioactive fallout.

Protection Factor – A number used to express the relationship between the amount of fallout radiation that would be received by a person in a completely unprotected location compared with the amount that would be received by a person in a protected location. The Protection Factor only refers to fallout and not the other effects (heat and blast) of a nuclear explosion. The Protection Factor relationship can be determined by dividing the radiation measured inside the structure into the outside measured radiation.

Electromagnetic Pulse (EMP) – Energy radiated by a nuclear weapon detonation of a very high frequency range that may damage electronic equipment or components.

If a nuclear attack occurs or is expected, the Madison County Communications Center will be notified through the National Warning System (NAWAS). The county will then alert the public through the methods outlined in the [Warning Annex](#). Information on fallout shelters and other protective actions should be included in the local warning information.

W3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Communications Center

- Alert local emergency responders of the potential of a terrorist act or use of weapons of mass destruction if initial reports indicate such.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Maintain civil authority.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Investigate criminal activities related to the disaster.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA 50-2-116)
- Serve as the link to the Montana All Threat Intelligence Center (MATIC).

Public Health

- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)

Other Entities

- Perform other duties as needed and assigned.

W4. Direction, Control, and Coordination

Terrorist incidents in Madison County will often be managed with Unified Command between law enforcement, the jurisdictional fire department, and emergency medical / ambulance services. The Principal Executive Officers / Local Elected Officials are ultimately responsible for the protection of the public. Other state and federal agencies having jurisdiction may also need to be integrated into the command system. Unified Command will facilitate both crisis management and consequence management activities while providing for the anticipated expansion of operations as a wide variety of resources and agency representatives arrive to provide support. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

W5. Information Collection and Dissemination

W5.1 Information Collection for Planning

Table W5.1A lists the key information needed and possible sources when preparing for and conducting operations during weapons of mass destruction and terrorism incidents.

Table W5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Biological Agent Information	<ul style="list-style-type: none">- Madison County Health Department- Montana DPHHS- Veterinary Providers
Localized Threat Information for Law Enforcement	<ul style="list-style-type: none">- Law Enforcement- Montana All Threat Intelligence Center
Public Threat Information	<ul style="list-style-type: none">- US Department of Homeland Security, National Terrorism Advisory System

W5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of the terrorist’s objectives. Consistent and expedited information can calm anxieties and reduce unhelpful public responses such as panic or spontaneous evacuations that hamper response efforts and further the objectives of the initiators of the event.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Awareness and procedures for reporting suspicious activity, if additional attacks are possible
- Road and area closures and expected duration
- Shelter, mass care, and mental health services information, if necessary
- Disaster recovery information

W6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

W7. Administration, Finance, and Logistics

W7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

W7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

W8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

W9. Authorities and References

W9.1 Authorities / References

None

W9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

W10. Attachments

- Emergency Management, Weapons of Mass Destruction / Terrorism, Operating Procedures
- Emergency Medical / Ambulance Services, Weapons of Mass Destruction / Terrorism, Operating Procedures
- Fire Departments, Weapons of Mass Destruction / Terrorism, Operating Procedures
- Law Enforcement, Weapons of Mass Destruction / Terrorism, Operating Procedures
- Principal Executive Officers / Local Elected Officials, Weapons of Mass Destruction / Terrorism, Operating Procedures
- Public Health, Weapons of Mass Destruction / Terrorism, Operating Procedures

Emergency Management Weapons of Mass Destruction / Terrorism, Operating Procedures

1. Activate the Emergency Operations Center as warranted and coordinate its operation.
2. Coordinate and assist the other responders with assessment and identification of the situation. If the County has both a DES Coordinator and a Homeland Security Administrator, the former will tend to concentrate on coordination of field activities and interface between field units and the EOC, while the latter concentrates on administrative matters and activities within the EOC, but this may change depending upon the background, training, situation, and capabilities of the individuals involved.
3. Coordinate resources and logistics.
4. Notify Montana DES and the Montana DPHHS Duty Officer and keep them appropriately informed.
5. Coordinate Public Information for the incident.
6. Supervise maintenance of countywide financial and usage records, contracts for service, and related administrative matters.
7. Assist and advise the Principal Executive Officers / Local Elected Officials in the performance of their duties.
8. Act as a primary interface for the County with external agencies and entities under the provisions of Unified Command and such Consequence Management and Incident Management provisions as may be invoked.
9. Keep the Principal Executive Officers / Local Elected Officials fully informed and advise them on matters within their purview.

Emergency Medical / Ambulance Services
Weapons of Mass Destruction / Terrorism, Operating Procedures

1. Coordinate response with Incident Command for safety and decontamination.
2. Assist with medical evaluations of first responders.
3. Triage and treat victims, keeping hospitals and other appropriate health care entities informed as to quantity and conditions of victims and potential contamination considerations.
4. Coordinate with the Fire Department on decontamination.
5. Prepare and arrange for transport.
6. Assist at hospital and care facilities.

Fire Departments

Weapons of Mass Destruction / Terrorism, Operating Procedures

1. The Fire Department will likely be part of Unified Command, as most WMD / Terrorism incidents have an element of hazardous materials and/or firefighting and rescue. Determination of Unified Command must be made on scene and without delay. If Unified Command is not assumed, work closely with the Incident Commander and advise on hazardous material considerations.
2. Determine Safety Zones and assist with evacuation of the area, if needed, while remaining within the limitations of training and available protective equipment.
3. Ensure appropriate PPE gear is worn by responders at all times.
4. Set up and delineate Zones (hot, warm, cold).
5. Notify health officials and assist with victims. Carry out emergency personnel decontamination as prudent and appropriate. This may involve rigging portable decontamination unit(s) on scene.
6. Coordinate with EMS for treatment and transport to hospital or other designated place.
7. Keep emergency management officials informed of developments.
8. Prepare to assist external HazMat teams when they arrive and as appropriate to training and equipment limitations. The primary direct assistance will be provided by members of one or both of the County HazMat Task Forces, who are trained and equipped to do so. Care must be taken not to attempt to use responders beyond the capabilities of their training, experience, and equipment.
9. Relieve or assist law enforcement personnel in securing contaminated areas.

Law Enforcement

Weapons of Mass Destruction / Terrorism, Operating Procedures

If a WMD / Terrorism threat has been received:

1. Survey the scene. Determine potential threats to responders' or others' safety.
2. Establish command.
3. Evacuate the scene.
4. Determine additional safety requirements.
5. Call for assistance (Emergency Management, Fire Department, etc.).
6. Commence careful, reasoned search for device.
 - a. If no device or substance is initially found:
 - i. Continue investigation, including ventilation system, then other sites in decreasing order of likelihood.
 - ii. Be alert for indications of forced entry, tampering, or other unauthorized access.
 - b. If suspicious findings occur during investigation:
 - i. Do not touch any item(s) found, either personally or with any equipment.
 - ii. Inform dispatch or Incident Command and request appropriate assistance.
 - iii. Maintain area security. This is a crime scene and a potential disaster scene.
 - iv. Keep information flowing outward from the scene until relieved.

When an unknown WMD device or suspected device has been located:

1. Evacuate and secure the area without touching the device either personally or with any equipment. Remain aware of the potential requirements for quarantine and/or decontamination.
2. Initiate HazMat response if appropriate.
3. Notify MT DES of need for Explosive Team if appropriate.
4. Alert the Public Health Department as appropriate.
5. Maintain security of the perimeter and of any potential evidence within the overall necessity for health and safety considerations.

If a potential Chemical or Biological weapon is located:

1. Evacuate and secure the area without touching or moving the device in any way consistent with the need for quarantine and/or decontamination.
2. Call for Fire Department, who may assume control of the site as a HazMat incident. Utilize the HazMat provisions of the EOP in conjunction with this information.
3. Notify health authorities, DES, FBI.
4. Maintain perimeter control.
5. Law enforcement personnel who have been appropriately trained and have worked with the County WMD/HazMat Task Force may, at the discretion of the Incident Commander, be equipped for Level B response and used for specific and very limited purposes when extraordinary conditions make that decision appropriate.

Principal Executive Officers / Local Elected Officials
Weapons of Mass Destruction / Terrorism, Operating Procedures

1. Act as the senior managers for the County/Towns in complying with statutory responsibilities, relying upon advice of trained and experienced people within and outside of County/Town government.
2. Direct activation of the Emergency Operations Center when appropriate and exercise overall supervision of the local response to the incident using the facilities therein.
3. Be available to assist in public information and morale enhancement activities as may be appropriate.
4. Request assistance from MT DES and other agencies (in coordination with Madison County Emergency Management) as may be appropriate and in accordance with applicable directives.
5. Facilitate integration of local response agencies with state, federal, and neighboring jurisdictions that may respond.
6. Exercise overall supervision of financial and contractual and other administrative arrangements and records as may be appropriate.
7. Ensure adequate post-incident analysis and adaptation is carried out as part of a program of effective consequence management.

Note: Provisions for continuity of government and operations are as outlined elsewhere in the EOP.

Public Health
Weapons of Mass Destruction / Terrorism, Operating Procedures

1. The primary responsibility of physicians and professional health care providers is to practice their profession. Lay members of the Public Health Department and non-practicing professionals will concentrate on administrative, logistics, and coordination tasks, augmented by volunteers and medical administrative personnel, as appropriate. All such activity is under the overall supervision of the County Public Health Officer under whatever form of Incident or Unified Command may be in effect; however, as this individual may well be a major part of the medical practitioner assets available, such supervision may be delegated to or exercised through the Public Health Administrator.
2. Notify and communicate with hospitals and such mass care activities as may be involved.
3. Keep the County Health Officer appropriately informed so that he or she may effectively advise the Incident Commander and/or Elected Officials in the performance of their duties.
4. Make notification to the Montana Department of Public Health and Human Services.
5. Make appropriate mass casualty and isolation recommendations.
6. Coordinate overall logistics, administration, and record keeping for medical and public health considerations related to the incident.
7. Interface with Law Enforcement, Incident and Unified Command, Emergency Management, and Elected Officials in matters relating to medical and health considerations.

WILDLAND FIRE ANNEX X

X1. Purpose, Situation, and Assumptions

X1.1 Purpose

The purpose of this Wildland Fire Hazard-Specific Annex is to guide and coordinate agencies and organizations during wildland fires affecting Madison County. Wildland fires have the potential to grow rapidly and threaten lives and property without coordinated response. General incident management principles and disaster and emergency processes should be applied to any wildland fire incident, but this annex provides additional information specific to these types of incidents.

X1.2 Situation Overview

A wildland fire is an uncontrolled fire in a vegetated area. In Madison County, timber, shrubs, grasses, and rangeland make up the primary fuel sources. The timber fuels of the county consist of Cool Dry Douglas Fir, Moist Douglas Fir, and Cool Habitat Types of Lodgepole Pine. Sagebrush is fairly extensive throughout the rangelands in Madison County. (Madison County Strategic Wildland Fire Plan, 2003) The degree of fuel hazard may also be affected by drought, disease, infestation, density, and historic fire activity. The fuels, terrain, accessibility, water supply, weather, and capabilities of the firefighting agencies are all factors in a fire's growth potential. Wildland fire occurrence is weather dependent and highly variable from year to year.

Madison County has mountainous terrain and large areas of National Forest lands. National Forests and Wilderness Areas include parts of the Beaverhead-Deerlodge National Forest (Madison, Jefferson, and Butte Ranger Districts), Gallatin National Forest (Bozeman and Hebgen Lake Ranger Districts) and Lee Metcalf Wilderness. The US Bureau of Land Management (BLM) and Montana Department of Natural Resources and Conservation (DNRC) manage many parcels of land within the county as well.

The area where human development meets undeveloped, vegetative lands is called the wildland urban interface (WUI). These areas are generally where most wildland fire losses occur. Madison County has many WUI areas, some with protective measures and mitigation in place and others that do not.

Madison County has eight fire departments/districts and a Fire Warden. Each department varies in its capabilities but all have at least some wildland fire suppression equipment and training. Assistance from the US Forest Service (USFS), US Bureau of Land Management (BLM), Montana Department of Natural Resources and Conservation (DNRC), and/or mutual aid departments is generally needed for larger wildland fires.

Possible wildland fire losses include:

- Structure and contents losses.

- Equipment, outbuilding, and fence losses.
- Electric and communications infrastructure losses.
- Crop, forage, and livestock losses.
- Economic losses.
- Deaths and injuries.

X1.3 Planning Assumptions

- Depending on weather and other conditions, wildland fires may be slow to grow or exhibit extreme growth within a short period of time.
- The geographic extent of wildland fire impacts may range from localized at a single site to tens of thousands of acres.
- The duration of wildland fires may range from hours to weeks.
- Some wildland fires on public lands may be allowed to burn if values are not at risk.
- Many wildland fires, particularly smaller fires that involve only one jurisdiction, will not require activation of this plan.
- Assistance from other firefighting agencies will be needed in large and interface wildland fires; agreements are in place to facilitate these efforts.
- Extreme impacts, more than have been seen in Madison County historically, are possible.

X2. Concept of Operations

Fire weather information is generated by the National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS). The local National Weather Service office for Madison County is in Great Falls; however, the primary fire weather zone for Madison County is Zone 111 (issued by NWS Missoula) and the Gallatin National Forest areas are part of Zone 123 (issued by NWS Billings). Table X2A lists the various fire weather alert products that may be issued. Wildland fires may or may not be preceded by a Fire Weather Watch or Red Flag Warning. Wildland fires can occur in all types of conditions; rather, these products indicate when weather conditions are favorable for rapid fire growth. The NWS will cancel the watches and warnings once the threat has passed.

Table X2A NOAA / NWS Fire Weather Alert Products

<i>Product</i>	<i>Criteria / Definition</i>
Fire Weather Watch	In the next 12-48 hours, conditions are favorable for: <ul style="list-style-type: none"> - Fire danger of very high or extreme, - Sustained winds of 20 mph or greater and relative humidity of 20% or less, - Scattered dry thunderstorms, - Increased thunderstorm activity after a prolonged dry period, and/or - Abrupt change in wind speed and direction.

Table X2A NOAA / NWS Fire Weather Alert Products (continued)

Product	Criteria / Definition
Red Flag Warning	The following conditions are occurring or expected to occur: <ul style="list-style-type: none"> - Fire danger of very high or extreme, - Sustained winds of 20 mph or greater and relative humidity of 20% or less, - Scattered dry thunderstorms, - Increased thunderstorm activity after a prolonged dry period, and/or - Abrupt change in wind speed and direction.

Source: National Weather Service, 2011.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: Conditions are favorable for large wildland fires and rapid wildland fire growth.

When a Fire Weather Watch or Red Flag Warning is issued or very dry conditions exist, officials may become concerned of the potential for rapid wildland fire growth. At this phase, the following may be considered by local officials:

- Public service announcements regarding fire prevention and awareness
- Fire restrictions (for county/town officials, this is usually a ban on open burning)
- Pre-positioning of firefighting equipment throughout the county
- Coordination and consultations with the National Weather Service and federal and state firefighting agencies

State and federal agencies may implement their own fire restrictions and closures, usually in stages. Ideally, these restrictions are put in place in coordination with the local jurisdictions.

- Decision Point: A wildland fire is burning on federal or state lands.

The US Forest Service, US Bureau of Land Management, and Montana Department of Natural Resources and Conservation each have their own firefighting capabilities in and around Madison County. In most cases, fires burning within their response areas and not threatening private property or lands are managed with their own resources, using the Incident Command System. These types of fires may generate community interest. Generally, the Public Information Officer assigned to the fire will issue statements for the general public. See the [Public Information Annex](#) for additional information on this function. The Madison County Fire Warden, nearby Fire Chief, or designee may be involved for informational and planning purposes, but generally does not have resources committed to the incident, unless special requests have been made.

- Decision Point: A wildland fire is burning on or threatening private lands.

When a wildland fire starts on private lands, the jurisdiction’s fire department (and in the absence of such, the Fire Warden) is responsible for management and operations of the incident, including putting

the fire out and providing for public safety. Note that the firefighting agencies are not obligated to provide fire protection to private lands outside the fire jurisdictions. Additional assistance may be requested from mutual aid partners and state and federal agencies. If the fire is threatening state and/or federal lands, the appropriate dispatch centers should be notified and kept informed.

When a wildland fire on state or federal lands moves into or threatens private land or property, the Madison County Fire Warden and/or the jurisdiction's fire department are typically integrated into Unified Command with the state and/or federal entities.

The priorities in wildland fire management are typically as follows:

1. Protection of human life
2. Protection of property
3. Protection of natural/cultural resources

Attempts to control and contain the fire are often made using a variety of federal, state, and local resources such as aircraft, engines, and hand crews. Tactical decisions for fighting the fire or fires are made by through the Incident Command System and are based on the geography, weather, and resources available for the specific wildland fire or complex.

Besides fighting the fire, considerations for local fire officials may include:

- **Mutual Aid:** Additional resources may be needed to fight the fire, assist with support functions, or respond to additional incidents that occur. These resources may include other fire departments/districts, law enforcement, emergency management, and/or incident management teams. Standard mutual aid practices should be followed.
- **Warning:** Individuals near the wildland fire may need to be warned of its approach, particularly if rapid growth is expected. See the [Warning Annex](#) for additional information on this function. Note that individuals in remote areas without communication may need face-to-face notifications.
- **Evacuation and Mass Care:** If property or populated areas are threatened, the area may require evacuation. See the [Evacuation Annex](#) and [Mass Care Annex](#) for additional information on these functions.
- **Air Quality:** Smoke from wildland fires can often create hazardous air quality conditions. Public health concerns may range from those with pre-existing health conditions to all persons. Generally, these concerns are managed through public information. See the [Public Information Annex](#) for additional information on this function.

➤ **Decision Point:** *A wildland fire has caused property or infrastructure losses.*

Losses should be assessed and evaluated for possible disaster and/or emergency declarations. Individuals and organizations may begin clean-up and repairs through the appropriate insurance and disaster claim processes, as applicable.

When public property is damaged, the processes outlined in the [Base Plan, Section 7.1, Finance/Administration](#) should be followed.

X3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

Fire Departments

- Provide wildland and structural fire suppression.
- Establish safe perimeters around the incident scene and deny entry to unauthorized persons.
- Investigate the cause of fires. (MCA 7-33-2001)
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Fire Warden

- Suppress wildland fires in unprotected areas of the county.
- Request DNRC fire suppression resources or mutual aid, if needed.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.

Law Enforcement

- Secure and control access to affected areas during initial attack.
- Provide extended security and perimeter control, as negotiated and/or contracted with the Incident Commander.
- Investigate criminal activities related to the disaster (such as arson).

Public Health

- Monitor public health conditions, including smoke conditions.
- Provide technical assistance on health and environmental risks, as necessary.

Street and Road Departments

- Provide equipment and personnel, as needed, for wildland fire suppression.

Utility Providers

- Be prepared to shut down services if threatened or pose an additional hazard.

State and Federal Firefighting Entities

including Montana DNRC, US Forest Service (USFS), and US Bureau of Land Management (BLM)

- Provide wildland and structural fire suppression on state and federal lands.
- Coordinate with and support suppression efforts on adjacent and nearby private lands.

- In coordination with the local Public Information Officer, if established, provide information on fires located on state or federal lands.

Other Entities

- Perform other duties as needed and assigned.

X4. Direction, Control, and Coordination

Incident Command for wildland fire incidents will most often be managed by the Madison County Fire Warden and/or the jurisdiction’s fire department chief or officer. Unified Command may be used when the fire involves state or federal lands. If the Fire Warden, Fire Chief, or appointee is not available, the first fire department personnel to respond will be responsible for establishing Incident Command and transfer of command as appropriate. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

This annex is to be used in coordination with other local, state, and federal plans. Other related state and federal plans (vertical coordination) include:

- State of Montana Disaster and Emergency Plan, Montana Interagency Wildfire Plan
- Northern Rockies Coordination Center Mobilization Guide
- Federal Fire and Aviation Operations Plan

Wildland fire specific plans for Madison County (horizontal coordination) include:

- Madison County Strategic Wildland Fire Plan

X5. Information Collection and Dissemination

X5.1 Information Collection for Planning

Table X5.1A lists the key information needed and possible sources when preparing for and conducting operations during wildland fires.

Table X5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Firefighting Resources Statuses	<ul style="list-style-type: none"> - Madison County Communications Center - Dillon Interagency Dispatch Center - Bozeman Interagency Dispatch Center
Wildland Fire Information	<ul style="list-style-type: none"> - Incident Command - US Forest Service - US Bureau of Land Management - Montana DNRC - Inciweb
Weather Forecasts and Alerts	<ul style="list-style-type: none"> - National Weather Service, Great Falls

X5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

The following information should be provided to the public, as appropriate:

- Description of current situation
- Anticipated fire growth
- Areas expected to be impacted
- Area and road closures
- Protective actions needed or recommended
- Shelter and mass care information
- Disaster recovery information

X6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

X7. Administration, Finance, and Logistics

X7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

X7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

X8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

X9. Authorities and References

X9.1 Authorities / References

- Montana Code Annotated 76-13-2: Provision of fire protection services
- Montana Code Annotated 76-13-105: Protection of lands and improvements from fire

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- Montana Code Annotated 76-13-115: State fire policy
 - Montana Code Annotated 76-13-116: Duties of firewardens – liability

X9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

X10. Attachments

None