

# Emergency Operations Plan

## Yellowstone County, MT



Yellowstone County  
Department of Emergency Services  
217 North 27<sup>th</sup> Street, Room 312  
Billings, MT 59101  
406-256-2775

Month/ Year



**Emergency Operations Plan  
Yellowstone County, Montana**

Prepared for:  
Yellowstone County  
Department of Emergency Services  
217 North 27<sup>th</sup>, Room 312  
Billings, MT 59101

Prepared in cooperation with the Yellowstone County Local Emergency  
Planning Committee, its members and interested parties

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## Introduction

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### Purpose

The basic plan identifies the situations that may be encountered and actions to be taken by Yellowstone County to mitigate such disasters, if possible, and to prepare for, respond to, recover from those disasters if they were to strike Yellowstone County.

This part of the plan serves as an overview or executive summary of the basic components of the Emergency Operations Plan (EOP), fulfills the appointment requirements of Montana Code Annotated (MCA) 10-3 and determines how the cities and county will respond during a major disaster.

This plan, in its entirety, outlines the responsibilities of all local agencies and officials during a disaster or emergency in accordance with MCA 10-3-401(2)(a).

The Disaster and Emergency Chain of Command is outlined in this plan, following National Incident Management System (NIMS) and Incident Command System (ICS) principles in the included org chart in accordance with MCA 10-3-401(2)(b).

Authority and responsibility for issuing a local evacuation or to control ingress and egress to and from an emergency or disaster area is not expanded in this plan past the individuals who possess that authority and responsibility under MCA or current city or county policies. These authorities may be expanded/delegated on a case-by-case basis during an actual incident at the discretion of the appropriate governing body. This is documented as part of this emergency plan in accordance with MCA 10-3-401(2)(c) and 10-3-401(2)(d).

Yellowstone County Department of Emergency Services (YC DES) is hereby designated by all participating political subdivisions in Yellowstone County as the local agency responsible for emergency and disaster prevention and preparedness and coordination of response and recovery. Designation of this department is required by MCA 10-3-201(1).

YC DES shall receive assistance from the Montana State Disaster and Emergency Services (MT DES) in emergency and disaster prevention, preparedness, response, and recovery to the extent of MT DES's authority and responsibility on behalf of all political subdivisions in Yellowstone County that have agreed to this plan as is required by MCA 10-3-201(2).

Each political subdivision within Yellowstone County shall adhere to the provisions of MCA 10-3-201 Parts 1 through 4 and the Montana State Emergency Response Framework (MERF) regarding the structure and responsibilities of the local or

interjurisdictional disaster and emergency service agencies and their relationship to MT DES as is required by MCA 10-3-201(3).

The Principle Executive Officer (PEO) of each political subdivision within Yellowstone County, hereby notifies MT DES of the manner by which the political subdivisions within Yellowstone County are providing or securing emergency and disaster planning and services. The political subdivisions within Yellowstone County identify the Director of Emergency Services for Yellowstone County, Montana as the person who heads the agency/department from which disaster and emergency planning and services are obtained. Additional information may be furnished to MT DES by the political subdivision or by the YC DES Coordinator as required by MT DES. This appointment is done as required by MCA 10-3-201(4).

Any changes in MCA which change the operations of this plan, its annexes or supplemental documents will be followed and the response will be amended to reflect changes to MCA.

The EOP as a whole, including this basic plan, Emergency Support Functions (ESFs) and associated county annexes provide a framework to approach a disaster or emergency response. This plan is not intended to be a checklist and does not replace critical thinking or ingenuity. While the responsibilities written into this plan are final, the actions of an individual or organization in completing those responsibilities are up to the individual or organization and are left open for the individual or organization to adjust to the situation as needed to achieve the standing three (3) objectives below and any other objectives set for a particular incident.

Yellowstone County Standing Objectives:

1. Life Safety of Responders and the Public
2. Incident Stabilization
3. Protection of Property

## **Basic Plan**

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### **Situation and Assumptions**

Situation: Yellowstone County is exposed to many hazards, all of which have the potential to disrupt the community, cause property damage, and create casualties. Possible natural hazards include floods, tornadoes, wildland fires, winter storms, droughts, and earthquakes. There is also the threat of war-related incidents such as nuclear, biochemical, or conventional attack. Other disaster situations could develop from a major transportation accident involving hazardous chemicals, utility outage, widespread public health incident, terrorism through Weapons of Mass Destruction (WMD), or civil disorder.

Assumptions: While it is likely that outside assistance (other cities and counties, state, federal, and private) would be available in most major disaster situations, it is necessary for Yellowstone County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis for at least 2 - 3 days.

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

## **Concept of Operations**

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

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

Many of the agencies who have duties under this plan also have additional duties in an Incident Commander or Unified Command role during an incident based on their legal and jurisdictional duties.

This plan accounts for activities before, during, and after emergency operations, enumerated as the phases of emergency management. This plan is focused on the coordination/all-hazards aspect of an integrated emergency management system (e.g. role of the EOC) and not on the command and control of field operations. Duties and operations under this EOP are in coordination with incident command but are do not establish incident command over field operations. See the included organizational chart, NIMS, ICS training and the remainder of this plan to clarify how this works.

## **Local On Scene Coordinator (LOSC)**

On incidents in the Yellowstone County Community under the jurisdiction of a private entity (responsible party) or under federal or state jurisdiction that require a local coordinator the YC DES Coordinator serves as the “Local On Scene Coordinator” (LOSC).

The Local On Scene Coordinator:

- Is responsible for coordinating access to local governmental resources and technical assistance
- Coordinates all local government efforts and resources during an oil or hazmat incident
- Serves as the point of contact for coordination of local government efforts with the local response community
- Coordinates or monitors response efforts

If an incident or incidents require a LOSC and for the DES Director to serve as the EOC Manager due to activation of this plan’s ESFs, YC DES may delegate the LOSC functions to a person (county or temporary emergency employee), who is best qualified and available to serve in this role based on the opinion of the DES Director. In this situation the LOSC would report to the DES Director and would also give information updates to elected officials from the affected jurisdiction.

## **Phases of Emergency Management.**

- a) Mitigation. Activities designed to either mitigate the impacts of an emergency or disaster to minimize the potentially adverse effects of an incident.
- b) Prevention. Activities designed to prevent the occurrence of an emergency or disaster such as instituting design or building standards and executing preventative measures such as evacuation and response plans.
- c) Preparedness. Activities, programs, and systems that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
- d) Response. Activities and programs designed to address the immediate and short term effects of the onset of an emergency or disaster to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.
- e) Recovery. Involves restoring or returning systems, equipment, and people back to as normal condition as possible.

## **Mutual Aid Agreements**

Yellowstone County has mutual aid agreements with adjacent counties to provide assistance across county boundaries under major emergency conditions. By statute, mutual aid can be implemented statewide. Within Yellowstone County, city and rural fire departments have agreements with other fire departments and private entities. Additionally, there is a Statewide Mutual Aid Agreement that makes resources from the entire state available, if needed. It does not take the place of existing mutual aid agreements, but may be invoked where there is no existing mutual aid agreement (see MCA 10-3-9).

## **Direction and Control**

The legal responsibility for emergency management in Yellowstone County is vested in the Board of County Commissioners (BOCC). There may be four emergency management organizations in Yellowstone County: the County itself, the Cities of Billings and Laurel, and the Town of Broadview. Each of these municipalities is an incorporated city or town and can exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. However, until these jurisdictions establish their own individual emergency management organizations, major emergencies in the respective city/town jurisdiction will be managed by the county level emergency organization (YC DES).

The location from which a disaster is coordinated is called an EOC. The City of Billings and Yellowstone County have a joint EOC located at 2300 9th Avenue North, Billings, Montana (basement of Fire Station #1). This location can also serve the City of Laurel and the Town of Broadview until they designate their own EOC. An alternate EOC for Yellowstone County would be the County Courthouse or any other designated city or county facility where essential communications systems can be setup with ample space for EOC workers and volunteers.

The NIMS including its command and control element, the ICS will be the governing system to manage, control and coordinate field operations by all agencies involved in the incident/emergency.

The YC DES will serve as both the EOC Manager and the Incident Commander following an enemy attack or invasion, excluding terrorist or non-traditional attacks. This would be a situation including but not limited to, enemy invasion or bombing including all large-scale chemical, biological, radiological, nuclear and environmental (CBRNE) incidents. This does not include small-scale incidents such as cyber-attacks from individuals or other nations, lone-wolf terrorists or incidents that fall under the authority of the Yellowstone County Sheriff's Office, Yellowstone County Health Officer or the Federal Bureau of Investigation.

All requests for state or federal assistance are initiated by YC DES to MTDES.

## **Organization and Assignment of Responsibilities**

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### **General**

During an emergency, departments within local government have additional emergency functions to perform. Some functions are pre-assigned and others may be as assigned as needed and may disrupt their normal duties. It is the responsibility of each department to develop and maintain its own emergency procedures to be able to accommodate these assignments. Responsibilities for some private organizations and Non-Government Organizations (NGOs) that are not part of local government are also outlined in the annexes.

### **Emergency Organization**

Yellowstone County's Emergency Organization consists of all city and county departments as required by the emergency. Each department head is required to report to the EOC as requested by the YC DES Coordinator or their superior. YC DES coordinates the departments and resources of the county government and municipalities which do not have emergency management organizations, and also obtains and coordinates the resources of the private organizations and NGOs. The NIMS and/or ICS are the management system used for emergencies and disasters.

### **Assignment of Responsibilities**

#### **Common Tasks-All Departments**

- a) To establish reporting procedures to the EOC for assessing emergency conditions, injuries, loss of life, damage to facilities and equipment.
- b) To document emergency activities and costs for possible reimbursement to the County through the Federal Emergency Management Agency's (FEMA's) Public Assistance Program.
- c) To develop public information materials for the Public Information Officer (PIO) in emergency situations.
- d) To communicate emergency responsibilities to employees and insure that they are ready to respond to an emergency situation.
- e) To be prepared to work in non-traditional and supporting roles when needed.

## **Declaration of a Local Emergency**

1. When an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated action to prevent or alleviate loss of life or property, the Municipalities and/or County should declare an emergency or disaster to exist.
2. A local emergency or disaster may be declared by the PEO in accordance with Title 10, Chapter 3, Part 4, MCA. It is preferred that the governing body convene to discuss, take comments and vote on the declaration of a disaster or emergency. In the event the governing body cannot convene due to the disaster or other circumstances, a telephone poll may declare the existence of a local emergency, subject to confirmation by the City Council and/or BOCC at its next regularly scheduled meeting or at a special meeting within fourteen days of the declaration, whichever occurs first. The YC DES Coordinator, when in his/her judgment, all emergency actions have been taken, shall take appropriate action to initiate the termination of the declaration of disaster or emergency through the appropriate PEO or elected body. Confirmation of the end to disaster or emergency conditions should be accomplished at either a special meeting of the City Council and/or BOCC or during a regularly scheduled meeting that will occur within the 14-day period following a declaration. The declaration of local emergency must be in accordance with Title 10, Chapter 3, Part 4, MCA.
3. Preceding the declaration of a local emergency, the YC DES Coordinator should advise MTDES of the declaration, coordinate with the City and/or County Attorney (as necessary) in the development of the official declaration, and send a copy to MTDES in the most expeditious means.

## **Emergency Support Functions**

ESF #1 Transportation

ESF #2 Communications

ESF #3 Public Works and Engineering

ESF #4 Firefighting

ESF #5 Emergency Management

ESF#6 Mass Care, Emergency Assistance, Housing and Human Services

ESF #7 Logistics Management and Resource Support

ESF #8 Public Health and Medical Services

ESF #9 Search and Rescue

ESF #10 Oil and Hazardous Material Response

ESF #11 Agricultural and Natural Resources

ESF #12 Energy

ESF #13 Public Safety and Security

ESF #14 Long Term Community Recovery

ESF #15 External Affairs

## **Administration and Logistics**

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### **General**

Some administrative procedures can be suspended, relaxed, or made optional under threat of disaster or emergency. Such action should be carefully considered, and the consequences should be projected realistically.

### **Emergency and Administrative Powers**

The BOCC, Mayors and/or PEOs of the incorporated cities and town will conduct disaster activities in accordance with legal authorities contained in the MCA, with special reference to Title 10 Chapter 3, "Military Affairs and Disaster and Emergency Services". If additional finances are needed, the governing body may declare a disaster or emergency and levy up to two (2) emergency mills (10-3-405, MCA).

### **Logistics**

All staffing, equipment, and supplies required in a disaster are the responsibility of the user agency and government. Costs must be documented for potential reimbursement from the state and/or federal governments. All equipment and supplies for the operation of the YC DES office and the EOC will be the responsibility of YC DES. Various predetermined activities may be required to prepare facilities for the effects of an emergency. These include acquisition of supplies, materials, and the relocation of equipment. Based upon the conditions associated with an emergency, arrangements may need to be made to relieve personnel to make arrangements for their families' protection.

### **Plan Development and Maintenance**

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Overall coordination of the planning process and plan development and maintenance will be carried out by YC DES and the Yellowstone County Local Emergency Planning Committee (LEPC). YC DES will also coordinate this plan with state and federal government authorities to the nature and extent necessary.

This plan will be reviewed by Yellowstone County LEPC and Yellowstone County DES to complete updates.

Minor updates will be sent to all governing bodies and signatories of the EOP by YC DES annually with a 60-day comment period before becoming effective. Any minor updates which draw concerns from any of the local governing bodies or signatories during the 60-day comment period will be considered for further discussion before becoming effective. Minor changes will be coordinated by YC DES with primary and lead agencies for the affected ESF or Annex. At the end of the comment period all changes will be sent out by YC DES. The change packet will include a log of changes and new pages.

Any significant updates or changes to operations, lead or primary agencies and/or response will be recommended by the LEPC Planning Subcommittee and must be approved by all signatory agencies to the updated section of the plan and the full active LEPC membership. After approval from those entities, updates will be sent to all local government bodies which must adopt the changes through resolution before becoming effective.

## **Authorities and References**

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1. Federal Civil Defense Act of 1950(PL 81-920), as amended.
2. Disaster Relief Act of 1974 (PL 93-238), as amended.
3. Emergency Management & Assistance (Code of Federal Regulations – Title 44)
4. Public Law 93-288 Robert T Stafford Disaster Relief & Emergency Assistance Act. As amended 2005 by HR3858, Pets Evacuation and Transportation Standards Act.
5. Title III of the Superfund Amendments and Reauthorization Act (SARA), the Emergency Planning & Community Right-to-Know Act (EPCRA)
6. National Response Framework, U.S Department of Homeland Security
7. National Incident Management System, Presidential Policy Directive 5 (PPD-5)
8. Montana Codes Annotated Title 10, Chapter 3 and Title 2, Chapter 9.
9. Resolutions, Ordinances or Agreements included or referenced in this EOP.
10. All Annexes and Appendices included or referenced in this EOP

## **Signatures**

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



# Emergency Support Function (ESF) #1

## ESF Coordinator

Yellowstone County Public Works

## Primary Agencies

City of Billings Public Works

City of Laurel Public Works

## Support Agencies

City of Billings Police Department

City of Billings GIS Program

City of Laurel Police Department

City of Laurel GIS Program

Yellowstone County Sheriff's Office

Yellowstone County GIS Program

## Introduction

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### Purpose

Transportation provides support in the management of local government transportation systems (roads, bridges and infrastructure) during an actual or anticipated natural/manmade disaster or emergency.

ESF #1 does not provide for mass evacuation, the movement of goods, equipment, animals, people or other resources.

### Scope

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ESF #1— Transportation is activated during actual or anticipated natural/manmade disaster or emergency that impacts local government managed transportation systems. The ESF #1 Coordinator is Yellowstone County Department of Public Works.

ESF #1 is intended to sustain open transportation services managed by local (city and county) governments. These transportation services are necessary to mitigate adverse economic impacts, meet societal needs and move emergency relief personnel and commodities throughout the jurisdiction.

To completely address all of these needs the ESF Coordinator and Emergency Operations Center (EOC) Manager will need to coordinate with state and federal agencies with jurisdiction over transportation decisions and operations. Unnecessary reductions or restrictions to transportation will directly impact the effectiveness of all prevention, preparedness, response, recovery and mitigation efforts.

ESF #1 organizations possess considerable experience in intermodal transportation and have important relationships with public and private sector transportation stakeholders. Primary ESF Functions include:

1. **Monitor and Report:** Monitor and report that status of and damage to the transportation system and infrastructure as a result of the incident

2. **Identify Alternatives:** Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged, unavailable or overwhelmed as a result of the incident.
3. **Coordinate and Support:** Coordinate and support prevention, preparedness, response, recovery and mitigation activities among transportation stakeholders within the authorities and operational limitations of the agencies involved.

If the emergency is contained completely within the City of Billings or City of Laurel without impacts to county or state managed transportation system(s), the respective city Public Works Department may, at the discretion of the city Director of Public Works and if agreed to by Yellowstone County Director of Public Works, substitute in as the ESF Coordinator following the policies, actions and responsibilities in this plan.

## Policies

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**Table 1-1. Policies**

General	<ul style="list-style-type: none"> <li>• ESF #1 is activated by Yellowstone County Public Works or by Yellowstone County Disaster and Emergency Services (YC DES) upon notification of an actual or anticipated natural/manmade disaster or emergency that will impact local government transportation systems (roads, bridges and infrastructure).</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #1 are coordinated and conducted cooperatively with federal and state agencies and incident management officials and with private entities as required.</li> <li>• Priority is given to actions that may reduce threats to life safety, followed by impacts critical infrastructure/property and then impacts to economic and societal needs.</li> <li>• Additional resources should first be secured through mutual aid and assistance agreements, then to the State of Montana State Emergency Coordination Center (SECC) (Coordinated through the City/County Emergency Operations Center (EOC)) who can access private and state resources and resources through the Emergency Management Assistance Compact (EMAC).</li> </ul>
Monitor and Report	<ul style="list-style-type: none"> <li>• Actions will focus on the status of and damage to the transportation system and infrastructure managed and maintained by the city/county governments.</li> <li>• Impacts discovered to state or federal transportation systems will be documented and communicated to the City/County EOC who will communicate impacts and information to the appropriate government agency.</li> </ul>

Identify Alternatives	<ul style="list-style-type: none"> <li>Identify and communicate temporary alternative transportation solutions (alternative routes) that can be implemented when systems or infrastructure are damaged, unavailable or overwhelmed as a result of the incident.</li> <li>Coordinate development of alternatives with the Yellowstone County Sheriff's Office or appropriate Police Department</li> <li>Coordinate development of alternate routes with the City/County EOC and assist with the development of press and information releases to communicate alternate routes and travel restrictions to the public.</li> </ul>
Coordinate and Support	<ul style="list-style-type: none"> <li>Coordinate with appropriate state and federal agencies with impacts to their transportation system or who are affected by impacts to city/county transportation systems</li> <li>Provide personnel or a contact for the City/County EOC to work with regarding coordination of resources, impacts and alternatives.</li> </ul>

### Concept of Operations

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#### General

Yellowstone County Public Works organizes the ESF staff and support agencies based upon the core functional areas described in preceding paragraphs. ESF #1 organizes and coordinates the capabilities and resources of the local government to ensure the mitigation or minimization of impacts to local government managed transportation systems. The ESF #1 Coordinator is Yellowstone County Department of Public Works during an actual or anticipated natural/manmade disaster or emergency.

ESF #1 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local resources.

Support agencies will provide assistance under ICS in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions.

**Table 1-2. Functional Categories, Actions and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
General	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>Yellowstone County Public Works, as the ESF #1 Coordinator provides information to the EOC through the chain of command for the duration of the incident.</li> <li>Coordinates primary and support agencies for planning and operational needs.</li> <li>Manages and coordinates ESF #1 resources coming in from outside agencies.</li> <li>Coordinates resolution of conflicting operational demands for resources.</li> <li>Coordinates logistical support for ESF #1 resources to</li> </ul>

		<p>maintain operational readiness.</p> <ul style="list-style-type: none"> <li>• Communicates with Primary and Support Agencies to ensure knowledge and needs of Transportation Operations during the planning cycle and operational periods.</li> <li>• Provides incident and situational reports and assessments as required.</li> </ul>
Monitor and Report	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>• Conduct field assessments at key transportation locations and across city/county managed transportation resources (roads, bridges etc...).</li> <li>• Reports conditions, impacts and needs back to the ESF Coordinator and the City/County EOC.</li> <li>• Establish information sharing with federal, state and local government agencies and impacted Non-governmental organizations (NGOs) regarding impacts to transportation systems.</li> </ul>
Identify Alternatives	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>• Participate in planning to ensure communication of impacts to transportation systems and how they impact other ESFs in their support functions.</li> <li>• In cooperation with state and federal agencies who manage transportation systems in Yellowstone County, Yellowstone County Sheriff's Office and appropriate Police Departments, identify alternatives for travel to impacted systems and communicate alternatives to the City/County EOC.</li> </ul>
Coordinate and Support	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>• Coordinate with the logistics staff in ESF #1 to communicate viable transportation routes for resources and personnel from camp/staging to field sites</li> <li>• Support emergency response agencies (Police, Fire, Emergency Medical Services (EMS), etc.) in their ability to respond to emergency calls in areas with low accessibility including locating routes, plowing roads (snow) or providing other support.</li> <li>• Coordinate with the appropriate Geographic Information Systems (GIS) Program to record information about impacts to transportation systems and develop visual displays of the information for various uses including interagency cooperation and public dissemination.</li> <li>• Assist ESF #15-Public Affairs staff with the development of press and information releases to communicate alternate routes and travel restrictions to the public.</li> </ul>

### **Organization—Response Structure**

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ESF #1 operates under direction of Yellowstone County Public Works. Yellowstone County Public Works will identify and provide a coordinator based on the assistance needed for an ESF #1 incident. Yellowstone County Public Works provides the point of contact and represents ESF #1 in its dealings with any work at the EOC or Multi-Agency Coordination (MAC) Group.

When ESF #1 assistance involves only one jurisdiction (City/ County) the agency with jurisdiction in that area may provide an individual to fill the ESF Coordinator function as the point of contact to represent ESF #1 in its dealings with the EOC or MAC Group. This requires agreement between the affected City Department of Public Works and Yellowstone County Public Works as described in this ESF under "Scope".

ESF #1 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.



# Emergency Support Function (ESF) #2

## ESF Coordinator

Billings Fire Department

## Primary Agencies

Yellowstone County Dept. Emergency Services  
Yellowstone County Sheriff's Office  
Yellowstone County IT Department  
City/County Dispatch Center  
Billings Police Department  
Billings IT Dpartment  
Laurel Police Department

## Support Agencies

Montana Department of Natural Resources  
Montana Department of Mllitary Affairs  
Yellowstone Amateur Radio Emergency Service (YARES)  
Industrial Communication & Electronics  
Bureau of Land Management/Billings  
Interagency

## Introduction

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### Purpose

Communications supports the restoration of the communications infrastructure, facilitates the recovery of systems and applications from cyber-attacks, and coordinates local communications support to response efforts during incidents requiring a coordinated local response. ESF #2 provides communications support to county and city governments and first responders when their systems have been impacted, and provides communications and information technology (IT) support to emergency operations at command posts, meeting locations and field locations. Due to the number of agencies responding to local incidents IT support will work closely with neighboring agencies on all incidents in order to make systems interoperable as much as possible. This requires increased synchronization of effort and capabilities between the communications and IT sectors to facilitate ESF #2's ability to respond to all types of incidents.

### Scope

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ESF #2 includes three primary functions:

**Restoration of Emergency and Public Safety Communications:** ESF #2 coordinates local actions of industry, state, tribal, and local governments with emergency communications and restoration of public safety communications systems and first responder networks. These efforts are coordinated by Billings' City- Yellowstone County Dispatch Center staff.

**Incident Communication Support:** ESF #2 provides communications support to incidents at command posts, meeting and field locations. These efforts are coordinated by the City of

Billings—Public Safety Communications as most of the staff working on this works for both departments.

**Cyber Security Defense and Support:** ESF #2 also addresses cyber security issues that result from or occur in conjunction with incidents. However, for incidents that are primarily cyber in nature, the Cyber Incident Annex is used and ESF #2 supports responses to cyber incidents as directed. These efforts are coordinated by Yellowstone County IT Department.

**Policies**

**Table 2-1. Policies**

General	<ul style="list-style-type: none"> <li>• The restoration of emergency and public safety communications shall take priority when multiple communication systems are impacted</li> <li>• Communications linking field operations, Public Safety Answering Point (PSAP), Emergency Operations Center (EOC), and/or Incident Command Post (ICP) shall be organized and coordinated with city, county, state and federal agencies to ensure information flow across agencies during emergency operations</li> <li>• Communication systems included under ESF #2 include radio communications for fire, EMS, law enforcement, healthcare and incident specific communications. These include but are not limited to radio communications, PSAP capabilities, LTE/3G/4G, additional data networks and information exchange platforms.</li> </ul>
Restoration of Communications	<ul style="list-style-type: none"> <li>• Communications and dispatching may be set up using YARES in the event of a communications outage involving the PSAP</li> <li>• Existing policies and back-up sites for PSAP operations shall be utilized as needed and determined by the operating agency to ensure minimal down time at the PSAP.</li> </ul>
Incident Command Support	<ul style="list-style-type: none"> <li>• When possible, large incidents should strive to deploy incident specific communications to reduce pressure on day-to-day communication infrastructure and allow for normal operations to continue.</li> <li>• Communications linking incident command posts, operations centers, agency meeting locations and field operations should be established early to ensure continuity of information flow, involvement of local jurisdictions and all agencies part of the incident.</li> </ul>
Cyber Security	<ul style="list-style-type: none"> <li>• Cyber Security incidents may be standalone incidents subject to this plan and other operational plans maintained by the agency operating the cyber system.</li> <li>• Cyber Security incidents are a category of “emergency or disaster” under this plan and in mutual aid agreements in Yellowstone County, unless specifically broken out and addressed in a mutual aid document.</li> </ul>

## Concept of Operations

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### General

Yellowstone County Department of Emergency Services (YC DES) activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred. When activated, ESF #2 provides communications support to the impacted area, as well as to incident command posts, operations centers, agency meeting locations and field operations ongoing within the jurisdictional boundaries at the time of the incident. ESF #2 support is scalable to meet the specific needs of each incident response, and response resources are drawn from a matrix of personnel and equipment available from the ESF #2 support agencies.

ESF #2 supports all other ESFs in their communication needs for the duration of the incident or communication issues to ensure proper communication and information flow to and from all agencies and parties involved in incident response.

Support agencies will provide assistance under the Incident Command System (ICS) in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions. Types of support may include being subject matter experts, providing technical assistance, providing resources and expertise as required to support incident objectives.

**Table 2-2. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Restoration of Communications	City/ County Dispatch Center	<ul style="list-style-type: none"> <li>• Determines systems of communication that have failed and coordinates technical assistance in diagnosing failure</li> <li>• Deploys personnel, equipment and other resources needed to repair communication systems</li> <li>• Works with support agencies and private entities to bring private systems relied upon during emergency response back on line in a timely manner</li> <li>• Deploys personnel, equipment and other resources needed to establish temporary communication during the outage and maintain essential functions such as dispatching and PSAP capabilities</li> </ul>
Incident Command Support	City of Billings- Public Safety Communications	<ul style="list-style-type: none"> <li>• Works with incident command staff on large incidents to ensure adequate incident specific communications while also maintaining adequate communication capabilities for day-to-day incidents</li> <li>• Deploys communication resources including personnel and equipment to ensure communication linking incident command posts, operations centers, agency meeting locations and field operations</li> </ul>

		<ul style="list-style-type: none"> <li>• Ensures information flow and exchange capabilities of all agencies, jurisdictions and entities involved in the incident.</li> </ul>
Cyber Security	Yellowstone County IT Department	<ul style="list-style-type: none"> <li>• Coordinates with private-sector representatives of the IT community, as appropriate, to exchange policy and operational information necessary to respond to and recover from incidents.</li> <li>• Disseminates cyber threat warning information in conjunction with the National Operations Center (NOC).</li> <li>• Coordinates cyber incident preparedness, response, and recovery activities to identify, analyze, and reduce cyber threats and vulnerabilities.</li> <li>• Facilitates interaction and collaboration among Federal departments and agencies, and with State, tribal, and local governments, the private sector, and international organizations related to cyber security and cyber incidents.</li> <li>• Supports the Department of Justice and other Federal law enforcement agencies in investigating and prosecuting cyber threats and attacks.</li> <li>• Responds to cyber threats and attacks.</li> </ul>

### Organization—Response Structure

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ESF #2 operates under direction of Billings Fire Department. The Billings Fire Department will identify and provide a coordinator based on the assistance needed for an ESF #2 incident. When an incident requires assistance from more than one of the ESF #2 functions, the Department of Emergency Services provides the regional point of contact and represents ESF #2 in its dealings with any work at the Emergency Operations Center or Multi-Agency Coordination (MAC) Groups.

When ESF #2 assistance involves only one functional area of ESF #2 the agency in charge of that functional area may provide an individual to fill the coordinator function as the point of contact to represent ESF #2 in its dealings with the EOC or MAC Group. ESF #2 will have staff on duty at the EOC as needed, for the duration of the emergency response period.

## Actions and Responsibilities

**Table 2-3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>• Yellowstone County Department of Emergency Services activates ESF #2 when a significant impact to the communications infrastructure is expected or has occurred.</li> </ul>
Restoration of Communications	<ul style="list-style-type: none"> <li>• Establishes communications with local industry, state, tribal and neighboring local governments as necessary to facilitate recovery of the communication system.</li> <li>• Complete initial assessment of public safety communications equipment (repeater infrastructure) and determine which sites are working and which sites are not working.</li> <li>• Identify communication issues between the PSAP/ EOC and field locations.</li> <li>• Work to setup temporary communications or repair existing equipment to repair communications.</li> </ul>
Incident Command Support	<ul style="list-style-type: none"> <li>• Determines need for setting up incident specific communication when large incidents are present.</li> <li>• Assigns personnel to specific incidents to enhance communications with individual incidents, command posts, spike camps, supply, staging and other locations as needed.</li> <li>• Troubleshoots on-scene communication issues.</li> <li>• Works with the incident command staff to formulate a communications plan for specific incidents and implement that communications plan to responders.</li> </ul>
Cyber Security	<ul style="list-style-type: none"> <li>• Executes responsibilities as directed in Cyber Threat or Cyber Attack policies and procedures as maintained by each entity.</li> <li>• Secures sensitive data, personally identifiable information (PII) and other protected information in the event of an attack.</li> <li>• Adjusts plans and actions to individual cyber threats as necessary.</li> </ul>



# Emergency Support Function (ESF) #3

## ESF Coordinator

Yellowstone County Public Works

## Primary Agencies

City of Billings Public Works

City of Laurel Public Works

## Support Agencies

City of Billings GIS Program

City of Laurel GIS Program

Yellowstone County GIS Program

Yellowstone County Facilities Department

Lockwood Water District

Heights Water District

## Introduction

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### Purpose

Public Works and Engineering coordinates pre and post-incident assessments and repair of public works and infrastructure. This includes providing direct or contracted technical assistance, field assessments, engineering expertise, construction management, contractor management and emergency repair of damaged public infrastructure and critical facilities during an actual or anticipated natural/manmade disaster or emergency.

ESF #3 also coordinates the transition from emergency repairs to long-term restoration activities in cooperation with ESF #14-Long Term Community Recovery.

### Scope

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ESF #3— Public Works and Engineering is activated during actual or anticipated natural/manmade disaster or emergency that impacts local government managed public infrastructure and critical facilities. The ESF #3 Coordinator is Yellowstone County Public Works.

ESF #3 is intended to sustain and expedite repair of public infrastructure and critical facilities managed by local (city and county) governments. This infrastructure and facilities are necessary to mitigate adverse economic impacts, meet societal needs and move emergency relief personnel and commodities throughout the jurisdiction.

To completely address all of these needs the ESF Coordinator and Emergency Operations Center (EOC) Manager will need to coordinate with state and federal agencies with jurisdiction over public infrastructure and critical facilities in Yellowstone County that work together to provide services for the public.

ESF #3 organizations possess considerable experience in public works and engineering site assessment, projects development and management, and have important relationships with public and private sector public works and engineering specialists and stakeholders. Primary ESF Functions include:

1. **Infrastructure Assessment & Repair**
2. **Water Treatment Restoration & Repair**
3. **Technical Assistance**
4. **Debris Management** (See Debris Management Plan)

The private sector owns and/or operates a large proportion of the Nation’s infrastructure and is a partner and/or lead for the rapid restoration of many infrastructure-related services. The County does not lead the restoration of these services, only coordinates with the private partners.

Through ongoing planning and coordination, the private sector provides critical details for incident action planning and decision-making processes during an incident.

If the emergency is contained completely within a Water District, the City of Billings or City of Laurel without impacts to county or state managed system(s), the respective District personnel or city Public Works Department may, at the discretion of the city Director of Public Works and if agreed to by Yellowstone County Director of Public Works, substitute in as the ESF Coordinator following the policies, actions and responsibilities in this plan.

**Policies**

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**Table 3-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #3 is activated by Yellowstone County Public Works or by Yellowstone County Department of Emergency Services (YC DES) upon notification of an actual or anticipated natural/manmade disaster or emergency that will impact local government public works and infrastructure facilities</li> <li>• Incident Command System (ICS) and National Incident Management (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #3 are coordinated and conducted cooperatively with federal and state agencies and incident management officials and with private entities as required.</li> <li>• Priority is given to actions that may reduce threats to life safety, followed by impacts critical infrastructure/property and then impacts to economic and societal needs.</li> <li>• All agencies are required to coordinate with the local EOC and to provide technical information within their area of expertise during the incident.</li> <li>• Additional resources should first be secured through mutual aid and assistance agreements, then to the Montana State Emergency Coordination Center (SECC) (Coordinated through the local EOC) who can access private and state resources and resources through the Emergency Management Assistance Compact (EMAC).</li> </ul>
<p>Infrastructure Assessment &amp; Repair</p>	<ul style="list-style-type: none"> <li>• Preliminary Damage Assessment (PDA) must be completed early in the disaster as it is a gateway to state and federal assistance.</li> <li>• Actions will focus on the status of and damage to the infrastructure managed and maintained by the city/county governments.</li> </ul>

Water Treatment Restoration & Repair	<ul style="list-style-type: none"> <li>• Identification, repair and maintenance of water systems remain the responsibility of the district or city that owns and operates the system.</li> <li>• The local EOC is available to coordinate resources needed by district/city for this purpose</li> </ul>
Technical Assistance	<ul style="list-style-type: none"> <li>• Technical assistance may be requested by any part of the emergency response through the EOC</li> <li>• Briefings and reports may be required by operational resources and also by elected officials and EOC staff related to specific infrastructure issues</li> </ul>
Debris Management	<ul style="list-style-type: none"> <li>• Reference Debris Management Plan</li> <li>• Costs must be tracked for a potential reimbursement package to Montana Department of Emergency Services (MT DES) or the Federal Emergency Management Agency (FEMA). Use FEMA forms whenever possible.</li> <li>• Contractors may be utilized to perform debris clearance, removal, disposal, reduction, recycling and/or monitoring but will require close supervision.</li> <li>• Bid and contact specifications eligible for reimbursement can be found in the most current FEMA Debris Management Guide (currently 2007), which is included in the electronic copy of this plan.</li> <li>• Reimbursement may be available for removal of debris generated from private property under one of the two circumstances above. Cost may be a consideration when deciding whether or not to remove private debris as described above.</li> <li>• Operations focused on removal of debris generated from private property may only be reimbursed under current FEMA guidelines under one of two circumstances: (1) the debris poses a health and safety threat to the public at large or is an immediate threat to the life, health and safety of its residents or (2) if private property owners move disaster-generated debris to the public right-of-way.</li> </ul>

## Concept of Operations

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### General

Yellowstone County Public Works organizes the ESF staff and support agencies based upon the core functional areas described in preceding paragraphs. ESF #3 organizes and coordinates the capabilities and resources of the local government to ensure the mitigation or minimization of impacts to local government public works facilities and infrastructure. The ESF #3 Coordinator is Yellowstone County Public Works during an actual or anticipated natural/manmade disaster or emergency.

ESF #3 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local resources.

Support agencies will provide assistance under the Incident Command System in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions.

**Table 3-2. Functional Categories, Actions and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
General	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>• Yellowstone County Public Works, as the ESF #3 Coordinator provides information to the EOC or Multiagency Coordination Group (MAC Group) through the chain of command for the duration of the incident.</li> <li>• Provides personnel or a contact for the local EOC to work with regarding coordination of resources, impacts and alternatives.</li> <li>• Coordinates primary and support agencies for planning and operational needs.</li> <li>• Manages and coordinates ESF #3 resources coming in from outside agencies.</li> <li>• Coordinates resolution of conflicting operational demands for resources.</li> <li>• Coordinates logistical support for ESF #3 resources to maintain operational readiness.</li> <li>• Communicates with the primary and support agencies to ensure knowledge and needs of public works operations during the planning cycle and operational periods.</li> <li>• Provides incident and situational reports and assessments as required.</li> </ul>
Infrastructure Assessment & Repair	Yellowstone County Public Works	<ul style="list-style-type: none"> <li>• Completes PDAs utilizing current copies of state and FEMA forms to the best estimation of the personnel available.</li> <li>• Conduct field assessments at key public works locations and across city/county managed public works resources (buildings, communication sites, critical infrastructure, etc.).</li> <li>• Identify and communicate temporary sites that can be utilized when county infrastructure (buildings, etc.) are damaged or unavailable as a result of the incident.</li> <li>• Establish information sharing with federal, state and local government agencies and impacted non-governmental organizations (NGOs) regarding impacts to public works resources-impacts discovered to state, federal or privately owned public infrastructure will be documented and communicated to the local EOC who will communicate impacts and information to the appropriate government agency or owner.</li> </ul>
Water Treatment Restoration & Repair	Managing Municipal Public Works	<ul style="list-style-type: none"> <li>• Participate in planning to ensure communication of impacts to transportation systems and how they impact other ESFs in their support functions.</li> <li>• Communicate water use recommendations (boil water/do not</li> </ul>

	Dept. or Water District	<p>use, etc.) with the local EOC and assist with the development of press and information releases to communicate information to the public.</p> <ul style="list-style-type: none"> <li>• Follow existing city/ water district emergency policies, plans and procedures to ensure safe water and restoration of services</li> </ul>
Technical Assistance	YCo Public Works	<ul style="list-style-type: none"> <li>• Coordinate with the logistics staff in ESF #3 to communicate viable transportation routes for resources and personnel from camp/staging to field sites</li> <li>• Coordinate with the appropriate geographic information system (GIS) program to record information about impacts to public works resources and develop visual displays of the information for various uses including interagency cooperation and public dissemination.</li> <li>• Assist ESF #15-Public Affairs staff with the development of press and information releases to the public.</li> <li>• Provide engineering expertise, construction management, contractor management and emergency repair of damaged public works resources/critical facilities.</li> <li>• Coordinate with appropriate state and federal agencies as needed</li> </ul>
Debris Management	YCo Public Works	<ul style="list-style-type: none"> <li>• Follow Debris Management Plan</li> </ul>

### **Organization—Response Structure**

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ESF #3 operates under direction of Yellowstone County Public Works. Yellowstone County Public Works will identify and provide a coordinator based on the assistance needed for an ESF #3 incident. Yellowstone County Public Works provides the point of contact and represents ESF #3 in its dealings with any work at the EOC or MAC Group.

When ESF #3 assistance involves only one jurisdiction (City/ County/Water District) the agency with jurisdiction in that area may provide an individual to fill the ESF Coordinator function as the point of contact to represent ESF #3 in its dealings with the EOC or MAC Group. This requires agreement between the affected City Department of Public Works/ Water District and Yellowstone County Public Works as described in this ESF under “Scope”.

ESF #3 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.



## Emergency Support Function (ESF) #4

### ESF Coordinator

Yellowstone County Department of  
Emergency Services

### Primary Agencies

Billings Fire Department  
Laurel Fire Department  
Broadview Fire District #3  
Lockwood Fire District #8  
Blue Creek VFD  
Fuego VFD  
Shepherd VFD  
Worden VFD  
Custer Fire Company  
Haley Bench Fire Company  
Molt Fire Company

### Support Agencies

Yellowstone County GIS Program  
National Weather Service (NWS)  
Montana Department of Natural Resources  
Bureau of Indian Affairs (BIA) / Crow Tribe  
Bureau of Land Management (BLM)  
Billings Interagency Dispatch Center  
(Expanded Dispatch)  
Billings Interagency Wildfire Cache  
Yellowstone County Public Works

## Introduction

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### Purpose

Firefighting provides county support to municipal departments and rural fire protection agencies including fire companies, fire service areas, fire districts and volunteer fire departments for the detection and suppression of wildland, rural and urban fires occurring within Yellowstone County.

### Scope

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ESF #4—Firefighting is the most active of the ESFs in this plan to support incident response within Yellowstone County due to the frequency and severity of fire season.

When taking actions under ESF #4 the Yellowstone County Coordinator of Emergency Services may be referred to as the “County Fire Warden”. The Coordinator of Emergency Services was appointed County Fire Warden by resolution 17-50 and charged with

“assisting rural Yellowstone County Fire Chiefs with the necessary supplies and services to facilitate County rural fire management. Fire Warden duties will include acting as a liaison between local, state and federal agencies to coordinate training and wildland and grassland fire prevention, detection, suppression, investigation and mitigation.”

Therefore, the ESF #4 Coordinator is Yellowstone County Department of Emergency Services (YC DES).

## Policies

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**Table 4-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #4 is activated by YC DES upon notification of a potential or actual incident or event that requires a coordinated response and support.</li> <li>• Incident Command System (ICS) and the National Incident Management System (NIMS) principles will be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #4 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies and incident management officials and with private entities as required.</li> <li>• Firefighters and resources brought in from other agencies or companies shall have operational control over their equipment and members after receiving an assignment to determine if their missions are safe. Assignments may be turned down following requirements and procedures found in the National Wildfire Coordinating Group (NWCG) Incident Response Pocket Guide (IRPG).</li> <li>• Firefighters and resources brought in from other agencies or companies which have their own standard operating procedures (SOPs) will follow the more stringent of SOPs when completing their assignment in Yellowstone County.</li> <li>• Yellowstone County also has a separate SOP document for suppression of fires. SOPs from this document must be followed when completing fire suppression activities.</li> <li>• Payment or reimbursement may be provided through state, federal programs or other sources, as available.</li> </ul>
<p>Wildland Fire</p>	<ul style="list-style-type: none"> <li>• Yellowstone County has three standing incident objectives on fires, they are:             <ol style="list-style-type: none"> <li>1. Life Safety of Responders and the Public</li> <li>2. Incident Stabilization</li> <li>3. Protection of Property</li> </ol> </li> <li>• Processes and procedures established by the Montana Department of Natural Resources (DNRC)/ Yellowstone County Cooperative Agreement (COOP Agreement) constitute the most detailed and accurate document in Yellowstone County related to wildfire response and supersedes ESF #4 in case of any conflicting language.</li> </ul>

Structure Fire	<ul style="list-style-type: none"> <li>• Structural fire protection is not present everywhere within Yellowstone County. All fires receive a response to keep them from spreading to a wildland fire.</li> <li>• The County's role in an ESF #4 activation is to locate resources requested by the Incident Commander, determine logistics required to mobilize the resource to the fire and support the firefighters with logistical support and needs (food, supplies etc) as requested by the Incident Commander.</li> <li>• When a fire response agency is called to a structure fire that exceeds their capabilities, equipment, personnel, resources or training additional resources may be brought to bear first by requesting mutual aid through (1) existing department mutual aid agreements, then (2) Yellowstone county-wide mutual aid agreement, then (3) the County Fire Warden utilizing county-county mutual aid agreements (this constitutes activation of ESF #4) or (4) Montana Mutual Aid</li> <li>• On structure fires, the requesting fire agency is responsible for any costs when requesting the Fire Warden to locate resources, personnel, equipment or other support materials needed to suppress the fire.</li> </ul>

## Concept of Operations & Response Structure

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### General

ESF #4 operates under the direction of YC DES. YC DES will direct staff and support agencies based upon the functional areas described in ESF #4. YC DES will identify and provide a coordinator based on the assistance needed for an ESF #4 incident. When an incident requires assistance from more than one of the ESF #4 functions, YC DES provides the regional point of contact and represents ESF #4 in its dealings with any work at the Emergency Operations Center (EOC).

ESF #4 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event and the availability of local resources. When ESF #4 assistance involves only one functional area of ESF #4 the agency in charge of that functional area may provide an individual to fill the coordinator function as the point of contact to represent ESF #4 in its dealings with any Unified Coordination Group. ESF #4 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.

Support agencies will provide assistance under the Incident Command System in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions.

**Table 4-2. Functional Categories, Actions and Responsibilities**

	Functional Area Agency	Actions and Responsibilities
General	YC DES	<ul style="list-style-type: none"> <li>• YC DES activates ESF #4 and notifies required personnel or individuals of activation.</li> <li>• YC DES, as the ESF #4 Coordinator provides information to the Unified Coordination Group through the chain of command for the duration of the incident.</li> <li>• YC DES coordinates primary and support agencies for planning and operational needs.</li> <li>• YC DES coordinates resolution of conflicting operational demands for fire response resources</li> <li>• All personnel shall follow ICS and NIMS principles while executing their duties associated with ESF #4.</li> </ul>
Wildland Fire	YC DES	<ul style="list-style-type: none"> <li>• Processes and procedures established by the Montana DNRC/ Yellowstone County Cooperative Agreement (COOP Agreement) constitute the most detailed and accurate document in Yellowstone County related to wildfire response</li> </ul>
Structure Fire	Fire Agency Responsible for the Response Area	<ul style="list-style-type: none"> <li>• Manages and coordinates structure fire resources coming in from out of area (check-in/ staging).</li> <li>• Works with YC DES to request logistical support needs for fire resources to maintain operational readiness.</li> <li>• Conducts operations within the training and capabilities of present responders.</li> <li>• Communicates with the ESF Coordinator to ensure knowledge and needs of fire operations are communicated and addressed during the planning cycle and operational periods.</li> <li>• Provides incident and situational reports and assessments to YC DES as needed</li> </ul>

# Emergency Support Function (ESF) #5

## ESF Coordinator

Yellowstone County Department of  
Emergency Services

## Primary Agencies

Town, City & County Elected Officials

## Support Agencies

Billings City Department Heads  
Yellowstone County Department Heads  
Incorporated Cities and Towns  
Crow Tribal Government  
Local Government Agencies, Districts and  
Other Entities  
RiverStone Health  
American Red Cross  
Montana Disaster and Emergency Services

## Introduction

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### Purpose

Emergency Management provides the core management, legal and policy direction for a multi-jurisdictional, county-wide system for collecting, analyzing and sharing information through situation reporting and analyzing efforts of emergencies. Such a system will help with public warning, emergency response, disseminating critical communications, damage analysis and assessment and recovery efforts. ESF #5 provides for management of the Emergency Operations Center (EOC) and all appropriate response organizations in support of emergency operations.

### Scope

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ESF #5 serves as the coordination ESF for all local government entities and jurisdictions within Yellowstone County, Montana for incident and emergency management from hazard mitigation and preparedness to response and recovery. During activation ESF #5 identifies resources to alert, activate, assign and deploy for effective response.

ESF #5 activities include functions that are critical to support and facilitate planning and coordination of operations for incidents or events. This includes: staffing the EOC; incident action planning; coordination of operations; logistics management; direction and control; information collection, analysis, and management; facilitation of disaster declarations; resource acquisition and management, facilities management, financial management; and other support as required.

ESF #5 actions are categorized to include six primary functions:

**Incident Support:** supports incident decision-making, setting objectives and provides a system of emergency management when needed.

**Resource Acquisition and Tracking:** provides a system for acquiring, assigning, tracking mobilization, deployment, utilization and demobilization of resources.

**Planning:** supports the development of Incident Action Plans which details the priorities, objectives and results to be achieved by the local EOC and the incident.

**Incident Documentation:** provides for documentation, cost analysis, damage assessments and other coordinating activities.

**Declaration Process:** facilitates the emergency or disaster declaration process, policy review and consideration of disaster or emergency funding sources.

**EOC Management:** provides for management of the EOC.

**Policies**

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**Table 5-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #5 is activated by Yellowstone County Department of Emergency Services (YC DES) upon notification of a potential or actual incident or event that requires a coordinated response and support.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• ESF#5 provides an overall coordination system implemented to manage operations during a disaster or emergency.</li> <li>• Actions initiated under ESF #5 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies and incident management officials and with private entities as required.</li> <li>• Each supporting agency is responsible for managing its respective assets and resources after receiving direction from the primary ESF #5 agency for the incident.</li> <li>• ESF#5 staff may request resources under existing county mutual aid agreements while operating under the direction of YC DES and following ICS principles.</li> <li>• Whenever Yellowstone County qualifies for state and/or federal human services disaster assistance, individuals, families, and businesses will be referred to applicable state, federal and/or community programs.</li> <li>• When individuals, families, and businesses do not qualify for state or federal assistance, or whenever Yellowstone County declares a local emergency which is not followed by a state or federal declaration, assistance will be provided in accordance with existing county policy and programs or by community programs.</li> <li>• Public damage and response costs will be borne by the incurring organization.</li> <li>• Reimbursement may be provided through state, federal programs or other sources, as available.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Mitigation grant applications will be the responsibility of the requesting organization and must be approved by the Board of County Commissioners prior to submission.</li> </ul>
Supporting Incidents	<ul style="list-style-type: none"> <li>• The ICS and NIMS Principles will be used in any size or type of disaster or emergency to control response personnel, facilities, and equipment.</li> <li>• ESF #5 will facilitate a policy and legal group at the EOC when needed to provide answers to policy, legal and multi-jurisdictional questions when clarification is needed by an incident.</li> <li>• Unless otherwise specified, incident objectives shall be (in order)             <ol style="list-style-type: none"> <li>1) Protection of Life Safety</li> <li>2) Incident Stabilization</li> <li>3) Critical Infrastructure Protection</li> <li>4) General Property Protection</li> </ol> </li> </ul>
Resource Acquisition and Tracking	<ul style="list-style-type: none"> <li>• The local EOC may establish resource acquisition, assignment, tracking, deployment, utilization and demobilization of resources during resource shortages or as needed to effectively manage the disaster or emergency as a whole.</li> <li>• Resources may not be moved from one incident to another without EOC involvement to ensure accurate resource tracking and personnel accountability.</li> <li>• ESF #5 allocates resources in line with the best use towards achieving objectives, track use and effectiveness.</li> </ul>
Planning	<ul style="list-style-type: none"> <li>• ESF #5 may require reports from incident commanders in the field in order to establish information for reporting needs.</li> <li>• ESF #5 will develop incident action plans (IAPs) and supporting documents using standard ICS forms.</li> <li>• Supporting documents or reports may include any information needed by ESF #5 to execute their duties.</li> </ul>

Incident Documentation	<ul style="list-style-type: none"> <li>• The Documentation Unit shall document activities at the EOC.</li> <li>• Incident documentation may include facilitating the collection and summary of information helpful to any area of the disaster or emergency.</li> <li>• YC DES coordinates the collection of damage assessment information for both public losses and uninsured private losses from local jurisdictions and public entities, and forward the information to state emergency management for a determination of whether the County will be recommended for federal human services assistance, public assistance, or both.</li> <li>• Incident documentation may include situation reports, declarations, damage assessments, cost estimates, etc.</li> </ul>
Declaration Process	<ul style="list-style-type: none"> <li>• The declaration process follows Montana Code Annotated (MCA) 10-3 and other applicable laws or processes.</li> </ul>
EOC Management	<ul style="list-style-type: none"> <li>• YC DES provides management and direction of the EOC and facilitate ESF #5.</li> <li>• EOC management includes establishing and maintaining contact and information flow with the incidents, the Montana State Emergency Coordination Center (SECC), local governments, state, federal agencies and private or non-profit organizations.</li> </ul>

## Concept of Operations

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### General

YC DES organizes the ESF staff and support agencies based upon the core functional areas described in succeeding paragraphs. ESF #5 organizes and coordinates the capabilities and resources of the local government to facilitate the delivery of services, technical assistance, expertise, and other support for incidents requiring a coordinated response.

ESF #5 provides for support to incidents within Yellowstone County. This support may include decision making review and input to clarify any potential issues with laws, regulations, policies or government guidance. Support may also include setting objectives for incidents and providing a system of multi-jurisdictional emergency management when needed including coordinating with adjacent and all other involved counties or government jurisdictions.

ESF #5 provides a county-wide system for acquiring, assigning, tracking mobilization, deployment, utilization of and demobilization of resources, especially when an incident crosses jurisdictional boundaries or when there are multiple incidents occurring at the same time. Resources are allocated based on objectives, needs, and other information that helps determine where the resources would have the greatest impact towards achieving the objective.

ESF #5 provides for planning related to emergency management, which may, or may not include the individual incidents. This includes the development, completion and dissemination of operational plans and supporting documents that detail the priorities, objectives and results to be achieved by the EOC.

ESF #5 provides incident documentation.

ESF #5 facilitates the disaster or emergency declaration process following MCA 10-3 through the EOC and the local government elected officials.

ESF #5 provides for EOC management during an emergency and ensures the readiness of the EOC to respond to a disaster during non-emergency times. This may include maintaining agreements and/or rosters of staff, exercising EOC capabilities, establish standard operating procedures (SOPs) and standard operating guidelines (SOGs) for the EOC, develop and maintain mutual aid agreements with services that may be needed and neighboring government agencies, non-profits and third parties, provide or attend training to maintain capabilities and other actions which may ensure the readiness of all aspects of the EOC.

Support agencies will provide assistance under ICS in place to the ESF Coordinator and primary agencies in line with their agency mission and functions. Types of support may include subject matter experts, providing technical assistance, providing resources and expertise as required to support incident objectives.

**Table 5-2. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Incident Support	YC DES	<ul style="list-style-type: none"> <li>• Supports individual incidents within the county to include setting priorities and objectives for incidents.</li> <li>• Supports incident decision making through advising incident staff on laws, policies, priorities, objectives and situation assessments.</li> <li>• Provides a system of multi-jurisdictional emergency management based on the needs of the incident(s).</li> </ul>

Resource Acquisition and Tracking	YC DES	<ul style="list-style-type: none"> <li>• Coordinate with incident(s), other ESFs, other counties and local governments, state agencies, state EOC, federal agencies involved and any other entities who may provide resources needed for emergency management.</li> <li>• Ensure cost tracking and resource accountability by tracking resource acquisition, assigning resources to incidents based on incident priorities and objectives, tracking mobilization, deployment, utilization and demobilization of resources.</li> <li>• Participate in planning meetings as requested to complete the ICS-215 and ICS-215a forms.</li> </ul>
Planning	YC DES	<ul style="list-style-type: none"> <li>• Provide planning capabilities first at the EOC and then to the incidents as needed.</li> <li>• Ensure the development, collection, analysis, and dissemination of critical information, operational plans and supporting documents.</li> <li>• Sets overall situational priorities.</li> <li>• Evaluates incident objectives when there are multiple incidents and assigns resources based on overall situational priorities.</li> <li>• Develop initial situational assessment and anticipate the need for recovery planning and actions.</li> <li>• Facilitate planning, briefings and other processes at the EOC.</li> <li>• Collect and track cost information for all incidents and the EOC.</li> <li>• Provide mapping as part of the planning process through geographic information system (GIS) staff and available data/metadata.</li> <li>• Collect field information as needed ensuring accurate information.</li> </ul>
Incident Documentation	YC DES	<ul style="list-style-type: none"> <li>• Provide for incident documentation needs at the EOC including cost analysis and damage assessments.</li> <li>• Provide documentation for situational assessments, planning, policies, disaster declaration processes, operational processes, EOC activities and results.</li> <li>• Provide documentation to agencies involved in the response as needed.</li> </ul>
Declaration Process	Elected Officials	<ul style="list-style-type: none"> <li>• Complete declaration process following MCA 10-3 as necessary.</li> <li>• Exercise powers of elected officials during a disaster following MCA 10-3 as needed.</li> </ul>
EOC Management	YC DES	<ul style="list-style-type: none"> <li>• Provide direction and control of EOC operations.</li> <li>• Provide or arrange for staffing of the EOC in support functions through existing personnel of primary or support agencies or acquire staff from additional agencies or groups who may be able to staff functions.</li> <li>• Facilitate information dissemination to the public and media through mass communication methods and through a joint</li> </ul>

		information system (JIS)/joint information center (JIC) for media releases.
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### Organization—Response Structure

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ESF #5 operates under the direction of YC DES. YC DES will identify and provide a coordinator based on the assistance needed for an incident requiring the activation of ESF #5.

When an incident or incidents require assistance from more than one of the ESF #5 functions, or activation of multiple ESFs from this EOP, YC DES may delegate leading individual functions to ad-hoc emergency employees. Ad-hoc emergency employees provide a regional point of contact that represents ESF # 5 in its dealings with any EOC. YC DES may supervise ad-hoc emergency employees.

### Actions and Responsibilities

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**Table 5-3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>• YC DES activates ESF #5 and notifies required personnel or individuals of activation.</li> <li>• Coordinate preparedness, response, recovery and mitigation planning and activities including incident action, current and future operations planning.</li> <li>• All personnel shall follow ICS and NIMS principles while executing their duties associated with ESF #5.</li> </ul>
Incident Support	<ul style="list-style-type: none"> <li>• Establish communications with each individual incident.</li> <li>• Notify individuals needed to fill the policy group, legal group and other advisory groups as necessary to support decision making for incident personnel.</li> <li>• Review situational assessment, values and resources at risk.</li> <li>• Provide a system of multi-jurisdictional emergency management as needed to share information and ensure the timely flow of information across jurisdictional boundaries.</li> <li>• Establish overall situational priorities.</li> </ul>

Resource Acquisition and Tracking	<ul style="list-style-type: none"> <li>• Coordinate the location and provision of resources with other ESFs to support their primary functions.</li> <li>• Assign available resources to each incident based on identified situational priorities.</li> <li>• Track the status (mobilization, deployment and utilization) of all primary and support resources.</li> <li>• Request/ acquire additional resources from the SECC, district field office (DFO), local jurisdictions or other partners as needed.</li> <li>• Facilitate and ensure the demobilization of resources as they are released from the incident.</li> </ul>
Planning	<ul style="list-style-type: none"> <li>• Establish a process for resource ordering with each incident.</li> <li>• Coordinate staffing of the Planning Section at the EOC.</li> <li>• Identify resources, supplies, personnel and types of assistance needed to support emergency operations.</li> <li>• Develop an initial situational assessment and update it each operational period.</li> <li>• Facilitate information exchange, briefings, information displays, and operational planning related to emergency activities.</li> <li>• Provide information as needed to the command structure and EOC staff.</li> <li>• Complete the development of operational plans/ planning following the “Planning P”.</li> <li>• Ensure dissemination of plans and information.</li> </ul>
Incident Documentation	<ul style="list-style-type: none"> <li>• Establish and communicate process for documentation of actions and decision making at the EOC to staff.</li> <li>• Work with EOC staff to complete and document accurate cost analysis and damage assessment estimates and provide those to internal and external agencies as needed.</li> <li>• Coordinate activities with other levels of government as necessary to facilitate effective response.</li> <li>• Maintain an information sharing portal such as WebEOC, LEEP, SharePoint etc...</li> <li>• Ensure compliance with documentation procedures.</li> </ul>
Declaration Process	<ul style="list-style-type: none"> <li>• In coordination with legal staff, elected officials and any other departments needed, prepare declaration documents following MCA 10-3.</li> <li>• Review operational processes and actions to ensure compliance with policy, law and other relevant parameters of government.</li> </ul>
EOC Management	<ul style="list-style-type: none"> <li>• YC DES provides management of the EOC and its staff or assigns a representative to fill that role.</li> <li>• Implement EOC Activation SOPs/ SOGs and adjust as necessary to achieve objectives.</li> </ul>

# Emergency Support Function (ESF) #6

## ESF Coordinator

Yellowstone County Department of  
Emergency Services

## Primary Agencies

Yellowstone County Department of  
Emergency Services

## Support Agencies

American Red Cross  
Non-Governmental Organizations  
RiverStone Health  
Billings Housing Authority  
Chamber of Commerce  
Yellowstone County Lodging Association  
Human Resource Development Council

## Introduction

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### Purpose

Mass Care, Emergency Assistance, Sheltering and Human Services provides a process to access life-sustaining resources, essential services and programs when an emergency or disaster strikes and affects residents.

### Scope

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ESF #6— Mass Care, Emergency Assistance, Sheltering and Human Services is activated during or following disasters or emergencies by Yellowstone County Department of Emergency Services (YC DES) or limited functional categories may be activated as needed during incidents.

Individuals, government departments, agencies, private stakeholders, companies and outside non-governmental organizations (NGOs) assistance involved in ESF # 6 will vary greatly depending on the impacts, magnitude and type of incident. The primary functions of ESF #6 are:

**Mass Care:** Sheltering (congregate, non-congregate and transitional), feeding, dispensing of emergency supplies and reunification of displaced persons.

**Emergency Assistance:** Coordination of unaffiliated volunteers; unsolicited donations; essential community relief services; support to individuals with access and functional needs; support to children; support during mass evacuations; and support for the rescue, transportation, care, shelter, and essential needs of household pets and service animals. May also include assisting residents with accessing disaster assistance programs.

**Human Services:** Includes supplemental nutritional assistance, crisis counseling, disaster case management, disaster legal services, and other local human services programs.

## **Policies**

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### **ESF #6 Policies**

YC DES serves as the coordinator for ESF #6 throughout the disaster or emergency. ESF #6 may be activated by YC DES based on a need to access life-sustaining resources, essential services and programs when an emergency or disaster occurs and affects residents.

ESF #6 services are provided to Yellowstone County residents through partnerships with assisting and cooperating agencies. Plans for implementation and delivery of these functions, in most cases are housed with the partner agencies.

#### **Relationship to Whole Community**

A basic premise of emergency management is that disaster response begins and ends at the community level. This is particularly true for the functions of ESF #6, as many disasters occur with little or no warning, thereby requiring that life-sustaining services be provided quickly to prevent additional suffering and loss of life. ESF #6 partner agencies and organizations rely on the whole community to meet the needs of disaster survivors.

Key elements of the whole community include individuals with access and functional needs whose needs must be considered well in advance when preparing for disasters and emergencies, and who are important partners to support the delivery of core capabilities during incident response (e.g., through associations and alliances that serve these populations).

Community disaster and emergency plans should include provisions for individuals who own household pets or have responsibility for service animals. Planning factors must include resources and processes for the rescue, transportation, care, shelter, and essential needs of animals. In addition to human sheltering, the establishment of an animal shelter appropriate for impacted household animals (consideration should be given to co-location or close proximity to human shelters).

The whole community also includes local, state, tribal, and Federal governments; nongovernmental organizations (NGO), including voluntary, faith-based, community-based, and other nonprofit organizations in the civic/nonprofit sector; academia; the private sector; individuals; and communities. Partners from all elements of the whole community work together to address shortfalls and help to ensure that the life-sustaining needs of disaster survivors are met.

### **Concept of Operations**

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#### **General**

ESF #6 provides the coordination mechanisms for mass care, emergency assistance and human services. YC DES organizes the ESF staff and support agencies based upon the core functional areas described in succeeding paragraphs.

Identified long-term recovery projects focused on infrastructure and services critical to the community will be managed by the local (county, city, town, NGOs) jurisdiction with assistance from YC DES as needed and agreed to by Yellowstone County.

Support agencies will provide assistance under the Incident Command System (ICS) in place to the ESF Coordinator and Primary Agencies in line with their mission, functions and capacity.

**Table 6-1. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Mass Care	YC DES	<ul style="list-style-type: none"> <li>• Sheltering               <ul style="list-style-type: none"> <li>• Shelters                   <ul style="list-style-type: none"> <li>• ARC certifies congregate shelters, staffing</li> </ul> </li> <li>• Shelter in place</li> </ul> </li> <li>• Feeding</li> <li>• Reunification</li> <li>• Dispensing</li> </ul>
Emergency Assistance	YC DES	<ul style="list-style-type: none"> <li>• Unaffiliated volunteers</li> <li>• Donations</li> <li>• Relief Services</li> <li>• Emergency Evacuation Support               <ul style="list-style-type: none"> <li>• Transportation</li> <li>• Care</li> <li>• Shelter</li> <li>• Household Pets/Service Animals</li> </ul> </li> <li>• Support for Access and Functional Needs</li> </ul>
Human Services	YC DES	<ul style="list-style-type: none"> <li>• Crisis Counseling (Psychological First Aid)</li> <li>• Family Reunification</li> <li>• Public Grief Recovery-Memorials/Spiritual Support</li> <li>• Medical and Dental Support for Displaced Individuals (non-emergency care)</li> <li>• Dependent care-loss of the legal caregiver</li> <li>• Disaster Case Management</li> <li>• Disaster Legal Services</li> <li>• Supports continuity of government operations for human services programs.</li> </ul>

**Organization—Response Structure**

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ESF #6 operates under the direction of YC DES. YC DES will identify and provide a coordinator based on the assistance needed for an incident requiring the activation of ESF #6. An appropriate coordinator will be assigned based on the impacts, magnitude and type of incident and subject matter expertise appropriate to the situation.

When an incident or incidents require assistance from more than one of the ESF functions, YC DES may delegate the leading of individual functions to appropriate persons and/or organizations representing YC DES.

**Actions and Responsibilities**

**Table 6-2. Actions and Responsibilities**

Agency	Function
YC DES	<ul style="list-style-type: none"> <li>• Manages the EOC</li> <li>• Support ESF #6 agencies</li> </ul>
American Red Cross	<p>The American Red Cross (ARC) is a private sector organization that provides disaster relief to individuals and families and is responsible for providing emergency congregate and individual care in coordination with local government and private agencies. The ARC receives its mission from a congressional charter and, as mandated by Federal Law 36-United States Code-3001 and reaffirmed in Public Law 93-288 (Stafford Act).</p> <ul style="list-style-type: none"> <li>•Initiate mass care services immediately within the affected area upon notification of the emergency or disaster</li> <li>•Assist government agencies in the management and coordination of sheltering, feeding, emergency first aid services, and bulk distribution of emergency supplies to the affected population</li> <li>•Coordinate relief efforts with YCOAD/VOAD, OCS, and other non-governmental organizations (NGO) as appropriate</li> <li>•Provide a representative to the county Emergency Operations Center (EOC) to facilitate coordination of mass care services</li> <li>•Initiate and administer the use of the National Safe &amp; Well system for family reunification</li> <li>•Support mass care services with available facilities, vehicles, supplies, personnel and other provisions as able</li> </ul>
NGOs	<p>Non-Governmental Organizations Voluntary, faith-based, community-based, and other nongovernmental organizations in the civic or nonprofit sector are integral to local community responses to disaster. ARC, The Salvation Army, and other member agencies of the YCOAD, etc., will support ESF #6 activities through provision of immediate shelter, feeding, and emergency first aid relief to individuals and families, which are not normally available from government resources. These local organizations will work in cooperation with the local government within their jurisdictions in preparing for, responding to,</p>

	and recovering from the effects of an emergency or disaster event.
RiverStone Health	<ul style="list-style-type: none"> <li>• Bulk dispensing of emergency items.</li> <li>• Emergency food assistance (WIC, SNAP, etc.)</li> </ul>
Billings Housing Authority	<ul style="list-style-type: none"> <li>• Long-term housing recovery</li> </ul>
Chamber of Commerce	<ul style="list-style-type: none"> <li>• Post-disaster business recovery</li> </ul>
Yellowstone County Lodging Association	<ul style="list-style-type: none"> <li>• Emergency sheltering</li> <li>• Basic essentials</li> </ul>
HRDC	<ul style="list-style-type: none"> <li>• Utility assistance</li> <li>• Childcare referral assistance</li> </ul>



# Emergency Support Function (ESF) #7

## ESF Coordinator

Yellowstone County Department of  
Emergency Services

## Primary Agencies

## Support Agencies

Yellowstone County IT Department  
Yellowstone County Facilities Department  
Yellowstone County Finance Department  
City of Billings IT Department  
City of Billings Finance Department  
City of Laurel

Montana Department of Natural Resources  
and Conservation (DNRC)  
Bureau of Land Management (BLM) -  
Billings Interagency Wildfire Supply

## Introduction

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### Purpose

Logistics and Resource Support addresses two critical needs during a disaster/emergency. Without the ability to support responders they can become ineffective or additional victims themselves. Logistics utilizes resources available from the whole community to support the efficient delivery of supplies, equipment, services and facilities. It also facilitates logistical planning, technical assistance and incident response needs that ensure the ability of responders to complete their task and meets the needs of disaster survivors.

### Scope

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ESF #7—Logistics and Resource Support is activated during incidents or potential incidents requiring significant management of supply chain functions in support of a local incident.

Scope includes coordination of resource sourcing; acquisition; delivery of supplies, equipment and services; resource tracking; facility space acquisition; transportation coordination; management and support of information technology (IT); and other administrative services.

Its specific activities within the scope include the following Primary Functions:

**Supply Chain Management & Planning:** Manage and provide for the integration of whole community supply chain/ logistics that provides the resources (equipment, supplies and services) for incidents requiring resource and/or logistical support.

Support that cannot be provided by a local government, support agency or government partner (Mutual Aid) may be addressed through direct procurement or donations if funding and coordination is available. Yellowstone County Department of Emergency

Services (YC DES) works with the appropriate purchasing officer representing the responsible party or government agency to obtain required funding and/or approval. This purchasing officer representative should be part of the emergency operations center (EOC) team under the Finance Section working within their agency policies, state and federal law.

**Facilitate Communication in the Supply Chain:** Facilitate and ensure communication and collaboration among supply chain/ logistics support elements and incident management.

**Policies**

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**Table 7-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #7 is activated by YC DES upon notification of a potential or actual incident or event that requires a logistics and/or resource support.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #7 are coordinated and conducted cooperatively with federal, state, tribal governments, agencies and incident management officials and with private entities as required.</li> <li>• Purchasing completed will be within the agency policy of Yellowstone County, another local government jurisdiction involved in the incident or the responsible party as well as state and federal laws.</li> <li>• Documentation will be kept as best possible under emergency/disaster circumstances for donations, in-kind work and through partners. Documentation for purchases will follow agency/ organizational policy as well as state and federal laws.</li> <li>• Reimbursement may be provided through state or federal emergency/disaster funds, government programs or other sources, as available.</li> </ul>
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**Concept of Operations**

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**General**

YC DES organizes the ESF staff and support agencies based upon the core functional areas described in succeeding paragraphs. ESF #7 organizes and coordinates the capabilities and resources of the local government to complete resource sourcing; acquisition; delivery of supplies, equipment and services; resource tracking; facility space acquisition; transportation coordination; management and support of IT; and other administrative services.

ESF #7 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local resources.

Support agencies will provide assistance under the Incident Command System in place to the ESF Coordinator in line with their agency mission and functions. All personnel shall follow ICS and NIMS principles while executing their duties associated with ESF #7.

**Table 7-2. Functional Categories, Actions & Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Supply Chain Management & Planning	YC DES	<ul style="list-style-type: none"> <li>• Coordinates resource sourcing/ acquisition (purchasing); delivery of supplies, equipment and services; resource tracking; facility space acquisition; transportation coordination; management and support of IT; and other administrative services</li> <li>• Coordinates resolution of conflicting operational demands for Logistics and Resource Support resources</li> <li>• Determines logistical and resource needs of ESF #7 personnel</li> <li>• Determines need, completes and submits cost reimbursement paperwork for purchasing activities as reimbursement is available. (e.g. State/Federal reimbursements on declared incidents)</li> </ul>
Communication in the Supply Chain	YC DES	<ul style="list-style-type: none"> <li>• YC DES, as the ESF #7 Coordinator provides information to the Unified Command Group through the chain of command for the duration of the incident.</li> <li>• Coordinates primary and support agencies for planning and operational needs.</li> <li>• Communicate status of resources coming in from out of area.</li> <li>• Ensures coordination of operational needs during the planning cycle.</li> <li>• Provides incident and situational reports and assessments as required.</li> </ul>

### **Organization—Response Structure**

ESF #7 operates under direction of YC DES. YC DES will identify and provide a coordinator based on the assistance needed for an ESF #7 incident.

When an incident or incidents require assistance from more than one of the ESF #7 functions, or activation of multiple ESFs from this EOP, YC DES may delegate leading individual functions to ad-hoc emergency employees. Ad-hoc emergency employees provide a regional point of contact that represents ESF #7 in its dealings with the Emergency Operations Center or Multiagency Coordinating Groups (MAC Group). The Director of the YC DES may supervise ad-hoc emergency employees.



# Emergency Support Function (ESF) #8

## ESF Coordinator

Unified Health Command

## Primary Agencies

Billings Clinic  
RiverStone Health  
St. Vincent Healthcare  
Yellowstone County Department of  
Emergency Services

## Support Agencies

Montana Department of Public Health and  
Human Services  
Montana Disaster and Emergency Services  
Centers for Disease Control and Prevention  
Local Law Enforcement  
Vitalant (formerly United Blood Services)  
American Red Cross  
YC Extension Services

## Introduction

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### Purpose

Public Health and Medical Services provides the mechanism for coordinated assistance in response to a potential or actual public health and/or medical emergency/disaster. Public Health and Medical Services include responding to medical needs associated with mental health, behavioral health, and substance abuse considerations of incident victims and response workers. Services cover the following issues: medical needs of all members of the population, including members who may have medical and other functional needs before, during, and after an incident; and assistance with veterinary and/or animal health issues (for additional guidance see also ESF #11).

The Unified Health Command (UHC) may be activated during any incident affecting medical or public health issues. The UHC serves in a command role during medical incidents and also has the ability to place representatives at the EOC in a medical advisory capacity. Refer to Annex/Appendix C for the UHC Protocol.

### Scope

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ESF #8 provides assistance in the following core functional areas:

- Assessment of public health/medical needs
- Health surveillance
- Medical care personnel
- Health/medical/veterinary equipment and supplies (ESF #11)
- Patient evacuation
- Patient care
- Surge capability, including alternate care sites

- Safety and security of drugs, biologics, and medical devices
- Blood and blood products
- Food safety and security (ESF #11)
- Agriculture safety and security (ESF #11)
- All-hazard public health and medical consultation, technical assistance, and support
- Behavioral health care
- Public health and medical information
- Vector control (ESF #3)
- Potable water/wastewater and solid waste disposal (ESF #3)
- Mass fatality management, victim identification, and decontaminating remains
- Veterinary medical support (ESF #11)
- Isolation/Quarantine
- Management of vetted and/or affiliated volunteers
- Laboratory coordination

**Policies**

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**Table 8-1. Functional Categories, Actions and Responsibilities**

General	<ul style="list-style-type: none"> <li>• ESF #8 is activated by Yellowstone County Disaster and Emergency Services (YC DES) or the Yellowstone County Health Officer upon notification of an actual or anticipated natural/manmade disaster or emergency that will impact local Public Health and Medical Services.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #8 are coordinated and conducted cooperatively with local, state and federal agencies and incident management officials and with private entities as required.</li> <li>• Priority is given to actions that may reduce threats to life safety, followed by impacts critical infrastructure/property and then impacts to economic and societal needs.</li> <li>• Additional resources should first be secured through mutual aid and assistance agreements, then to the Montana State Emergency Coordination Center (SECC) (Coordinated through the local EOC) who can access private and state resources and resources through the Emergency Management Assistance Compact (EMAC).</li> </ul>
Health surveillance	<ul style="list-style-type: none"> <li>• In collaboration with supporting agencies, enhance existing surveillance systems to monitor the health of the general and medical needs population.</li> </ul>
Assessment of public health/medical needs	<ul style="list-style-type: none"> <li>• Acute</li> <li>• Long-term, developing</li> <li>• Potential public health concerns</li> </ul>

Medical care personnel	<ul style="list-style-type: none"> <li>• Utilize existing credentialed, licensed and non-licensed professionals</li> <li>• Acquire additional resources through Montana Healthcare Mutual Aid System and/or federally recognized support entities.</li> </ul>
Health/medical/veterinary equipment and supplies	<ul style="list-style-type: none"> <li>• Rely on existing local healthcare resources until anticipated depletion</li> <li>• Other local resources include the CHEMPACK, hospital reserve caches, local pharmacies, DME suppliers, etc., until anticipated depletion.</li> <li>• In addition to deploying local resources, assets may be obtained from the Strategic National Stockpile (SNS) including medical equipment; durable medical equipment and supplies; medical, diagnostic, and radiation-detecting devices; pharmaceuticals and biologic products in support of immediate medical response operations and for restocking health care facilities in an area affected by a major disaster or emergency. When a veterinary response is required, assets may be requested from the National Veterinary Stockpile, which is managed by USDA Animal and Plant Health Inspection Service (APHIS). State and federal assets may be obtained through YC DES.</li> </ul>
Patient evacuation	<ul style="list-style-type: none"> <li>• Establish identified alternate care facilities.</li> <li>• Support the healthcare entities in moving and relocating existing patients/residents/clients and equipment.</li> </ul>
Patient care	<ul style="list-style-type: none"> <li>• Identify personnel to support prehospital triage and treatment, inpatient hospital care, outpatient services, pharmacy services, and dental care to victims who are seriously ill, injured, or suffer from chronic illnesses who need evacuation assistance, regardless of location.</li> <li>• ESF #8 may assist with isolation and quarantine measures and with point of dispensing operations (mass prophylaxis and vaccination). Health care providers and support staff will ensure appropriate patient confidentiality is maintained, including Health Insurance Portability and Accountability Act (HIPAA) privacy and security standards, where applicable.</li> </ul>
Safety and security of drugs, biologics, and medical devices	<ul style="list-style-type: none"> <li>• Coordinate with local law enforcement to ensure the safety and security of drugs, biologics and medical devices.</li> </ul>
Blood and blood products	<ul style="list-style-type: none"> <li>• Ensure the safety, availability, and logistical requirements of blood and blood products. This includes the ability of the existing supply chain resources to meet the manufacturing, testing, storage, and distribution of these products.</li> </ul>
Food safety and security	<ul style="list-style-type: none"> <li>• In cooperation with ESF #11, ensure the safety and security of federally regulated foods.</li> </ul>

<p>Agriculture safety and security</p>	<ul style="list-style-type: none"> <li>In coordination with ESF #11, ensure the health, safety, and security of food-producing animals, animal feed, and therapeutics.</li> </ul>
<p>All-hazard public health and medical consultation, technical assistance, and support</p>	<ul style="list-style-type: none"> <li>Request assistance from other ESF #8 partner organizations in assessing public health, medical, and veterinary medical effects resulting from all hazards. Such tasks may include assessing exposures on the general population and on high-risk population groups; conducting field investigations, including collection and analysis of relevant samples; providing advice on protective actions related to direct human and animal exposures, and on indirect exposure through contaminated food, drugs, water supply, and other media; and providing technical assistance and consultation on medical treatment, screening, and decontamination of injured or contaminated individuals. While State, tribal, and local officials retain primary responsibility for victim screening and decontamination operations, ESF #8 can request assistance from the National Medical Response Teams.</li> </ul>
<p>Behavioral health care</p>	<ul style="list-style-type: none"> <li>Request assistance from other ESF #8 partner organizations in assessing mental health and substance abuse needs, including emotional, psychological, psychological first aid, behavioral, or cognitive limitations requiring assistance or supervision; providing disaster mental health training materials for workers; providing liaison with assessment, training, and program development activities undertaken by Federal, State, tribal, or local mental health and substance abuse officials; and providing additional consultation as needed.</li> </ul>
<p>Public health and medical informaiton</p>	<ul style="list-style-type: none"> <li>Provide timely public health, disease, and injury prevention information that can be transmitted to members of the general public who are located in or near areas affected in languages and formats that are understandable to individuals with limited English proficiency and individuals with disabilities.</li> </ul>
<p>Vector control</p>	<ul style="list-style-type: none"> <li>Request assistance from other ESF #8 partner organizations, as appropriate, in assessing the threat of vector-borne diseases; conducting field investigations, including the collection and laboratory analysis of relevant samples; request vector control equipment and supplies; request technical assistance and consultation on protective actions regarding vector-borne diseases; and provide technical assistance and consultation on medical treatment of victims of vector-borne diseases.</li> </ul>
<p>Potable water/wastewater and solid waste disposal</p>	<ul style="list-style-type: none"> <li>Request assistance from other ESF #8 organizations to assist in assessing potable water, wastewater, solid waste disposal, and other environmental health issues related to public health in establishments holding, preparing, and/or serving food, drugs, or medical devices at retail and medical facilities, as well as examining and responding to</li> </ul>

	public health effects from contaminated water; conducting field investigations, including collection and laboratory analysis of relevant samples; providing equipment and supplies as needed; and providing technical assistance and consultation.
Mass fatality management, victim identification, and decontaminating remains	<ul style="list-style-type: none"> <li>• Activate the Mass Fatality Management Annex.</li> </ul>
Veterinary medical support	<ul style="list-style-type: none"> <li>• Assist ESF #11 as required to protect the health of livestock and companion and service animals.</li> <li>• Assist ESF #11 in ensuring the safety of the manufacture and distribution of foods and drugs given to animals used for human food production.</li> <li>• Provide for the safety and well-being of household pets and service and companion animals.</li> </ul>

## Concept of Operations

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### General

ESF #8, organizes support agencies based upon the core functional areas.

ESF #8 will provide liaison and communications support to the Medical Resource Desk at the local EOC at the request of YC DES.

ESF #8 representatives in the local EOC will conduct a risk analysis, evaluate, and determine the capability required to meet the mission objective(s) and provide required public health and medical support assistance.

In the early stages of an incident, it may not be possible to fully assess the situation and verify the level of assistance required. In these cases, every reasonable attempt is made to verify the need before providing assistance.

During the response period, ESF #8 has primary responsibility for the analysis of public health and medical assistance, determining the appropriate level of response capability as well as developing updates and assessments of public health status.

Public health and medical subject-matter experts (including partners representing all appropriate populations, such as pediatric populations, populations with disabilities, the aging, and those with temporary or chronic medical conditions) from primary and supporting agencies are consulted as needed.

## **Organization—Response Structure**

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ESF #8 operates under direction of the Unified Health Command, when activated. The UHC will provide coordination based on the assistance needed. The YC DES provides the regional point of contact and represents ESF #8 in its dealings with any work at the Emergency Operations Center or Multiagency Coordinating Groups (MAC Group).

When ESF #8 assistance involves only one functional area of ESF #8 the agency(ies) in charge of that functional area may provide an individual to fill the coordinator function as the point of contact to represent ESF #8 in its dealings with the EOC or MAC Group.

# Emergency Support Function (ESF) #9

## ESF Coordinator

Yellowstone County Sheriff's Office

## Primary Agencies

Yellowstone County Department of Emergency Services  
Billings Fire Department

## Support Agencies

County Rural Fire Departments  
Laurel Fire Department  
Private and Non-Profit SAR Organizations  
National Weather Service  
Yellowstone County GIS Program  
Montana DNRC

## Introduction

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### Purpose

Search and Rescue (SAR) rapidly deploys SAR resources to provide lifesaving rescue operations when there is an actual or anticipated need for SAR operations.

### Scope

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ESF #9—SAR is activated during incidents or potential incidents requiring a large scale or long duration SAR response. The ESF #9 Coordinator is Yellowstone County Sheriff's Office (YCSO) as this agency is legally in charge of traditional SAR operations per Montana Code Annotated (MCA). ESF #9 primary and support agencies provide timely and specialized SAR capabilities, support and resources as requested.

SAR operations include answering distress calls, establishing communications, locating distressed or lost personnel, coordination and execution of rescue operations in rural or urban environments including air, land, water and Urban Search and Rescue (USAR) extrication and/or evacuation to assist persons and property in potential or actual distress.

SAR Response operations are classified in this plan in two Primary Functions:

**Land, Air & Waterborne Search and Rescue:** Primary Agency is YCSO. The Sheriff's Office operates a Special Services Division geared at land, air and waterborne SAR operations. This Division of the Sheriff's Office is in charge of Search and Rescue Operations in this function per MCA.

**Structural Collapse USAR:** Primary Agency is Billings Fire Department (BFD). USAR includes operations for natural and manmade disasters and catastrophic incidents which require structural collapse operations.

Jurisdictions within Yellowstone County and, the entire state of Montana, lack qualified USAR Teams. This is an identified capability gap that cannot be filled locally at this time.

Until USAR capabilities are developed locally, during a USAR incident, BFD shall serve in a coordinating capacity with Yellowstone County DES (YC DES) to obtain qualified USAR resources. In the time following a USAR incident, likely 48-72 hours, operations will be conducted within the training and capabilities of present responders to preserve life and protect property

**Policies**

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**Table 9-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #9 is activated by YC DES upon notification of a potential or actual incident or event that requires a coordinated response and support.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #9 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies and incident management officials and with private entities as required.</li> <li>• SAR Teams brought in from other agencies shall have operational control over their team members after receiving an assignment to determine if their missions are safe.</li> <li>• Reference National Response Framework (NRF)-ESF #9 and the Montana Emergency Response Framework (MERF) for additional references and policies on state and federal involvement in SAR operations.</li> <li>• Reimbursement may be provided through state, federal programs or other sources, as available.</li> </ul>
<p>Land, Air &amp; Waterborne SAR</p>	<ul style="list-style-type: none"> <li>• Standing SAR Policies, Procedures and Guidelines of the YCSO shall be in effect during activation of ESF #9.</li> </ul>
<p>USAR</p>	<ul style="list-style-type: none"> <li>• USAR is an identified capability gap in Yellowstone County and the State of Montana.</li> <li>• In the time following a USAR incident, likely 48-72 hours, operations will be conducted within the training and capabilities of present responders to preserve life and protect property.</li> <li>• USAR response resources are available through the Montana State Emergency Coordination Center (SECC) using the Emergency Management Assistance Compact (EMAC) and/or NRF.</li> <li>• Responding USAR Teams that have been ordered by the incident shall be involved in operational decisions regarding their USAR mission as much as possible to provide USAR expertise.</li> </ul>

## Concept of Operations

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### General

YCSO organizes the ESF staff and support agencies based upon the core functional areas described in succeeding paragraphs. ESF #9 organizes and coordinates the capabilities and resources of the local government to facilitate answering distress calls, establishing communications, locating distressed or lost personnel, coordination and execution of rescue operations in rural or urban environments including land, air, water and USAR extrication and/or evacuation to assist persons and property in potential or actual distress.

ESF #9 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local SAR resources.

Support agencies will provide assistance under the Incident Command System in place to the ESF Coordinator and primary agencies in line with their agency mission and functions.

**Table 9-2. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Land, Air & Waterborne SAR	YCSO	<ul style="list-style-type: none"> <li>• YCSO, as the ESF #9 Coordinator provides information to the Emergency Operations Center (EOC) or Multiagency Coordinating Groups (MAC Group) through the chain of command for the duration of the incident.</li> <li>• Coordinates primary and support agencies for planning and operational needs.</li> <li>• Coordinates resolution of conflicting operational demands for SAR response resources</li> <li>• Coordinates with out of area executing SAR operations in the field to determine needs.</li> <li>• Coordinates logistical support for Land, Air and Waterborne SAR resources to maintain operational readiness.</li> <li>• Ensures coordination with USAR operations during the planning cycle and operational periods.</li> <li>• Provides incident and situational reports and assessments as required.</li> <li>• Determines need, completes and submits cost reimbursement paperwork for SAR activities as reimbursement is available. (e.g. State of Montana Search and Rescue Fund)</li> </ul>
USAR	BFD	<ul style="list-style-type: none"> <li>• Manages and coordinates USAR resources coming in from out of area.</li> <li>• Coordinates logistical support for USAR resources to maintain operational readiness.</li> </ul>

		<ul style="list-style-type: none"> <li>• Communicates with the ESF Coordinator to ensure knowledge and needs of USAR operations during the planning cycle and operational periods.</li> <li>• Conducts operations within the training and capabilities of present responders to preserve life and protect property.</li> <li>• Provides incident and situational reports and assessments to the ESF Coordinator as required.</li> </ul>
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### **Organization—Response Structure**

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ESF #9 operates under direction of YCSO. YCSO will identify and provide a coordinator based on the assistance needed for an ESF #9 incident. When an incident requires assistance from more than one of the ESF #9 functions, YCSO provides the regional point of contact and represents ESF #9 in its dealings with any work at the local EOC.

When ESF #9 assistance involves only one functional area of ESF #9 the agency in charge of that functional area may provide an individual to fill the coordinator function as the point of contact to represent ESF #9 in its dealings with any work at the EOC or MAC Group. ESF #9 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.

### **Actions and Responsibilities**

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**Table 9-3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>• YC DES activates ESF #9 and notifies required personnel or individuals of activation.</li> <li>• YCSO, as the ESF #9 Coordinator provides information to the EOC or MAC Group through the chain of command for the duration of the incident.</li> <li>• YCSO coordinates primary and support agencies for planning and operational needs.</li> <li>• YCSO coordinates resolution of conflicting operational demands for SAR response resources</li> <li>• All personnel shall follow ICS and NIMS principles while executing their duties associated with ESF #9.</li> </ul>

<p>Land, Air and Waterborne SAR</p>	<ul style="list-style-type: none"> <li>• Coordinates outside resources executing SAR operations in the field to determine needs.</li> <li>• Coordinates logistical support for Land, Air and Waterborne SAR resources to maintain operational readiness.</li> <li>• Ensures knowledge and needs of USAR operations are communicated and addressed during the planning cycle and operational periods.</li> <li>• Provides incident and situational reports and assessments to the ESF Coordinator as required.</li> </ul>
<p>USAR</p>	<ul style="list-style-type: none"> <li>• Manages and coordinates USAR resources coming in from out of area.</li> <li>• Coordinates logistical support for USAR resources to maintain operational readiness.</li> <li>• Communicates with the ESF Coordinator to ensure knowledge and needs of USAR operations are communicated and addressed during the planning cycle and operational periods.</li> <li>• Conducts operations within the training and capabilities of present responders to preserve life and protect property.</li> <li>• Provides incident and situational reports and assessments to the ESF Coordinator as required.</li> </ul>



# Emergency Support Function (ESF) #10

## ESF Coordinator

Yellowstone County Department of  
Emergency Services

## Primary Agencies

Billings Fire Department

## Support Agencies

County Rural Fire Departments  
Laurel Fire Department  
Billings Police Department  
Laurel Police Department  
National Weather Service  
Yellowstone County Sheriff's Office  
Montana Department of Environmental  
Quality  
Montana Disaster and Emergency Services  
Montana Highway Patrol  
Montana Department of Transportation  
Montana National Guard, 83<sup>rd</sup> Civil Support  
Team  
Refinery HAZMAT Teams (3)  
Montana/Wyoming Spill COOP  
**MLGPA** Member Companies

## Introduction

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### Purpose

Hazardous Materials (HAZMAT) provides initial incident response and extended incident support to an actual or potential discharge and/or uncontrolled release of oil or HAZMAT when activated.

### Scope

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ESF #10 provides for a coordinated local government effort in response to actual or potential oil and HAZMAT incidents that have the potential to be a threat to public health and safety or to the environment.

Both federal and state statutes indicate the person responsible for the spill (spiller) is responsible for the cleanup of the spill. Local government must implement appropriate notification and response actions in order to save lives and property during a HAZMAT incident, especially during the early stages. Hazardous materials include chemical, biological, and radiological substances, whether accidentally or intentionally released. ESF #10 may also be used under appropriate authorities to respond to actual or threatened releases of other materials that pose a threat to public health or welfare or the environment.

The scope of ESF #10 includes the appropriate actions to prepare for, respond to and recover from a threat to public health, welfare, or the environment caused by actual or potential oil and HAZMAT incident. Appropriate general actions implemented by local government resources include, but are not limited to: actions to prevent, minimize or mitigate a release; efforts to detect

and assess the extent of contamination (including sampling and analysis and environmental monitoring); actions to stabilize the release and prevent the spread of contamination. Cleanup and remediation remain the responsibility of the spiller (responsible party).

ESF #10-Oil and HAZMAT is activated during incidents or potential incidents requiring operational capabilities by local forces or extended incident support in response to a potential or actual oil or HAZMAT incident. Billings Fire Department (BFD)--Regional HAZMAT Team is designated as the "Local Emergency Response Authority" (LERA) as defined in Montana Code Annotated (MCA) 10-3-1208 with powers and duties outlined in MCA 10-3-1209 for the City of Billings, City of Laurel, Town of Broadview and all county areas outside those municipalities.

The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) requires that oil and hazardous materials releases be reported to the National Response Center. (40 CFR 300.125.) The National Response Center (NRC) provides notifications of such reports to the National Operations Center (NOC) to promote situational awareness.

The ESF #10 Primary Agency is BFD as this agency is designated as the LERA for all of Yellowstone County and has the highest operational capability and knowledge of this subject matter. ESF #10 primary and support agencies provide support and resources as requested, within their training and capabilities.

**Policies**

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**Table 10-1. Policies**

General	<ul style="list-style-type: none"> <li>• ESF #10 is activated by any local fire organization or Yellowstone County Department of Emergency Services (YC DES) upon notification of a potential or actual incident or event that requires a coordinated response and support.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #10 are coordinated and conducted cooperatively with federal, state, tribal and local agencies and incident management officials and with private entities as required.</li> </ul>
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**Concept of Operations**

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**General**

ESF #10 provides for a coordinated local government effort in response to actual or potential oil and HAZMAT incidents that have the potential to be a threat to public health and safety or to the environment.

The ESF #10 Coordinator organizes the ESF staff and support agencies based on need to provide safety from an acute onset Oil or HAZMAT release until the threat to public health and safety or the environment has been sufficiently addressed. Local governments or resources are focused on acute affects and public safety, they are not responsible for cleanup or mitigation work.

## Public Sector

HAZMAT response in Montana follows a regional model with teams based across the state. BFD is home to the Eastern Montana Regional HAZMAT Team which covers all of Yellowstone County. BFD is designated as the “Local Emergency Response Authority” (LERA) as defined in MCA 10-3-1208 with powers and duties outlined in MCA 10-3-1209 for the City of Billings, City of Laurel, Town of Broadview and all county areas outside those municipalities.

Local Fire Districts, Fire Service Areas, Fire Companies and other municipal fire departments provide initial incident assessment within their training and capabilities and serve as the initial incident commander. The incident commanders from local fire organizations are responsible to recognize when an incident exceeds their training and capabilities and request the assistance of the Regional HAZMAT Team from BFD in a timely manner. Assistance is available anytime and includes everything from technical consultation over the phone/radio to mobilization of operational HAZMAT Team personnel.

Responses to a release from oil or gas pipeline within Yellowstone County require the notification of the responsible party (owner) and for operations to be conducted in a cooperative manner. Contact the appropriate pipeline company as soon as is practical.

## Private Sector

A pipeline emergency-leak, explosion etc., creates a dangerous situation for emergency responders. Pipeline operators are required to be part of the team working towards the safe resolution of the incident. Responders’ goal is to minimize the level of risk to responders, the community and the environment.

Cleanup and remediation remain the responsibility of the spiller (responsible party) following federal and state statutes. Many responsible parties also have technical assistance available through local personnel and/or 24-hour phone numbers. Yellowstone County has a high-density of oil and gas pipelines and operators within its borders, their contact information is below.

<b>Yellowstone</b>	<b>Emergency Number</b>
Cenex Pipeline, LLC	1-800-421-4122
ExxonMobil Pipeline Co.	1-800-537-5200
Front Range Pipeline, LLC	1-800-421-4211
Montana Dakota Utilities Co.	1-800-638-3278
NorthWestern Energy	1-888-467-2669
Phillips Pipe Line Co	1-877-267-2290
Plains Pipeline, L.P.	1-800-708-5071
WBI Energy Transmission	1-888-859-7291

These contact numbers allow for technical assistance to be provided by the responsible pipeline operator. Pipeline operators have staff trained and equipped to assist in response to a pipeline release.

Actions should be taken to contact the appropriate pipeline company as soon as is practical. Contact numbers for pipeline operators are above and will take response personnel to 24/7 company lines.

Private organizations involved in responding to hazardous substance spills will also utilize ICS as is required by 29 Code of Federal Regulations (CFR) 1910.120, Hazardous Waste Operations and Emergency Response.

### **Pipeline Products and Hazard Information (from Montana Liquid and Gas Pipeline Association)**

**Natural Gas** is the predominant product found in gas distribution pipelines, and with few exceptions, is transported via pipelines in gaseous form. Like crude oil, it is a naturally occurring resource formed millions of years ago as a result of heat and pressure acting on a decayed organic material. It is extracted from wells and transported through gathering pipelines to processing facilities. From these facilities it is transported through transmission pipelines to distribution centers for distribution pipeline systems. The main ingredient in natural gas is methane (94%). Natural Gas typically is odorless, colorless and tasteless and nontoxic in its natural state. When transported via transmission pipelines, natural gas typically does not have an odorant added. An odorant (called mercaptan) is normally added when it is delivered to a distribution system. At ambient temperatures, natural gas remains lighter than air. However, it can be compressed under high pressure to make it convenient for use in other applications or liquefied under extremely cold temperatures (-260°F) to facilitate transportation.

**Petroleum Gas** is a mixture of gaseous hydrocarbons, primarily propane, butane and ethane, which are easily liquefied under pressure and are used for residential or commercial heating and other industrial applications. Propane and butane are often stored and transported under pressure as (LPG) in portable containers for use as fuel for heating and cooking applications. LPG is usually transported through hazardous liquid transmission pipelines and may also be identified as Highly Volatile Liquids (HVLs) or Natural Gas Liquids (NGLs). Vaporized propane and butane may also be found in small distribution systems. LPG is a tasteless, colorless and odorless gas. When transported via transmission pipelines it typically will not have odorant added. Odorant is added when LPG is offloaded to a distribution pipeline system or transport tanks to facilitate leak detection.

**Petroleum Liquids** is a broad term covering many products, including crude oil, gasoline, diesel fuel, aviation gasoline, jet fuel, fuel oil, kerosene, naphtha, xylene and other refined products. Crude oil is unrefined petroleum that is extracted from beneath the earth's surface through wells. As it comes from the well, crude oil contains a mixture of oil, gas, water and other impurities, such as metallic compounds and sulfur. Refinement of crude oil produced petroleum products that we use every day, such as motor oils and gasoline. Crude oil is normally transported from wells to refineries through gathering pipelines. Refined petroleum products are normally transported in transmission pipelines to rail or truck terminals for distribution to consumers. Odorant is not added to these products because they have a natural odor.

**Anhydrous Ammonia** is the liquefied form of pure ammonia gas. It is a colorless gas or liquid with an extremely pungent odor. It is normally transported through transmission pipelines located in the Midwest and is used primarily as an agricultural fertilizer or industrial refrigerant.

**Carbon Dioxide** is a heavy gas that is normally transported in transmission pipelines as a compressed fluid. It is a naturally occurring, colorless, odorless and tasteless gas used in the petroleum industry. Under normal conditions, carbon dioxide is stable, inert and nontoxic.

**Ethanol** (also called ethyl alcohol) is a colorless liquid that is widely used as an additive to automotive gasoline. It may be transported in buried transmission pipelines.

**Hydrogen Gas** is commonly produced from the steam reforming of natural gas. It is frequently used near its production site, with the two main uses being petrochemical processing and ammonia production. Hydrogen is a flammable gas that is colorless, odorless and lighter than air. It is nontoxic, but can act as a simple asphyxiant.

**“Sweet” Crude Oil and Gas Products** contain little or no sulfur.

**“Sour” Crude Oil and Gas Products** contain high concentrations of sulfur and hydrogen sulfide.

**Hydrogen Sulfide (H<sub>2</sub>S)** is a toxic, corrosive contaminant found in natural gas and crude oil. It has an odor like the smell of rotten eggs or a burnt match. Exposure to relatively low levels of hydrogen sulfide (500 ppm) can be fatal.

# Hazard Information

(1) These products are naturally odorless and only certain pipeline systems may be odorized.

	Petroleum Gas	Petroleum Liquids	Anhydrous Ammonia	Carbon Dioxide	Ethanol	Hydrogen Gas	Sour Gas (H2S)	Sour Crude Oil (H2S)	Liquids & Natural Gas
<b>INDICATIONS OF A LEAK</b>									
An odor like rotten eggs or a burnt match	(1)	(1)					X	X	(1)
A loud roaring sound like a jet engine	X						X		X
A white vapor cloud that may look like smoke		X	X						
A hissing or whistling noise	X	X	X	X		X	X		X
The pooling of liquid on the ground			X		X			X	X
An odor like petroleum liquids or gasoline		X	X		X			X	X
Fire coming out of or on top of the ground	X	X				X	X		X
Dirt blowing from a hole in the ground	X	X	X	X		X	X		X
A sheen on the surface of water		X	X					X	X
An area of frozen ground in the summer	X	X		X	X	X	X		X
An unusual area of melted snow in the winter	X	X		X		X	X		X
An area of dead vegetation	X	X	X			X	X	X	X
Bubbling in pools of water	X	X		X		X	X		X
An irritating and pungent odor			X				X	X	
<b>HAZARDS OF A RELEASE</b>									
Highly flammable and easily ignited by heat or sparks	X	X	X		X	X	X	X	X
Will displace oxygen and can cause asphyxiation	X	X	X	X		X	X		X
Vapors are heavier than air and will collect in low areas		X	X	X	X		X	X	X
Contact with skin may cause burns, injury or frostbite		X	X	X	X	X	X		X
Initial odor may be irritating and deaden the sense of smell							X	X	
Toxic and may be fatal if inhaled or absorbed through skin			X				X	X	
Vapors are extremely irritating and corrosive			X				X	X	
Fire may produce irritating and/or toxic gases	X	X	X	X	X	X	X	X	X
Runoff may cause pollution			X	X	X			X	X
Vapors may form an explosive mixture with air	X	X	X		X	X	X	X	X
Vapors may cause dizziness or asphyxiation without warning	(1)	(1)		X		X	X	X	(1)
Is lighter than air and can migrate into enclosed spaces	X					X			X
<b>EMERGENCY RESPONSE</b>									
Avoid any action that may create a spark	X	X	X	X		X	X	X	X
Do NOT start vehicles, switch lights or hang up phones	X	X	X	X		X	X	X	X
Evacuate the area on foot in an upwind and/or uphill direction	X	X	X	X	X	X	X	X	X
Alert others to evacuate the area and keep people away	X	X	X	X	X	X	X	X	X
From a safe location, call 911 to report the emergency	X	X	X	X	X	X	X	X	X
Call the pipeline operator and report the event	X	X	X	X	X	X	X	X	X
Wait for emergency responders to arrive	X	X	X	X	X	X	X	X	X
Do NOT attempt to close any pipeline valves	X	X	X	X	X	X	X	X	X
Take shelter inside a building and close all windows			X	X			X	X	

**AGENCY SPECIFIC CONSIDERATIONS:**

**\*\*Table 10-2 Hazard Information** provided by Montana Liquid and Gas Pipeline Association (MLGPA). Other manuals or response guides may contain different or more detailed information.

## Organization—Response Structure

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ESF #10 operates under direction of BFD. BFD will identify and provide a coordinator based on the assistance needed for an ESF #10 incident. BFD provides the regional point of contact and represents ESF #10 in its dealings with any work at the Emergency Operations Center or Multiagency Coordinating Groups (MAC Group). BFD will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.

## Actions and Responsibilities

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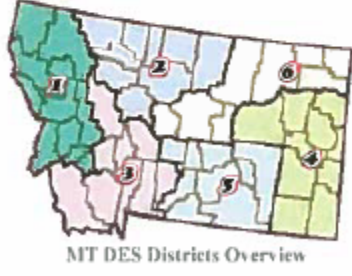
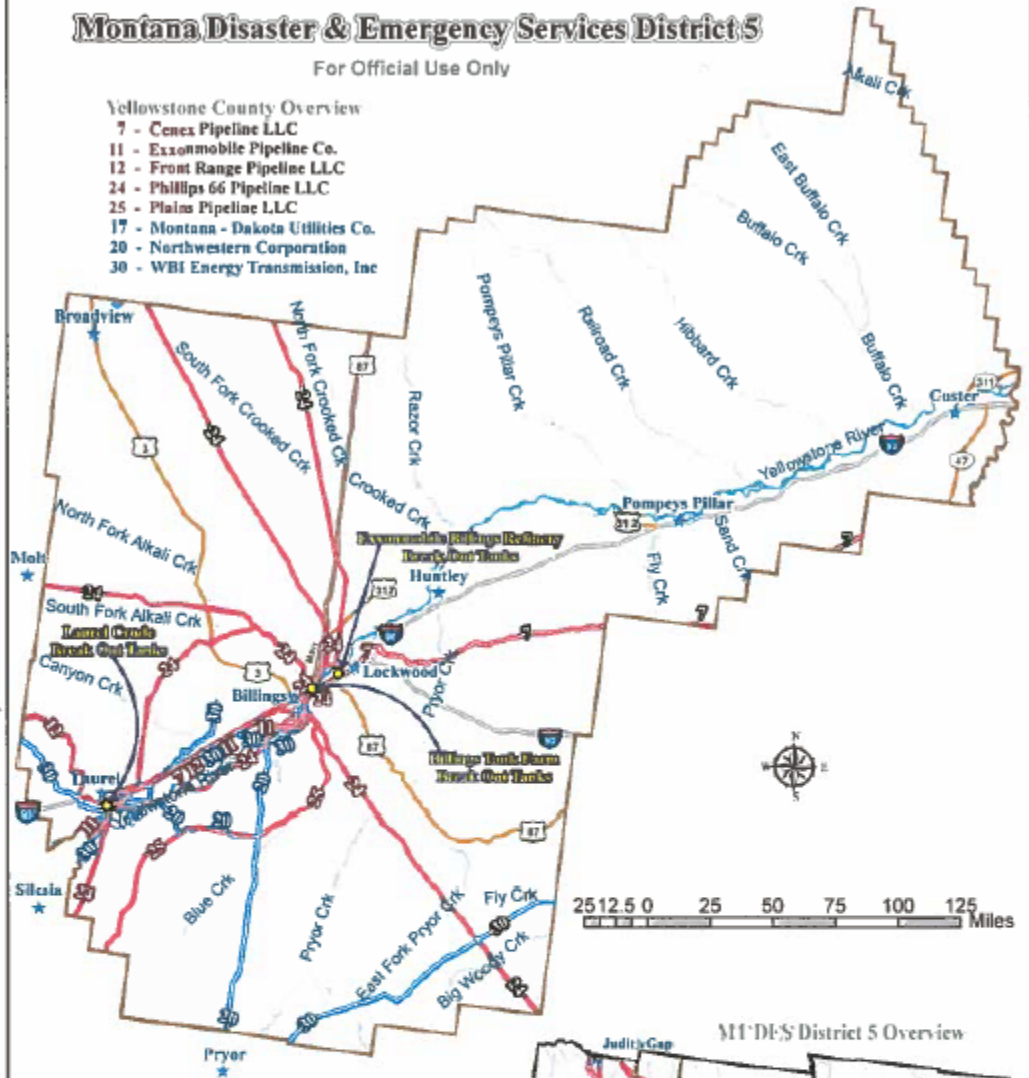
**Table 10.3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"><li>• Provides damage reports, assessments, and situation reports to support ESF #5 – Emergency Management.</li><li>• Provides coordination support during ESF activations, as well as recovery and mitigation assistance during federally declared disasters or emergencies.</li><li>• Law enforcement agencies investigate potential crimes (terrorism, attacks etc.) if the situation warrants. Notifies federal law enforcement of potential threats and works within established law enforcements needs if there is a criminal component.</li><li>• Provides technical, coordination, and administrative support and personnel, facilities, and communications for ESF #10.</li><li>• Establish operational objectives focused on responder, public safety and incident stabilization.</li></ul>
Billings Fire Department	<ul style="list-style-type: none"><li>• BFD provides the local expertise for all HAZMAT events.</li></ul>

# Montana Disaster & Emergency Services District 5

For Official Use Only

- Yellowstone County Overview**
- 7 - Cenex Pipeline LLC
  - 11 - Exxonmobile Pipeline Co.
  - 12 - Front Range Pipeline LLC
  - 24 - Phillips 66 Pipeline LLC
  - 25 - Plains Pipeline LLC
  - 17 - Montana - Dakota Utilities Co.
  - 20 - Northwestern Corporation
  - 30 - WBI Energy Transmission, Inc



- Legend**
- DES - District 5
  - NPMS Break Out Tanks
  - Major Water Bodies
  - ~ NPMS Gas Pipelines
  - ~ Major Streams
  - ~ NPMS Liquid Pipelines
  - County Boundaries



**MLGPA**  
 Montana Liquid & Gas Pipeline Association

Date: 5/15/2017  
 Created by: Sherry Stanhope

# Emergency Support Function (ESF) #11

## ESF Coordinator

Yellowstone County Extension Office

## Primary Agencies

RiverStone Health

Yellowstone County Sheriff's Office

Yellowstone Historic Preservation Board

Yellowstone County Department of  
Emergency Services

## Support Agencies

Montana State Historical Preservation  
Office

Montana Department of Agriculture

Montana Department of Livestock

Montana Department of Natural Resources  
and Conservation

Billings Police Department

Montana Department of Environmental  
Quality

Montana Fish, Wildlife and Parks

Montana Department of Fish Wildlife and  
Montana Disaster and Emergency  
Services

Montana Department of Public Health and  
Human Services

Montana Volunteer Organizations Active in  
Disasters

Humane Society of the United States

Billings Clinic

St. Vincent Healthcare

Crow Tribe

Bureau of Land Management

Local Veterinarians

## Introduction

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### Purpose

Agriculture and Natural Resources supports local efforts to provide nutrition assistance; control and eradicate, as appropriate, any outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, or any outbreak of an economically devastating plant pest or disease; ensure the safety and security of the commercial food supply; protect natural and cultural resources and historic properties (NCH) resources; and provide for the safety and well-being of household pets during an emergency response or evacuation situation.

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## Scope

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ESF #11 includes five primary functions:

**Providing nutrition assistance:** Includes working with local groups and agencies to determine nutrition assistance needs, obtain appropriate food supplies, and arrange for delivery of the supplies. These efforts are coordinated by Yellowstone County Emergency and General Services Department.

**Responding to animal and plant diseases and pests:** Includes implementing an integrated local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease and Coordinate veterinary and wildlife services in affected areas. ESF #11 ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary health and sheltering issues in natural disasters are supported. These efforts are coordinated by MSU—Yellowstone County Extension Office.

**Ensuring the safety and security of the commercial food supply:** Includes the execution of routine food safety inspections and other services to ensure the safety of food products that enter commerce. USDA would continue to manage the inspection and verification of food safety aspects of slaughter and processing plants, The Yellowstone County Sanitarian, as part of RiverStone Health is responsible for routine food safety inspections. Security of a large food supply during ESF #11 emergencies would be completed by the Yellowstone County Sheriff's Office. These efforts are coordinated by RiverStone Health

**Protecting NCH resources:** Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH resources. This includes providing post event baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources. These efforts are coordinated by the Yellowstone Historic Preservation Board.

**Providing for the safety and well-being of household pets:** Yellowstone County Disaster and Emergency Services, together with ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services; ESF #8; ESF #9 – Search and Rescue; and ESF #14 – Long-Term Community Recovery to ensure an integrated response that provides for the safety and well-being of household pets. The ESF #11 effort is coordinated by Yellowstone County Department of Emergency Services.

## Policies

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**Table 11-1. Policies**

General	<ul style="list-style-type: none"><li>• ESF #11 is activated by Yellowstone County Department of Emergency &amp; General Services upon notification of a potential or actual incident that requires a coordinated response and support to help ensure one or more of the following: The availability and delivery of food products; food safety; appropriate response to an animal or plant disease or pest; the protection of natural and cultural resources and historic properties; and/or the safety and well-being of household pets.</li><li>• Actions initiated under ESF #11 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies and incident management officials and</li></ul>
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	<p>with private entities as required.</p> <ul style="list-style-type: none"> <li>• Each supporting agency is responsible for managing its respective assets and resources after receiving direction from the primary ESF #11 agency for the incident.</li> </ul>
Nutrition Assistance Policies	<ul style="list-style-type: none"> <li>• Food Supplies secured and delivered under ESF #11 are suitable either for household distribution or for congregate meal service as appropriate for the incident.</li> <li>• Transportation and distribution of food supplies within the affected area are arranged by local and volunteer organizations.</li> <li>• ESF #11 officials coordinate with and support agencies responsible for ESF #6 that are involved in mass feeding.</li> <li>• ESF #11 officials encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.</li> </ul> <p>Priority is given to moving critical supplies of food into areas of acute need and then to areas of moderate need.</p>
Animal and Plant Diseases and Pest Policies	<ul style="list-style-type: none"> <li>• Animal and plant disease and pest responses are conducted in collaboration and cooperation with local, tribal, state, federal authorities and private industries to ensure continued human nutrition and animal, plant, and environmental security.</li> <li>• When addressing animal diseases, all animal depopulation activities are conducted as humanely as possible while stopping pathogen spread and limiting the number of animals that must be euthanized.</li> <li>• Disposal methods for infected or potentially infected carcasses and plant host material are chosen for their effectiveness in stopping pathogen spread and for their minimal impact on the environment.</li> <li>• Actions taken during an animal or plant emergency are guided by and coordinated with local, state, tribal, federal and local emergency preparedness and response official internal policies and procedures.</li> <li>• Livestock sheltering will be conducted during an emergency or disaster first at local facilities with short term availability as available.</li> </ul>
Safety and Security of the Commercial Food Supply Policies	<ul style="list-style-type: none"> <li>• The Food Safety and Inspection Service is activated upon notification of the occurrence of a potential or actual incident that requires a coordinated response.</li> <li>• Actions undertaken are guided by and coordinated with local, state, and federal agencies involved in the various parts of food safety and inspection.</li> </ul>
Protecting NCH Resources Policies	<ul style="list-style-type: none"> <li>• Yellowstone County, with assistance from the County Preservation Office, the Tribal Historic Preservation Office (THPO) and the State Historic Preservation Office (SHPO) will develop guidelines to protect, preserve, conserve, rehabilitate, recover, and restore Natural and Cultural Historic Sites.</li> <li>• Yellowstone County, through assistance from the County Historic Preservation Board, the Tribal Historic Preservation Office and the State Historic Preservation Office (agencies) will develop and maintain a list of Historic Properties and Cultural</li> </ul>

	<p>Resources located within Yellowstone County. This list should include both listed and non-listed properties and cultural resources to the National Register of Historic Places.</p> <ul style="list-style-type: none"> <li>• Yellowstone County, through the development of the Hazard Mitigation Plan will determine which assets to prioritize and develop ways to avoid or minimize undesired effects.</li> <li>• Yellowstone County should provide support to the County Preservation Office, the Tribal Historic Preservation Office and the State Historic Preservation Office for the protection, preservation, conservation, rehabilitation, recovery, and restoration of Natural and Cultural Historic Sites during and after an incident where ESF #11 is initiated.</li> <li>• The agencies and organizations providing support for each incident should coordinate with appropriate ESFs and other annexes, including the coordinating agency for the Worker Safety and Health Support Annex, to ensure appropriate use of volunteers and their health and safety and to ensure appropriate measures are in place to protect the health and safety of all workers and volunteers.</li> <li>• Each support agency or organization is responsible for managing its respective assets and resources after receiving direction from the primary agency or agencies.</li> </ul>
<p>Safety and Well-being of Household Pets Policy</p>	<ul style="list-style-type: none"> <li>• Animal evacuation and sheltering should be conducted in conjunction with human evacuation and sheltering. Animals should be sheltered near their owners to the extent possible. Owners should be expected to provide food, water husbandry, and exercise for their pets during the time they are in emergency shelters.</li> <li>• Businesses where animals are integral to operations (e.g. pet shops and veterinary hospitals) should be encouraged to have contingency plans in place for those animals in the event of a disaster or emergency.</li> <li>• Reference ESF #6 in regard to service animals.</li> </ul>

## Concept of Operations

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### General

MSU—Yellowstone County Extension Office., as the coordinator for ESF #11, organizes the ESF staff and support agencies based upon the five core functional areas described in the succeeding paragraphs. It organizes and coordinates the capabilities and resources of the Local Government to facilitate the delivery of services, technical assistance, expertise, and other support for incidents requiring a coordinated response.

ESF #11 provides for an integrated local response to an outbreak of a highly contagious or economically devastating animal/ zoonotic (i.e., transmitted between animals and people) disease, an outbreak of a highly ineffective exotic plant disease, or an economically devastating plant or animal pest infestation in the United States.

ESF #11 supports the safety and well-being of household pets coordinating an integrated local response to assure during natural disasters and other emergency events resulting in mass displacement of civilian populations. Additionally ESF #11 provides support to ESF #6 Mass Care, Emergency Assistance, Housing and Human Services in regards to support of service animals.

ESF #11 ensures the execution of routine food safety inspections and other services to ensure the safety of food products that enter commerce. USDA would continue to manage the inspection and verification of food safety aspects of slaughter and processing plants, The Yellowstone County Sanitarian, as part of RiverStone Health is responsible for routine food safety inspections. Security of a large food supply during ESF #11 emergencies would be completed by the Yellowstone County Sheriff's Office. These efforts are coordinated by RiverStone Health

ESF #11 through the primary agency for NCH resources organizes and coordinates the capabilities and resources of the local and tribal agencies to facilitate the delivery of services, technical assistance, expertise and other support for the protection preservation, conservation, rehabilitation, recovery, and restoration of NCH resources through all phases of an incident requiring a coordinated response.

ESF #11 supports ESF #6 Mass Care, Emergency Assistance, Housing and Human Services, ESF #8 Public Health and Medical Services, ESF #9 Search and Rescue, and ESF #14 Long Term recovery and Mitigation to ensure an integrated response that provides for the safety and well-being of household pets and service animals during natural disasters and other emergency events resulting in mass displacement of civilian populations.

Support agencies will provide assistance under the Incident Command System in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions. Types of support may include being subject matter experts, providing technical assistance, providing resources and expertise as required to support incident objectives.

**Table 11-2. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Nutrition Assistance	YC DES	<ul style="list-style-type: none"> <li>• Determine nutritional assistance needs.</li> <li>• Obtain appropriate food supplies.</li> <li>• Arrange for transportation for food supplies.</li> </ul>
Animal and Plant Disease and Pest Response	YC Extension	<ul style="list-style-type: none"> <li>• Implement and integrated local level response to an outbreak of an economically devastating or highly contagious animal/ zoonotic disease, exotic plant disease, or plant pest infestation.</li> <li>• Coordinate veterinary and wildlife services in affected areas.</li> <li>• Coordinate with ESF #8 on animal/ veterinary issues in disease and natural disaster issues.</li> <li>• Locate shelter for displaced livestock as available.</li> </ul>
Assurance of	RiverStone	<ul style="list-style-type: none"> <li>• Perform inspection and verification of meat, poultry,</li> </ul>

the Safety and Security of the Commercial Food Supply	Health	<p>and egg products in affected areas.</p> <ul style="list-style-type: none"> <li>• Conduct food-borne disease surveillance.</li> <li>• Coordinate recall and tracing of adulterated products.</li> <li>• Coordinate disposal of contaminated food products.</li> </ul> <p>Coordinate inspectors and laboratory services to affected areas.</p>
NCH Resources Protection	YC Historical Preservation Board	<ul style="list-style-type: none"> <li>• Organizes and coordinates the capabilities and resources of the local government to facilitate the delivery of services, technical assistance, expertise and other support for the protection, preservation, conservation, rehabilitation, recovery and restoration of NCH resources in prevention of, preparedness for, response to, and recovery from an incident requiring a coordinated local response.</li> </ul>
Household Pets Response	YC DES	<ul style="list-style-type: none"> <li>• Coordinating an integrated local response to assure the safety and well-being of household pets.</li> <li>• Supports ESF #6 in regard to service animals</li> </ul>

### Organization—Response Structure

ESF #11 operates under direction of MSU—Yellowstone County Extension Office. MSU—Yellowstone County Extension Office will identify and provide a coordinator based on the assistance needed for an ESF #11 incident. When an incident requires assistance from more than one of the ESF #11 functions, MSU—Yellowstone County Extension Office provides the regional point of contact and represents ESF #11 in its dealings with the Emergency Operations Center.

When ESF #11 assistance involves only one functional area of ESF #11 the agency in charge of that functional area may provide an individual to fill the coordinator function as the point of contact to represent ESF #11 in its dealings with any work at the Emergency Operations Center or Multiagency Coordinating Groups (MAC Group). ESF #11 will have staff on duty at the Emergency Operations Center as needed, for the duration of the emergency response period.

### Actions and Responsibilities

**Table 11-3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>• The ESF #11 Coordinator provides information to the EOC or MAC Group through the chain of command for the duration of the incident.</li> <li>• The primary agency for the incident assembles an interagency staff to support operations at the EOC.</li> </ul>
Nutrition Assistance	<ul style="list-style-type: none"> <li>• Determines the critical needs of the affected population in terms of numbers of people, their location, and usable food preparation facilities for congregate feeding.</li> <li>• Identifies and locates geographically available food resources,</li> </ul>

	<p>transportation, equipment, storage, and distribution facilities.</p> <ul style="list-style-type: none"> <li>• Coordinates shipment of food to staging areas within the affected area.</li> <li>• Initiates direct market procurement of critical food supplies that are unavailable from existing inventories.</li> <li>• Establishes logistical links with long-term congregate meal services.</li> <li>• Coordinates with tribal, and local officials to determine the nutrition needs of the population in the affected areas.</li> <li>• Works with tribal, local and voluntary agencies to develop a plan of operation that ensures timely distribution of food in good condition to the proper location, once need has been determined.</li> </ul>
<p>Animal and Plant Disease and Pest Response</p>	<ul style="list-style-type: none"> <li>• Coordinates with APHIS to address the potential for outbreaks in multiple States</li> <li>• Notifies USDA's Office of Inspector General (OIG) if a possible intentional pathogen or pest release is reported, animal or plant health authorities immediately.</li> <li>• Within agency capabilities, provides appropriate services to include inspection, quarantine enforcement, fumigation, disinfection, sanitation, pest extermination, and destruction of animals or articles found to be so infected or contaminated as to be sources of dangerous infection to human beings and takes such other measures as necessary.</li> <li>• Coordinates assignment of veterinary personnel to assist in delivering animal health care to injured or abandoned animals and performing veterinary preventive medicine activities, including the conducting of field investigations and the provision of technical assistance and consultation as required.</li> <li>• Coordinates tasks with other ESFs, Veterinary Medical Assistance Teams (VMATs), existing veterinary emergency response teams, and voluntary animal care organizations to respond.</li> <li>• Supports a multi-ESF response together with ESF #6, ESF #8, ESF #9, and ESF #14 to provide for the safety and well-being of household pets.</li> <li>• Provides technical expertise regarding the safety and well-being of household pets.</li> <li>• Coordinates sheltering of livestock at available facilities during emergencies and disasters.</li> <li>• Coordinates with ESF #6 on mass evacuation and sheltering of household pets.</li> <li>• Coordinates with ESF #8 on medical care for household pets.</li> <li>• Coordinates with ESF #8 on zoonotic disease surveillance activities.</li> <li>• Coordinates with ESF #8 in the case of a natural disaster in which</li> <li>• Coordinates transportation for household pets.</li> <li>• Coordinates with ESF #9 on search and rescue operations for household pets.</li> <li>• Coordinates with ESF #14 to ensure continued assistance is provided for household pets during long-term community recovery.</li> </ul>
<p>Assurance of</p>	<ul style="list-style-type: none"> <li>• Assesses the status of inspected meat, poultry, and egg product</li> </ul>

<p>the Safety and Security of the Commercial Food Supply</p>	<p>processing, distribution, import, and retail facilities in the affected area.</p> <ul style="list-style-type: none"> <li>• Evaluates the adequacy of available inspectors, program investigators, and laboratory services relative to the emergency on a geographical basis.</li> <li>• Inspects and verifies food safety aspects of distribution and retail sites.</li> <li>• Coordinates facilities for laboratory analysis activities to screen meat, poultry, and egg products for chemical, biological, and radiological agents.</li> <li>• Suspends operations of meat, poultry, and egg processing plants as appropriate.</li> <li>• Engages in surveillance of food safety/security-related illness, injury, and other consumer complaints.</li> <li>• Conducts product tracing to determine the source, destination, and disposition of adulterated and/or contaminated products.</li> <li>• Assesses whether meat, poultry, and egg product processors, distributors, and importers in the affected area are able to provide safe and secure food. The operations of facilities that cannot produce unadulterated products are suspended, and other facilities continue to undergo regular or enhanced inspection and verification, including laboratory monitoring of food samples.</li> <li>• Works with tribal, and local authorities as well as industry to conduct tracing, recall, and control of adulterated products. This includes proper disposal of contaminated products in order to protect public health and the environment in the affected area.</li> </ul>
<p>NCH Resources Protection</p>	<ul style="list-style-type: none"> <li>• Determines the critical needs and resources available to preserve, conserve, rehabilitate, recover, and restore NCH resources, in consultation with tribal, local, and private entities.</li> <li>• Coordinates provision of necessary assistance within the affected area.</li> <li>• Provides technical advice, information, and assistance to help prevent or minimize injury to NCH resources.</li> <li>• Provides technical advice, information, and assistance for long-term recovery, restoration, preservation, protection, conservation, stabilization, or rehabilitation of NCH resources.</li> <li>• Utilizes networks of information and expertise on cultural and historic resources.</li> <li>• Utilizes networks of resources represented by the National Archives and Records Administration's partnership with the Council of State Archivists on issues relating to government records and historical documents.</li> <li>• Establishes logistical and communications links with organizations involved in long-term NCH resources protection, preservation, conservation, rehabilitation, recovery, stabilization, and restoration.</li> <li>• Addresses long-term community recovery activities carried out under ESF #14 that involve NCH issues.</li> <li>• Organizes and provides technical advice, information, and other assistance to help prevent or minimize injury to and to restore or stabilize NCH resources.</li> </ul>

	<ul style="list-style-type: none"> <li>• Provides technical assistance in contracting, contract management, procurement, construction inspection, and NCH resources assessments and restoration (natural resources), preservation, protection, and stabilization.</li> <li>• Provides technical and financial assistance to landowners and communities as appropriate to help assess the restoration needs and requirements for important fish and wildlife habitats and populations.</li> </ul>
Household Pets Response	<ul style="list-style-type: none"> <li>• Conducts situation assessments to determine the critical needs of household pets.</li> <li>• Identifies and manages available resources to support the evacuation and shelter of household pets.</li> <li>• Expedites requests for emergency assistance.</li> <li>• Supplies technical assistance and subject-matter expertise to provide for the safety and well-being of household pets.</li> </ul>



# Emergency Support Function (ESF) #12

**ESF Coordinator**

Yellowstone County Department of  
Emergency Services

**Primary Agencies**

**Support Agencies**

National Weather Service  
Energy Producing Companies and Non-Profits in Yellowstone County  
Electric Providers in Yellowstone County  
Commercial Energy Transporting and Distributing  
Companies Operating in Yellowstone Co.

**Introduction**

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**Purpose**

Energy is intended to facilitate the restoration of damaged or interrupted energy systems to critical infrastructure and government facilities when activated by the Yellowstone County Department of Emergency Services (YC DES). ESF #12 also ensures appropriate emergency declarations are in place during incidents that effect energy supply to private citizens to assist in restoration of the energy supply.

**Scope**

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ESF #12—Energy is activated during incidents or potential incidents which interrupt energy supply to critical infrastructure, government facilities or private citizens for an extended period of time such that it impacts the safety of the public or capabilities of the infrastructure, facility or government body to complete its duties, mission or service in a way that negatively impacts a population of Yellowstone County.

The ESF #12 Coordinator is YC DES. ESF #12 Primary and Support Agencies provide timely and specialized capabilities, support and resources to YC DES as requested.

**Policies**

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**Table 12-1. Policies**

General	<ul style="list-style-type: none"> <li>• ESF #12 is activated by YC DES upon notification of a potential or actual incident or event that requires a coordinated response and support.</li> <li>• Actions initiated under ESF #12 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies and incident management officials and with private entities as required.</li> <li>• Actions may be taken to help coordinate the restoration of energy</li> </ul>
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	<p>systems at non-government critical facilities such as hospitals but the costs associated with the restoration of the energy system are the responsibility of the private facility.</p> <ul style="list-style-type: none"> <li>• Scope may include a response due to a shortage and/or disruption in the supply and delivery of energy and fuels that threaten large populations due to an intentional threat or natural incident.</li> <li>• Restoration of normal operations at energy producing facilities is the responsibility of the facility owner(s).</li> </ul>
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## Concept of Operations

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### General

YC DES organizes and coordinates the capabilities and resources of the local government to facilitate the restoration of damaged or interrupted energy systems to critical infrastructure, government facilities and private individuals.

ESF #12 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local resources.

Support agencies provide assistance under the Incident Command System in place to the ESF Coordinator and Primary Agencies in line with their agency mission and functions.

**Table 12-2. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
General	YC DES	<ul style="list-style-type: none"> <li>• YC DES, as the ESF #12 Coordinator provides information to the emergency operations center (EOC) or Multiagency Coordinating Groups (MAC Group) through the chain of command for the duration of the incident.</li> <li>• YC DES coordinates with local, state and federal personnel to integrate the response to an ESF #12 incident.</li> <li>• YC DES recommends local emergency declarations and requests state declarations if necessary during energy incidents effecting private citizens and works to allow additional energy resources to restore services.</li> <li>• Coordinates primary and support agencies for planning and operational needs.</li> <li>• Coordinates resolution of conflicting operational demands for energy backup (generator) resources to critical infrastructure and government facilities</li> <li>• Collects intelligence on actual or projected damage to energy systems and provides situational reports and assessments as</li> </ul>

		<p>required.</p> <ul style="list-style-type: none"> <li>Assists coordinating critical infrastructure and government facilities in locating energy and fuel for transportation, communications and emergency operations during an incident.</li> </ul>
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**Organization—Response Structure**

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ESF #12 operates under direction of YC DES. YC DES identifies and provides a coordinator based on the assistance needed for an ESF #12 incident. YC DES provides the regional point of contact and represents ESF #12 in its dealings with any work at the EOC. When an incident requires assistance from more than one of the ESFs functions coordinated by YC DES, YC DES may appoint an ad hoc employee or volunteer to coordinate ESF #12.

ESF #12 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.

**Actions and Responsibilities**

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**Table 12-3. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>YC DES activates ESF #12 and notifies required personnel or individuals of activation.</li> <li>YC DES, as the ESF #12 Coordinator provides information to the EOC or MAC Group through the chain of command for the duration of the incident.</li> <li>Establishes and maintains contact with local, state and federal agencies involved in the ESF #12 response</li> <li>YC DES recommends local emergency declarations and requests state declarations if necessary during energy incidents effecting private citizens and works to allow additional energy resources to restore services.</li> <li>YC DES coordinates primary and support agencies for planning and operational needs.</li> <li>YC DES coordinates resolution of conflicting operational demands for energy backup (generator) resources to critical infrastructure and government facilities</li> <li>Locates and coordinates delivery of energy and fuel for transportation, communications and emergency operations during an incident to critical infrastructure and government facilities during an incident.</li> <li>All personnel follow ICS and NIMS principles while executing their duties associated with ESF #12.</li> </ul>



# Emergency Support Function (ESF) #13

## ESF Coordinator

Yellowstone County Sheriff's Office

## Primary Agencies

Billings Police Department  
Laurel Police Department

## Support Agencies

Yellowstone County Department of  
Emergency Services  
Montana Department of Justice

## Introduction

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### Purpose

Public Safety and Security provides city and county law enforcement (LE) officers to provide assistance to incidents that require additional measures that ensure the safety of the public or security as the result of an actual or anticipated natural/manmade disaster or an act of terrorism.

### Scope

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ESF #13— Public Safety and Security is activated during actual or anticipated natural/manmade disaster or an act of terrorism that requires additional measures that ensure the safety of the public or security. The ESF #13 Coordinator is Yellowstone County Sheriff's Office (YCSO) as the elected Sheriff is the legal law enforcement authority under Montana Code Annotated (MCA).

If the emergency is contained completely within the City of Billings or City of Laurel, their respective Police Department may, at the discretion of the Police Chief and if agreed to by YCSO, substitute in as the ESF Coordinator following the policies, actions and responsibilities in this plan.

This ESF does not supersede or override the policies or mutual aid and assistance agreements of any local, state, tribal or federal jurisdiction, government or agency. All LE departments and agencies retain all specific responsibilities accorded to them by statute, regulation, policy or custom.

**Terrorism & Authority:** ESF #13 is a support function aimed at public safety and security. It is separate from the law enforcement mission addressed under the authorities of the Sheriff's Office or Municipal Police Departments in MCA and in supporting law enforcement and investigation SOPs or other related documents kept by the YCSO. ESF #13 does not interfere or conflict with the responsibilities to perform law enforcement under existing YCSO plans.

Individuals from ESF Coordinator or primary agencies conducting operations under ESF #13 will still be considered to be performing their regular duties and will be entitled to all appropriate privileges and immunities.

ESF #13 activations in response to an act of terrorism or other incident under federal authority will focus on support to the impacted area and the ability to provide public safety and security. ESF #13 will not impede or conflict with federal responsibilities to prevent and investigate any acts under federal authority.

Public Safety and Security operations generally include:

1. Missions that include support to disasters/emergencies to provide for public safety in facilities such as housing shelters, access points, traffic control, crowd control and/or supplemental officers at areas of large gatherings.
2. Missions that include support to disasters/emergencies to provide security at critical local infrastructure and security at locations such as Points of Dispensing (PODs), Incident Command Post (ICP), Spike Camps, Emergency Operations Center (EOC), or during the moving of supplies such as medication that require protection.

Traditionally the majority of ESF #13 missions require sworn LE, armed and trained in the execution of a wide range of activities. However, based on the requirements of the specific mission, ESF #13 may use non-traditional resources such as Sheriff Office Reserve Deputies, Police Department Volunteer Patrol Unit, private sector or non-governmental organizations (NGO) to meet the requirements of the mission.

These resources may be in the form of individuals and/or organizations with specific skills or capabilities that are trained, capable and willing to assist ESF #13 as volunteers or contracted support. The specific authorities, skills or capabilities of these individuals or groups must match the requirements of the mission. Safety and security responsibilities performed by private sector and NGOs are generally limited to requirements at specific locations, such as shopping centers, private buildings, critical infrastructure locations, special events and contracted to the local government at buildings. However, overall public safety and security responsibility remains with the local LE agencies.

**Policies**

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**Table 13-1. Policies**

<p>General</p>	<ul style="list-style-type: none"> <li>• ESF #13 is activated by YCSO or by Yellowstone County Department of Emergency Services (YC DES) upon notification of a potential or actual incident or event that requires additional measures that ensure the safety of the public or security as the result of an actual or anticipated natural/manmade disaster or an act of terrorism.</li> <li>• Incident Command System (ICS) and National Incident Management System (NIMS) principles shall be followed for all emergencies or disasters.</li> <li>• Actions initiated under ESF #13 are coordinated and conducted cooperatively with federal, state, tribal and local landowners, agencies</li> </ul>
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	<p>and incident management officials and with private entities as required.</p> <ul style="list-style-type: none"> <li>• Priority is given to missions related to life safety, followed by missions that address security and then missions that address critical infrastructure/property.</li> <li>• Additional resources should first be secured through mutual aid and assistance agreements, then to the State of Montana SECC who can access the deeper into state agencies, the Emergency Management Assistance Compact (EMAC) and/or federal resources through the Emergency Federal Law Enforcement Assistance Act.</li> <li>• The ESF #13 Coordinator determines need for and appropriate missions for non-traditional resources.</li> <li>• Law enforcement officers or non-traditional resources from outside agencies will utilize their parent agency policies while detailed into an incident.</li> </ul>
Public Safety	<ul style="list-style-type: none"> <li>• Provides security and conducts vulnerability assessments at housing shelters, access points, traffic control, crowd control and/or supplemental officers at areas of large gatherings related to the incident.</li> </ul>
Security	<ul style="list-style-type: none"> <li>• Provides personnel to perform security and conducts vulnerability assessments at locally owned critical infrastructure sites as needed including but not limited to: communications sites, water facilities, emergency services sites, food and agriculture sites, transportation systems (roads/bridges) and government buildings/facilities.</li> <li>• Provides security and conducts vulnerability assessments as requested by Incident Commander/ Unified Command or by the EOC manager at locations such as PODs, Incident Command Post (ICP), Spike Camps, EOC, or during the moving of supplies such as medication that require protection</li> <li>• Provides site security for visiting emergency responders at housing and work sites.</li> </ul>

## Concept of Operations

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### General

YCSO organizes the ESF staff and support agencies based upon the core functional areas described in preceding paragraphs. ESF #13 organizes and coordinates the capabilities and resources of the local government to ensure the safety of the public or security during a large scale disaster/emergency.

ESF #13 is scalable to meet the specific needs of each incident, based upon the nature and magnitude of the event, the suddenness of onset, and the availability of local resources.

Support agencies will provide assistance under the ICS in place to the ESF Coordinator and primary agencies in line with their agency mission and functions.

**Table 13-2. Functional Categories, Actions and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
General	YCSO	<ul style="list-style-type: none"> <li>• YCSO, as the ESF #13 Coordinator provides information to the Unified Command Group through the chain of command for the duration of the incident.</li> <li>• Determines the need for additional LE or non-traditional resources to assist or augment local public safety and security capacity.</li> <li>• Coordinates primary and support agencies for planning and operational needs.</li> <li>• Manages and coordinates ESF #13 resources coming in from outside agencies.</li> <li>• Determines need for and appropriate missions for non-traditional resources.</li> <li>• Coordinates resolution of conflicting operational demands for resources.</li> <li>• Coordinates logistical support for ESF #13 resources to maintain operational readiness.</li> <li>• Provides incident and situational reports and assessments as required.</li> </ul>
Public Safety	YCSO	<ul style="list-style-type: none"> <li>• Communicates with the ESF Coordinator to ensure knowledge and needs of Public Safety Operations during the planning cycle and operational periods.</li> <li>• Conduct vulnerability assessments at sites identified by the IC/UC or EOC Manager and determine resources needed to provide for public safety at each site</li> <li>• Assign appropriate resources to sites including housing shelters, access points, traffic control, crowd control and/or other points of large gatherings related to the incident.</li> <li>• Establish information sharing with local and other law enforcement agencies participating incident.</li> </ul>
Security	YCSO	<ul style="list-style-type: none"> <li>• Communicates with the ESF Coordinator to ensure knowledge and needs of Security Operations during the planning cycle and operational periods.</li> <li>• Coordinate with the facilities staff in ESF #7 to conduct vulnerability assessments at proposed sites (new locations) prior to setting up operations.</li> <li>• Provide vulnerability assessments at existing sites.</li> <li>• Provide security at existing sites and new locations during required times up to 24/7 operations.</li> <li>• Participate in planning to ensure security of resources during the arrival, transportation, storage and dispensing of special items such as medication or supplies.</li> </ul>

		<ul style="list-style-type: none"> <li>• Provide security for special items such as medication or supplies during its arrival, transportation, storage and dispensing.</li> <li>• Provide vulnerability assessments and on-site security to locally-owned critical infrastructure as needed including but not limited to: communications sites, water facilities, emergency services sites, food and agriculture sites, transportation systems (roads/bridges), and government buildings/facilities.</li> <li>• Provide security and conducts vulnerability assessments as requested by Incident Commander/ Unified Command or by the EOC manager at locations such as PODs, ICP, Spike Camps, EOP, or during the moving of supplies such as medication that require protection.</li> <li>• Provide site security for visiting emergency responders at housing and work sites.</li> </ul>
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**Organization—Response Structure**

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ESF #13 operates under direction of YCSO. YCSO will identify and provide a coordinator based on the assistance needed for an ESF #13 incident. YCSO provides the point of contact and represents ESF #13 in its dealings with any work at the EOC or Multiagency Coordinating Groups (MAC Group).

When ESF #13 assistance involves only one jurisdiction (City/ County) the agency with jurisdiction in that area may provide an individual to fill the ESF coordinator function as the point of contact to represent ESF #13 in its dealings with the EOC or MAC Group. This requires agreement between the police department and YCSO as described in this ESF under “Scope”.

ESF #13 will have staff on duty at the Joint Field Office (JFO) as needed, for the duration of the emergency response period.



## Emergency Support Function (ESF) #14

### ESF Coordinator

Yellowstone County Department of  
Emergency Services

### Support Agencies

Non-Governmental Organizations  
Additional Agencies as Determined by  
Individual Incident Needs

### Primary Agencies

City of Billings Governemnt  
City of Laurel Governemnt  
Town of Broadview Governemnt  
Yellowstone County Government

## Introduction

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### Purpose

Long Term Recovery provides a mechanism for coordinating local, state and federal support and assistance to the local governments and jurisdictions within and including Yellowstone County to enable community recovery from the long-term consequences of disasters and emergencies. ESF #14 accomplishes this by identifying and facilitating the availability of sources of recovery funding and providing technical assistance for community recovery and recovery planning.

### Scope

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ESF #14—Long Term Recovery is activated during or following disasters or emergencies with a declaration from the city, town or county government to address significant, long term impacts to foster sustainable, whole community recovery focused on infrastructure and services critical to the community.

Individuals, government departments, agencies, private stakeholders, companies and outside non-governmental organizations (NGO) assistance involved in ESF # 14 will vary greatly depending on the impacts, magnitude and type of incident.

## **Policies**

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### **ESF #14 Policies**

Yellowstone County Department of Emergency Service (YC DES) serves as the ESF Coordinator for ESF #14 throughout the disaster or emergency. YC DES activates ESF #14 based on potential for long-term fiscal, infrastructure and/or services impacts detrimental to community welfare.

Political jurisdictions or political subdivisions affected by the disaster serve as the primary agencies for ESF #14. This includes all departments, agencies and associated government organizations within political jurisdictions or subdivisions.

YC DES may act in a support/coordinating manner through the long-term recovery of the whole community. YC DES may perform this function with the County, cities or town government entities to assist with the coordination between levels of government during and following an emergency or disaster. This is meant to facilitate a smooth interaction between local, county, state and federal government agencies, departments and other associated parts and does not constitute any financial support from Yellowstone County other than the time and expertise of the personnel from the YC DES.

Post-incident data collection for damage assessments or other needs should be coordinated through the Emergency Operations Center ESF #14 or YC DES to minimize duplication of services and ensure congruency of information accuracy between organizations completing data collection.

Support is tailored based on the type, extent, and duration of the incident and long-term recovery period, and on the availability of resources. ESF #14 is not a funding entity but facilitates the identification, coordination, and use of resources to support long-term recovery.

ESF #14 is concentrated on addressing significant, long term impacts to foster sustainable, whole community recovery focused on infrastructure and services critical to the community.

### **Concept of Operations**

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#### **General**

ESF #14 provides the coordination mechanisms for local governments and NGO assessment of long-term recovery needs in the impacted areas.

YC DES organizes the ESF staff and support agencies based upon the core functional areas described in succeeding paragraphs. ESF #14 organizes and provides coordination and technical support for long-term recovery of the local jurisdiction(s).

Identified long-term recovery projects focused on infrastructure and services critical to the community will be managed by the local (county, city, town, NGOs) jurisdiction with assistance from YC DES as needed and agreed to by Yellowstone County.

Support agencies will provide assistance under the Incident Command System (ICS) in place to the ESF Coordinator and primary agencies in line with their mission, functions and capacity.

**Table 14-1. Functional Categories and Responsibilities**

	ESF Primary Agency	ESF Responsibilities
Coordination	YC DES	<ul style="list-style-type: none"> <li>• Coordinate needs with state and federal government agencies to enhance long-term recovery efforts on behalf of the local jurisdiction and/or NGOs.</li> <li>• Convene multi-disciplinary recovery expertise to provide strategic guidance and planning for long-term recovery efforts.</li> <li>• Identify and address long-term recovery issues, including those that fall between existing mandates of departments or levels of local government.</li> <li>• Avoid duplication of assistance by providing a single point of contact to state and federal government agencies during a disaster or emergency within Yellowstone County or the cities/towns within County boundaries.</li> <li>• Coordinate application processes and planning requirements to streamline the assistance processes and identify and coordinate resolution of policy and program issues.</li> <li>• Identify programs and activities across the public, private and non-profit sectors that support long-term recovery and promote coordination between programs.</li> <li>• Identify appropriate programs and agencies to support implementation of comprehensive long-term community planning and identify gaps in available resources.</li> <li>• Identify appropriate programs and agencies to support and facilitate continuity of long-term recovery activities.</li> </ul>
Technical Support	YC DES	<ul style="list-style-type: none"> <li>• Work with all levels of government(s), NGOs and private sector organizations to support long-term recovery planning for impacted communities.</li> <li>• Strategically apply subject matter expertise to help communities recover from disasters.</li> </ul>

**Organization—Response Structure**

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ESF #14 operates under the direction of YC DES. YC DES will identify and provide a coordinator based on the assistance needed for an incident requiring the activation of ESF #14. An appropriate coordinator will be assigned based on the impacts, magnitude and type of incident and subject matter expertise appropriate to the situation.

When an incident or incidents require assistance from more than one of the ESF functions, or activation of multiple ESFs from this emergency operations plan (EOP), YC DES may delegate leading individual functions to ad-hoc emergency employees. Ad-hoc emergency employees provide a regional point of contact that represents ESF #14 in its dealings with any emergency operations center (EOC) operations or political jurisdiction. YC DES may supervise ad-hoc emergency employees.

**Actions and Responsibilities**

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**Table 14-2. Actions and Responsibilities**

Functional Category	Actions and Responsibilities
General	<ul style="list-style-type: none"> <li>• If advanced warning is available ESF #14 may provide early identification of projects that can be quickly implemented, especially to reduce impacts to critical facilities.</li> <li>• Collaborates with other activated ESFs in a way that facilitates long-term recovery including assessment of impacts and needs.</li> </ul>
Coordination	<ul style="list-style-type: none"> <li>• Convenes multi-disciplinary teams to develop incident-specific action plans that support community recovery and mitigation activities and avoid the duplication of requests for government assistance.</li> <li>• Facilitates sharing of information among government and non-government entities as needed for long-term recovery.</li> <li>• Coordinates identification of appropriate programs to support implementation of long-term community recovery.</li> <li>• Coordinates with ESFs, governmental departments and agencies and non-governmental bodies as needed to identify long-term recovery needs specific to the needs of the affected populations and incorporate these into recovery and restoration strategies.</li> <li>• Facilitates recovery decision making across ESFs and political jurisdictions.</li> </ul>
Technical Support	<ul style="list-style-type: none"> <li>• May provide technical assistance to local governments (county, city, towns) in their own long-term recovery processes or interactions with State and Federal agencies as a result of a disaster or emergency as requested and available.</li> </ul>

# Emergency Support Function (ESF) #15

## ESF Coordinator

Yellowstone County Department of  
Emergency Services

## Primary Agencies

City of Billings Government  
City of Laurel Government  
Town of Broadview Government  
Yellowstone County Government

## Support Agencies

All local and county agencies/departments  
that are impacted or have Public Affairs  
capabilities

Montana Disaster and Emergency Services  
(DES)

Montana Department of Natural Resources  
and Conservation (DNRC)

## Introduction

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### Purpose

External Affairs provides a clear, concise and accurate manner on actions taken by local and state governments and actions to be taken by the public. Every effort will be made to ensure timely distribution of accurate information to the public and to counter rumor and inaccurate information with facts as they are known. Message priority will be based around incident and Emergency Operation Center objectives. Likewise, all appropriate local, state and federal entities requiring accurate information will be provided it through ESF #15 regarding the status of response and recovery activities associated with the scope and needs of their office, department, or agency mission.

### Scope

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The Yellowstone County Department of Emergency Services (YC DES), working in cooperation with all government jurisdictions involved in the disaster is responsible for ESF #15—External Affairs while response and recovery operations are ongoing. During prevention, preparedness and mitigation individual government agencies are responsible for their own external affairs and information dissemination. ESF #15 may be activated by YC DES at the request of a local (city or town) jurisdiction to help manage external affairs on a local incident even if all other areas under the incident command structure are small enough to be handled by the local jurisdiction.

ESF #15 provides Yellowstone County and the local (city and town) jurisdictions within County boundaries with a single point to collect and disseminate information working with all jurisdictions involved from within Yellowstone County. All departments of County and local

jurisdictions involved will provide information to and assist with this function during a disaster or emergency.

Before, during and after a disaster or emergency, the public will be apprised of information through reports to the news media, internet, social media outlets or other means such as reverse-911, the Integrated Public Alert & Warning System (IPAWS) and/or other means as they are available, appropriate and functional to disseminate information in a timely manner.

YC DES serves as the ESF Coordinator and will ensure that ESF #15's critical function, to provide the public with essential information and documentation by written, verbal, photographic or other means is accomplished. Each individual jurisdiction involved in the response or recovery efforts is responsible to ensure their jurisdiction is represented and is participating as necessary in all activities as they relate to ESF #15 during response and recovery efforts.

Jurisdictions that do not have a representative participating in ESF #15 efforts will not duplicate efforts individually as this has the potential to create confusion regarding information, unity of effort or the coordinated manner in which a disaster or emergency is coordinated when reaching a level of this complexity.

## **Policies**

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### **ESF #15 Policies**

YC DES serves as the ESF Coordinator for ESF #15 throughout the response and recovery efforts of a disaster or emergency or as requested. ESF may coordinate and release incident information on behalf of the incident management team if requested.

Political jurisdictions or political subdivisions affected by the disaster serve as the primary agencies for ESF #15. This includes all departments, agencies and associated government organizations within political jurisdictions or subdivisions.

During prevention, preparedness and mitigation individual government agencies are generally responsible for their own external affairs and information dissemination. If needed and requested, a coordinated activation of ESF #15 may occur during these stages.

All departments of County and local jurisdictions involved will provide information to and assist with this function during a disaster or emergency.

Each individual jurisdiction involved in the response or recovery efforts is responsible to ensure their jurisdiction is represented and is participating as necessary in all activities as they relate to ESF #15 during response and recovery efforts.

Under this plan, individuals are recommended to have the following training to act as the "Lead Public Information Officer (PIO)":

#### **Core Training Recommended**

ICS-100: Introduction to Incident Command System (ICS)

ICS-200: ICS for Single Resources and Initial Action Incidents

G0289 or IS-029: Public Information Officer Awareness Training\*

G0290 or E/L 952 or S-203: Basic Public Information Officer\*

G0291: Joint Information System/ Joint Information Center Planning for Tribal, State and Local PIOs\*  
 E388: Advanced Public Information Officer\*  
 \*or applicable and comparable training and/or real-world experience

**Supplemental Training Recommended**

- IS-42: Social Media in Emergency Management
- IS-250.a: Emergency Support Function #15: External Affairs
- IS-247.a or IS-248 or IS-251: IPAWS and Public Warning Systems
- ICS-300: Intermediate ICS for Expanding Incidents
- ICS-400: Advanced Incident Command System
- IS-700: National Incident Management System (NIMS): An Introduction
- IS-702.a: NIMS Public Information Systems
- IS-800: National Response Framework (NRF): An Introduction

Jurisdictions that do not have a representative participating in ESF #15 efforts will not duplicate efforts individually.

Support is tailored based on the type, extent, and duration of the incident, long-term recovery period, and on the availability of resources.

**Concept of Operations**

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**General**

ESF #15 provides the coordination mechanisms to provide the public with essential information and documentation by written, verbal, photographic, digital or other means which is accomplished through a single source known as the Joint Information Center (JIC).

YC DES organizes ESF #15 under the emergency operations center (EOC) Manager and will have a single point of contact with the Lead PIO. This Lead PIO organizes staff, meetings, coordination, information exchange with incidents and other ESFs as needed with the representatives from all other agencies participating in the JIC.

ESF #15 is scalable to meet the specific needs of each incident, based on the type, extent, and duration of the incident.

Support agencies will provide assistance under the ICS in place to the ESF Coordinator and primary agencies in line with their agency mission and functions.

**Table 14-1. Functional Categories, Actions and Responsibilities**

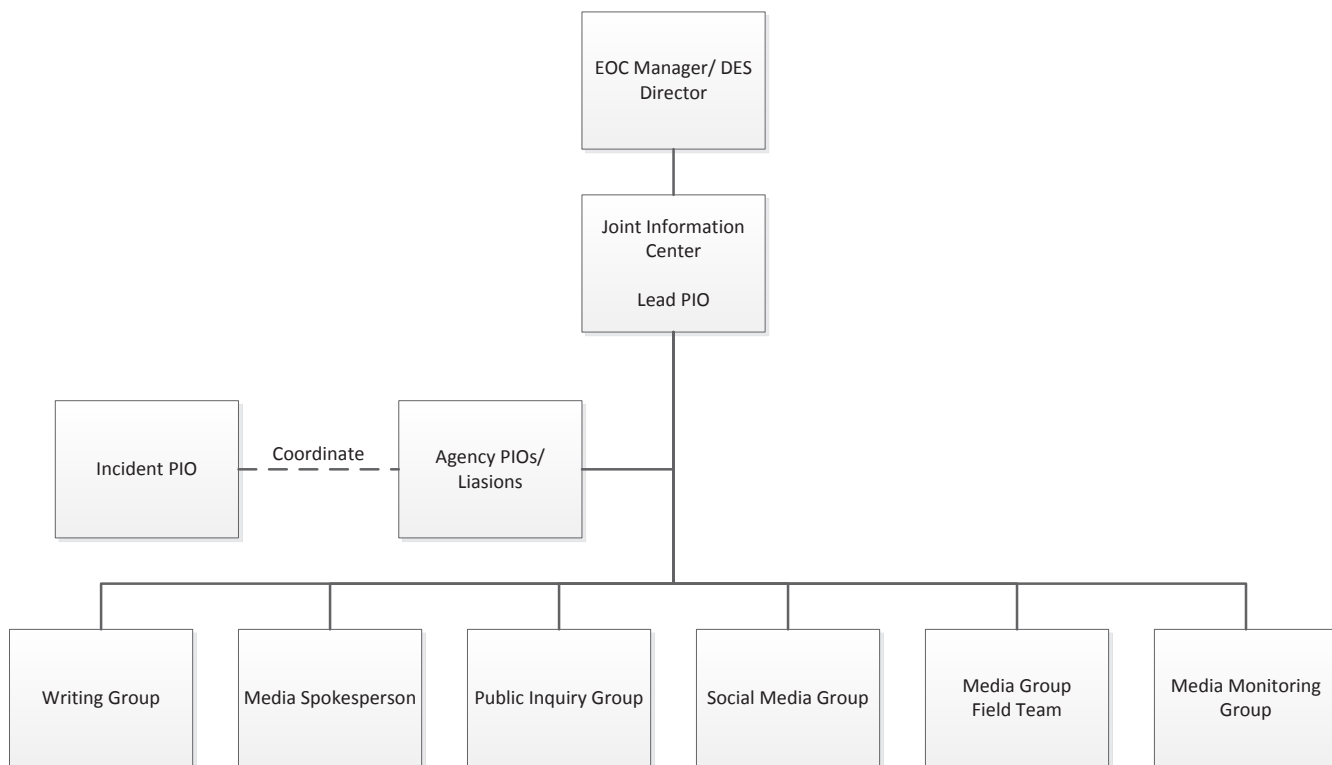
	ESF Actions and Responsibilities
Lead PIO	<ul style="list-style-type: none"> <li>• Provide command and control to groups operating within the JIC as described below</li> <li>• Access existing or develop an appropriate Joint Information</li> </ul>

	<p>System (JIS) with involved agencies</p> <ul style="list-style-type: none"> <li>Identify and solicit appropriate spokesperson(s) based on the type of incident</li> </ul>
Agency PIO Liaison	<ul style="list-style-type: none"> <li>Coordinate with Incident PIO and PIO liaisons from impacted agencies/ departments/ non-government agencies to ensure a common, consistent message throughout all public information releases</li> </ul>
Writing Group	<ul style="list-style-type: none"> <li>Develop accurate and timely public information releases</li> <li>Coordinate with spokesperson(s), public inquiry group, social media group, media monitoring group, incident and agency PIOs to address questions that have come into each of those areas</li> <li>Attend operational briefing, planning meeting or acquire information from other sources as available</li> </ul>
Media Spokesperson	<ul style="list-style-type: none"> <li>Engage with traditional media outlets including television, radio, digital and print media as the spokesperson for the JIC.</li> <li>Advise additional individuals (technical experts, elected officials, etc.) speaking at public meetings or with media outlets regarding the verified and accurate information available at that time</li> <li>Utilize information and messages crafted by the Writing Group</li> <li>Organize, attend and speak at public meetings as needed</li> </ul>
Public Inquiry Group	<ul style="list-style-type: none"> <li>Field inquiries from public sources and answer questions with information that has been cleared for release through the JIC and proper channels</li> <li>Gather information regarding the incident and pass to appropriate groups</li> <li>Pass inaccurate information and rumors to the Lead PIO so accurate information may be disseminated at subsequent media interactions and press releases</li> </ul>
Social Media Group	<ul style="list-style-type: none"> <li>Monitor commonly used social media platforms for information relating to the incident</li> <li>Gather information regarding the incident from social media platforms as available and pass to appropriate groups</li> <li>Pass inaccurate information and rumors to the Lead PIO so accurate information may be disseminated at subsequent media interactions and press releases</li> <li>Engage in discussion and information dissemination on social media platforms on behalf of the EOC to answer questions and refute inaccurate information utilizing only information that has been cleared for release through the JIC and proper channels</li> </ul>
Media Group Field Team	<ul style="list-style-type: none"> <li>Provide needed material to the other groups in the JIC such as photographs, videos and other media materials</li> <li>Travel to the incident or other sites as is deemed safe, requested, coordinated and approved by incident command</li> </ul>

Media Monitoring Group	<ul style="list-style-type: none"> <li>• Monitor traditional media platforms including print, and broadcast outlets for information relating to the incident</li> <li>• Engage print and broadcast media outlets on behalf of the EOC to answer questions and refute inaccurate information utilizing only information that has been cleared for release through the JIC and proper channels</li> </ul>
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### Organization—Response Structure

ESF #15 operates under the direction of YC DES. YC DES will identify a coordinator known as the “Lead PIO” based on the assistance needed for an incident requiring the activation of ESF #15. The Lead PIO position will be taken from the agencies involved based on the incident type and individual experience acting in the PIO function.





# Annex A Debris Management

## Annex Coordinator

Yellowstone County Public Works

## Primary Agencies

City of Billings Public Works

City of Laurel Public Works

## Support Agencies

Yellowstone County Finance Department  
Yellowstone County Department of  
Emergency Services

## I. PURPOSE

The purpose of this annex is to facilitate and coordinate the removal, collection, and disposal of debris following a disaster to:

- Eliminate an immediate threat to lives, public health and safety.
- Eliminate immediate threats of significant damage to improved public or private property.
- Ensure the economic recovery of the affected community to the benefit of the community-at large.
- Mitigate the risk to life and property by removing substantially damaged structures and associated appurtenances as needed to convert property acquired through a FEMA hazard mitigation program to uses compatible with open space, recreation, or wetlands management practices.

## II. INCIDENTS & TRIGGERS FOR ACTIVATION

It may be appropriate to activate and utilize this plan following any disaster that generates large amounts of debris on the public right-of-way or on private lands when it is deemed to be in the public interest, such as incidents that generate debris which poses a health and safety threat to the public at large, is an immediate threat to life, health and safety of residents or, if the county agrees to manage disaster generated debris from private property that residents have moved into the public right-of-way with government permission.

### Incidents and Disasters

- a) Flood
- b) Tornado, winds or other storms
- c) Landslide/ erosion incident
- d) Disease/ pest infestation
- e) Oil/ Hazmat spill
- f) Wildfire
- g) Other incidents causing large amounts of debris

## III. ORGANIZATION & CONCEPT OF OPERATIONS

Debris removal occurs in two phases (1) initial debris removal necessary to eliminate life and safety threats and (2) debris removal activities necessary for long term recovery. Debris removal should focus on debris from public property including right-of-ways that was generated by the incident and is the legal responsibility of the involved jurisdictions.

Considerations while designing debris management operations may include the following:

- Costs must be tracked for a potential reimbursement package to Montana Department of Emergency Services (DES) or the Federal Emergency Management Agency (FEMA). Use FEMA forms whenever possible.
- Contractors may be utilized to perform debris clearance, removal, disposal, reduction, recycling and/or monitoring but will require close supervision.
- Bid and contract specifications eligible for reimbursement can be found in the most current FEMA Debris Management Guide (currently 2007), which is included in the electronic copy of this emergency operations plan (EOP).
- Reimbursement may be available for removal of debris generated from private property under one of the two circumstances above. Cost may be a consideration when deciding whether or not to remove private debris as described above.
- Operations focused on removal of debris generated from private property may only be reimbursed under current FEMA guidelines under one of two circumstances: (1) the debris poses a health and safety threat to the public at large or is an immediate threat to the life, health and safety of its residents or (2) if private property owners move disaster-generated debris to the public right-of-way.
- Due to the limited quantity of resources and service commitments following the disaster, the cities and county will be relying heavily on private contractors to remove, collect, and manage debris for reuse, resource recovery, reduction, and disposal.

Examples of **FEMA eligible** debris removal activities include:

- Debris removal from a street or highway to allow the safe passage of emergency vehicles; and
- Debris removal from public property to eliminate health and safety hazards.

Examples of **FEMA ineligible** debris removal activities include:

- Removal of debris, such as tree limbs and trunks, from natural (unimproved) wilderness areas.
- Removal of pre-disaster sediment from engineered channels.
- Removal of debris from a natural channel unless the debris poses an immediate threat of flooding to improved property.

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

The Public Works Departments of the City of Billings, City of Laurel and Yellowstone County will be responsible for coordinating debris removal operations. The departments will be responsible for removing debris from property under its own authority, as well as from private property when it is deemed in the public interest.

The Public Works Departments will also develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to ensure their effective utilization and prompt deployment following the disaster.

1. **Contracts and Cooperative Agreements** – The county and cities will be responsible for managing the debris contract from project inception to completion. Managing the debris contract would include such things as monitoring of performance, contract modifications, inspection, acceptance, payment, and closing out of activities.
2. **Storage Sites** – The City of Billings Solid Waste Landfill would be the primary site for debris storage. Other potential sites throughout the county could be classified as Class 4 landfills by the Department of Environmental Quality (DEQ), and could be used as temporary storage areas. The county may take the lead in obtaining the Class IV permit for debris site. An emergency exemption could be requested from DEQ to facilitate the disposal process. The cost of landfilling the debris will be prorated between the jurisdictions affected by the disaster.
3. **Debris Removal Priorities** – The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, priorities are as follows:
  1. to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area. The need and demand for critical services will be increased significantly following a disaster.
  2. to provide access to critical facilities identified by county and city governments.
  3. to address the elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or

barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public.

Recycling will be the top priority in the debris management program to eliminate land filling. Incineration will be used when permitted by the DEQ.

Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary actions can be deferred.

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

**Priority Facilities:**

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

4. **Debris Classification** – To facilitate the debris management process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. Debris categories should follow current FEMA debris categories. Sub-categories may be established as determined necessary by local operations. Hazardous and toxic materials/contaminated soils and debris generated by the event will be handled in accordance with federal, state, and local regulations.

Additional considerations may be needed for special categories of debris but there are too many of these options to conduct pre-planning for all. Operations and emergency operations center (EOC) staff will work together to determine the best approach to debris categories.

## 5. Debris Management Actions/ Status

- a. **Pre-Incident/ Readiness** (A natural or man-made disaster is threatening the local area)
  - Review and update plans, standard operating procedures, generic contracts, and checklist relating to debris removal, storage, reduction, and disposal process.
  - Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
  - Relocate personnel and resources out of harm's way and stage in areas where they can be effectively mobilized.
  - Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
  - Review resources listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.
  
- b. **Response**
  - Activate debris management plan.
  - Begin documenting cost.
  - Coordinate and track resources (public and private).
  - Establish priorities regarding allocation and use of available resources.
  - Identify and establish debris temporary storage and disposal sites (local and regional).
  - Address any legal, environmental, and health issues relating to the debris removal process.
  - Keep public informed through the Public Information Officer (PIO). The public will be told through the media how to expedite the cleanup process by separating flammable and nonflammable debris; segregating household hazardous wastes; placing debris at the curbside; keeping debris piles away from hydrants and valves; reporting illegal dump sites and illegal dumping; and by segregating recyclable materials. Debris pick-up schedules will be announced on a regular basis.
  
- c. **Recovery**
  - Collect, store, reduce, and dispose of debris generated from the event in a cost-effective and environmentally responsible manner.

- Document all associated costs of debris disposal including contractor costs and direct cost to local government agencies.
- Developing and implement a site-specific restoration plan/actions upon completion of debris removal mission to close out debris storage and reduction site.
- Perform necessary audits of operation and submit claims for state and federal assistance.

#### **IV. ADMINISTRATION, PLAN DEVELOPMENT AND MAINTENANCE**

The City Public Works Director(s) and/or County Public Works Director are assigned space in the EOC and can direct and coordinate repair and restoration operations from there. Administrative supplies are available in the EOC. All impacted jurisdictions should maintain an EOC liaison and field personnel as needed. Close coordination is necessary with the resource manager EOC Manager when requiring additional resources.

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

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

The Annex is developed and maintained by Yellowstone County Department of Emergency Services (YC DES), the Billings Public Works Director, County Public Works Director, and Laurel Public Works Director.

## Annex B Fatality Management

### Annex Coordinator

Yellowstone County Coroner

### Primary Agencies

### Support Agencies

Montana Department of Justice-Forensic Science  
Division-Medical Examiner Office

Billings Clinic

St. Vincent Hospital

Billings Fire Department

County Rural Fire Departments

Laurel Fire Department

## I. PURPOSE

The purpose of this annex is to provide a framework of operations to locate, recover, identify, record, transport, and dispose of all human remains and to notify the next of kin following a mass fatality incident.

This annex should be considered a framework or suggestion of how to approach completing these operations. No party to this annex is required to follow its contents if the situation shows or appears to show a better way to respond and complete these duties.

## II. INCIDENTS & TRIGGERS FOR ACTIVATION

As a planning guideline, the local mortuaries can process 12-15 bodies in a somewhat routine manner. Beyond those numbers, it may become an emergency situation requiring coordination of resources. The following are potential major incidents/disasters and associated triggers that may require implementation of this plan:

### Incidents and Disasters

- h) Transportation accident (aircraft, bus, train)
- i) Refinery explosion and/or fire
- j) Hazardous material release
- k) Terrorism/Bio-Terrorism
- l) Tornado/ Weather Incident
- m) Building collapse and/or fire
- n) Earthquake
- o) Pandemic

### Fatality Numbers- Suggested resources

0 - 15 Local Resources

15 - 20 Local Resources, suggest additional assistance from neighboring counties through existing agreements

21+ Disaster Mortuary Operational Response Team (DMORT)

- The State Medical Examiner Office is constructing a morgue facility that will increase capacity by approximately 20-25 to the above numbers. Estimated completion is late 2018.

### **III. ORGANIZATION**

#### **County Coroner**

The County Coroner has sole authority over the dead and their disposition.

The Coroner can activate the City/County emergency operations center (EOC). Personnel and resources needed to staff the EOC may either be provided by the Coroner or requested from the Yellowstone County Department of Emergency Services (YC DES).

The Coroner will assign deputy coroners or morticians as needed to assist in carrying out the responsibilities of this annex. Care should be exercised to think through the situation and take time to complete all necessary procedures. Standard operating procedures (SOPs) or direction on how to properly execute all duties of the Coroner on behalf of the Coroner will be provided by the Coroner during the incident. This plan does not grant any additional authorities to operate on behalf of the County Coroner to the YC DES that are not specifically shown as part of this annex.

#### **National Transportation Safety Board (NTSB)**

In any public transportation incident, the NTSB will enter the scene after the fire department has determined it is safe to enter and before local law enforcement.

#### **Montana-Department of Justice (DOJ)-Forensic Science Division (FSD)-Medical Examiner Office**

The Medical Examiner Office under Montana DOJ-FSD is available as a support resource to Yellowstone County to consult, perform location, recovery, post-mortem examinations and decedent identification. These functions are performed in a support manner to Yellowstone

County at the request of The County unless acting under existing authorities in Montana Code Annotated (MCA).

The County Attorney, Attorney General and the State Medical Examiner have existing authorities in MCA to order post-mortem examination. This plan may also be used to support mass fatality incidents under these authorities in Yellowstone County.

### **Family Assistance Center Operations**

The Federal Bureau of Investigation (FBI) is available to conduct or assist with Family Assistance Center operations following their existing operations plans (Appendix-I). This assistance is available to Yellowstone County whether or not the incident is criminal in nature.

In the event of a Public Transportation Incident, the NTSB utilizes the FBI on transportation incidents. Some transportation companies (e.g., airlines) also have company-specific family assistance processes.

### **EOC PERSONNEL**

EOC personnel will not divulge any information concerning the dead. The Coroner or his/her designee is the only authority allowed to approve the release of names of the deceased.

The Coroner may elect to utilize the Joint Information System/Joint Information Center (JIS/JIC) or ESF #15 External Affairs in the release of information and names of the deceased. The Coroner will approve any releases of this information prior to it being sent to the media following standard principles of the Incident Command System (ICS) and JIS/JIC operations.

Operational crews and personnel will not remove bodies without the Coroner's permission and direction. Personnel working onsite under ICS require appropriate supervision while working directly with the deceased. The Coroner will make supervisory personnel available and will organize the labor based on National Incident Management (NIMS) guidelines.

The Coroner or his/her designee will be available to the EOC to coordinate needs but does not need to provide 24/7 onsite personnel at the EOC.

## **SPECIALIZED PERSONNEL & ORDERING**

Specialized personnel may be required including: fingerprint specialists, forensic odontologists, pathologists and anthropologists. Resources outside existing county resources may first be obtained from neighboring counties with whom Yellowstone County has a mutual aid agreement. If the incident is too large for Yellowstone Co to handle with its mutual aid partners' additional specialized resources may be obtained through the State EOC following NIMS Guidelines. The suggested resource in this case would be a DMORT. The Coroner may request these and other additional resources through the EOC.

### ***Disaster Mortuary Operational Response Team (DMORT)***

The Coroner may consider including the resources and capabilities of DMORT. DMORTs are part of the National Disaster Medical System under the Department of Health and Human Services. A DMORT is an organized team with the experience and expertise to manage a large number of fatalities.

Considerations while working with DMORT include:

- Local acquisition of cold storage trucks [1 full-size (18-wheeler) refrigerated truck can accommodate 20-22 bodies]
- Need for a large number of tables (autopsy, FBI, personal affects)
- Local cost considerations of DMORT services if not an NTSB incident
- DMORT is there to assist the local jurisdiction, not to take over
- Regional Hazardous Materials (HazMat) needs to decontaminate bodies.

## APPENDIX I

### MASS FATALITY MANAGEMENT PROCEDURES

Best practices and procedures for medical examiners, coroners and family assistance workers on mass fatality incidents are covered in existing documents. Yellowstone County works to follow these national best practices and procedures on local and regional incidents and also when working with Disaster Mortuary Operations Teams (DMORTs). Procedures can be found in “DMORT-Standard Operating Procedures” and “DMORT- Standard Operating Procedures for National Transportation Safety Board (NTSB) Activations” and “Mass Fatality Incident Family Assistance Operations: Recommended Strategies for Local and State Agencies”. The most current version of these documents are referenced below, if a document is updated, the updated version applies. A copy of references is included with digital copies of this Emergency Operations Plan (EOP).

Procedures may be changed or additional procedures may be implemented in special situations such as criminal or terrorism investigations to meet the needs of the jurisdiction, incident management, survivors and victims.

References (included in digital copy of EOP):

Kauffman, P., Linstrom, J., Stern, C., Dotsonm S., (2008). Disaster Mortuary Operational Response Team (DMORT)-Standard Operating Procedures. Retrieved from:  
[http://www.dmort7.org/downloads/dmort\\_sop\\_2008jn2.pdf](http://www.dmort7.org/downloads/dmort_sop_2008jn2.pdf)

NTSB/DMORT SOP Working Group. (2006). Disaster Mortuary Operational Response Team (DMORT)-Standard Operating Procedures for National Transportation Safety Board (NTSB) Activations. Retrieved from:  
<http://www.dmort8.org/DMORT%20NTSB%20SOP%20Nov%202006.pdf>

FBI & NTSB. (Date Unk). Mass Fatality Incident Family Assistance Operations: Recommended Strategies for Local and State Agencies. Retrieved from:  
<https://www.nts.gov/tda/TDADocuments/Mass%20Fatality%20Incident%20Family%20Assistance%20Operations.pdf>

It is noted that not all situations are covered in existing manuals, in those cases it is the expectation of all jurisdictions that identification and remains will be handled respectfully with regard for the individual situation. This means giving consideration to investigations, legal jurisdictions, families, next-of-kin, number of fatalities, decedent population (open/closed), availability and collection of information, condition of remains and interagency operations.

The Coroner is the legal authority to conduct victim identification, determine cause and manner of death, manage death certification, and is responsible for other legal activities. The Coroner remains the legal authority and all additional resources, including state and federal resources work under the authority of The Coroner to complete needed work.

**A. VICTIM RECOVERY**

Recovery teams must be trained to locate and recover the remains of victims and items of possible value for use in effecting positive identification. This training may be “just-in-time” training as many mass fatality incidents rely on local labor during recovery stages to work large geographic areas.

The volume of personnel needed to conduct a detailed search over a large area would require obtaining surge personnel and organizing them into search teams. These teams work under the authority of The Coroner and may consist of personnel from volunteer, combination and professional Fire/EMS Department(s), Yellowstone County Sheriff’s Office personnel including full-time officers, reserve deputies and/or search and rescue volunteers, other local law enforcement personnel, state law enforcement and/or personnel available to assist and volunteers as determined necessary, available and allowable.

Operations related to victim recovery should be conducted as best possible, in line with the DMORT-Standard Operating Procedures applicable to the incident.

**B. TEMPORARY MORGUE FACILITIES**

Yellowstone County does not have morgue facilities in which large number of bodies may be properly maintained and processed. Currently, autopsies are conducted at St. Vincent Healthcare, Billings Clinic, and the private mortuaries.

Local facilities can only naturally accommodate about 15 bodies at a time in cold storage. Up to 20 bodies may be accommodated depending on conditions, partner facilities available short-term and the volume of non-incident related deaths at the time. Any incident involving more than 20 victims is recommended to utilize a DMORT and temporary morgue facility.

In mass-fatality incidents that exceed the local cold storage capacity, arrangements to alter and utilize existing facilities as temporary morgues must be made. Facilities that may be altered to serve as temporary cold storage include: armories; private ice arena; airplane hangar(s); and refrigerated vans/trucks.

The use of refrigerated vehicles adjacent to a large work space such as the Metra Pavilion or an airplane hangar(s) has historically been successful on similar incidents and should be considered here. The work space should be within a short drive of the accident/incident site to allow for easy transportation but also to separate on-site work from the work being conducted at the temporary morgue.

### **Table Construction**

Public Works and Facilities department staff from Yellowstone County, City of Billings, City of Laurel and other departments/agencies will be utilized to construct temporary morgue facilities. Tables and work space are the most important temporary resource that needs to be constructed.

The number of fatalities in the temporary morgue will determine work space and the number of tables needed. For planning purposes, 2-3 tables are needed per working coroner, pathologist, dentist and medical examiner.

Table construction should consist of two “sawhorse” sets of legs (Figure I-3i), a support between them (Figure I-3ii) and a 4' x 8' x  $\frac{3}{4}$  " piece of plywood placed on the top approximately 30" off the ground. Pre-fab brackets for constructing sawhorses may be utilized to speed construction.

If pre-fab sawhorses are purchased rather than constructing new, a minimum weight load of 300lbs per sawhorse is necessary and 2"x4" or 2"x6" supports should be placed between the sawhorses with  $\frac{3}{4}$ " plywood on top.



Figure I-3i: Suggested design for sawhorse legs

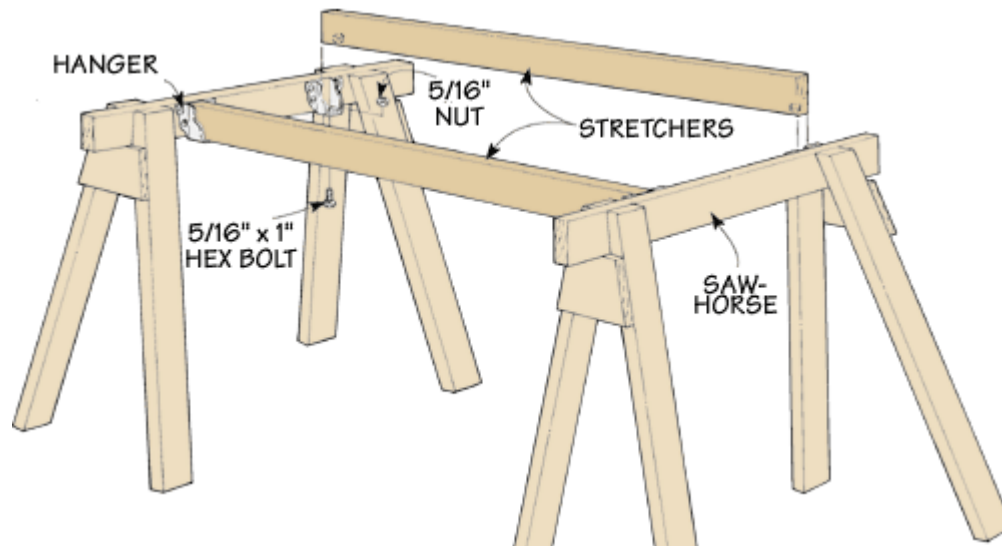


Figure I-3ii: Suggested "stretchers" supports between two sawhorses

**C. SPECIAL LOCAL CONSIDERATIONS:**

Identification and proper interment of deceased relatives are principal predispositions of human nature. Legal requirements also dictate in many cases that positive identification of the deceased be established.

Procedures for identifying decedents and/or remains are set in the DMORT-Standard Operating Procedures (2008) reference above.

The examination and release of the bodies falls within the jurisdiction of the coroner or medical examiner. This person may accept or decline identification data contributed by the various specialists or from relatives or associates of the victims.

Specialists will certify only those identifications effected within the realm of their expertise, such as those made with fingerprints, dental records, etc. Visual examinations or examinations of the personal effects of the deceased which may result in identification must be carefully scrutinized by the coroner or his designee.

The responsibility of local hospitals is limited to holding and processing a limited number of bodies. Storage and disposal of remains belongs to the county.

Pressure from various religious organizations and pressure resulting from tentative eye witness identifications may be exerted to obtain release of bodies prior to positive identification being affected. Victims should be released only when all other possible means of establishing positive identity has been exhausted. Traditional religious attitudes may also prohibit autopsies or re-examination of the remains. Diplomatic means must be found to overcome these prohibitions when such examinations are deemed essential. However, the coroner has the authority (MCA 46-4-103) to order an autopsy over the objections of family members.

#### **D. PERSONAL HISTORY COLLECTION**

Information pertaining to the personal history of the victims should be assembled by interviewing the next of kin or close associates of the victims. A suggested form for gathering the necessary information is included as Form I-1.

Information gathered by examining the remains of the victims should be listed on a similar form, "Examination of Disaster Victim". A suggested form designed to ensure the collection of essential data is provided as Form I-2.

By comparing the information accumulated from these two sources, tentative identifications may be made. This method is utilized most frequently in situations where several victims fitting the same general description remain unidentified. The final decision regarding the validity of this type of identification is the responsibility of the coroner.

Montana Code Annotated identifies the Coroner as having responsibility for personal effects. Where possible, personal effects will be identified and returned to next of kin following YCSO policies and procedures, or in absence of such direction, DMORT SOPs.

Evidence collection performed by Law Enforcement may also collect personal effects. These items must follow chain of custody and criminal evidence if determined to be evidence by the collecting Law Enforcement agency following their policies and procedures. The return of these items will be done, if possible, following local policies and procedures, state and federal law on evidence and personal item collection, preservation and return.

**E. VOLUNTEER WORKERS:**

The services of these volunteers are welcome and can be helpful in the following areas:

- 1) Volunteers may be part of the family assistance process in a role deemed appropriate for the specific incident
- 2) Volunteers may be part of the victim recovery process, this is outside the scope of a normal volunteer firefighter etc... and may require additional considerations such as work comp insurance from Yellowstone County.
- 3) Volunteers may assist with incident logistics, including donations management, as drivers and assisting incident staff with facility maintenance (food and refreshments) at the EOC or other incident locations

Unaffiliated/ spontaneous volunteers will be directed to the United Way and will follow the current volunteer management plan held by United Way to be credentialed and assigned to a role.

## **F. LOCAL MASS FATALITY RESOURCES**

### **Morticians:**

Resources that may be useful during a mass fatality incident can be found in the Yellowstone County “Emergency Resource Information” book. This includes morticians, funeral homes, hospital and public health contacts.

### **Potential Temporary Morgue Facilities**

#### **Yellowstone County Government Facilities**

1. MetraPark, 308 6<sup>th</sup> Avenue North, Billings
2. County Shops, 3321 King Avenue East, Billings
3. All County Rural Fire Stations
4. Junk Vehicle, 1200 South Shiloh, Billings

#### **City of Billings Facilities**

1. All Fire Stations
2. Public Utilities Facilities
3. MET Transit Facility
4. City Shops
5. Billings Airport- Rescue, Firefighting and Airfield Maintenance Facility

#### **City of Laurel Facilities**

1. Laurel Safety Complex, 115 West 1<sup>st</sup> Street, Laurel 59044

### **Suggested Supplies for Temporary Morgue**

- € Batteries
- € Biohazard disposal bags
- € Biohazard working supplies
- € Chairs
- € Cleaning supplies
- € Communication equipment (radios, HAM radios)
- € Computers, software, internet
- € Copy/ fax machines

- € DNA tools and equipment
- € Forensic Anthropology tools and equipment
- € Forensic dental tools and equipment
- € Generators
- € ID badges - Can be obtained from Yellowstone County DES
- € Maintenance supplies
- € Morgue/pathology equipment
- € Office supplies
- € Portable lighting
- € Personal Protective Equipment (PPE)
- € Tables
- € Trailers/ tents
- € X-Ray equipment and supplies

### **Support Services Supplies**

- € Food/ beverage
- € Break/ lounge area
- € Travel assistance
- € Laundry service

**FORM I-1 - PERSONAL HISTORY OF DISASTER VICTIM**

(Coroner may change or substitute other forms for this at his/her discretion)

\_\_\_\_\_

Office Date

1. Full name of victim:

\_\_\_\_\_

Last First Middle

2. Any other names used:

\_\_\_\_\_

Last First Middle

3. Sex: \_\_\_\_\_ Race/Ethnicity: \_\_\_\_\_

4. Date of birth: \_\_\_\_/\_\_\_\_/\_\_\_\_ Place of birth: \_\_\_\_\_

5. Marital status: \_\_\_\_\_ Date of marriage: \_\_\_\_/\_\_\_\_/\_\_\_\_

6. Full name of spouse/significant other: \_\_\_\_\_

Full name of children: \_\_\_\_\_

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7. Has person ever been fingerprinted for any reason? If so, by what organization and

date? \_\_\_\_\_

8. Identification:

a) Social Security Number: \_\_\_\_/\_\_\_\_/\_\_\_\_

b) Driver's License: \_\_\_\_\_ State: \_\_\_\_\_

c) Military Service: \_\_\_\_\_

9. Home Address: \_\_\_\_\_

Business Address: \_\_\_\_\_

10. Physical Description:

a) Height \_\_\_\_ ft \_\_\_\_ in

b) Weight \_\_\_\_ lbs

c) Build \_\_\_\_\_

d) Color of hair \_\_\_\_\_

e) High-lites or dyed? \_\_\_\_\_

f) Style/Cut/Length \_\_\_\_\_

g) Color of eyes \_\_\_\_\_

h) Glasses \_\_\_\_\_ Contacts \_\_\_\_\_

i) Complexion \_\_\_\_\_

j) Facial hair \_\_\_\_\_

k) Scars \_\_\_\_\_

l) Tattoos \_\_\_\_\_

m) Occupation \_\_\_\_\_

n) Did the victim smoke? \_\_\_\_\_ Cigarette brand \_\_\_\_\_

o) Did the victim use chewing tobacco? \_\_\_\_\_ Tobacco brand \_\_\_\_\_

p) Body piercings? \_\_\_\_\_

11. Describe in detail clothing victim was wearing. Set forth color, fabric, brand, where purchased, size and any descriptive factors.

a) Overcoat/topcoat/jacket \_\_\_\_\_

b) Suit or dress \_\_\_\_\_

c) Sweater \_\_\_\_\_

- d) Pants \_\_\_\_\_
- e) Shirt or blouse \_\_\_\_\_
- f) Vest/tie/scarf \_\_\_\_\_
- g) Stockings or socks \_\_\_\_\_
- h) Gloves \_\_\_\_\_
- i) Shoes \_\_\_\_\_
- j) Belt \_\_\_\_\_
- k) Underpants \_\_\_\_\_
- l) Undershirt/long underwear \_\_\_\_\_
- m) Slip \_\_\_\_\_
- n) Bra \_\_\_\_\_
- o) Hat \_\_\_\_\_
- p) Care of fingernails (long, bitten, deformities, etc.) \_\_\_\_\_
- q) Nail polish (hands) \_\_\_\_\_ (toes) \_\_\_\_\_
- r) Other items \_\_\_\_\_

12. Jewelry: Give detailed description, number of stones, type, carats, finger size, engravings, jeweler's scratch marks, code numbers, detailed distinguishing characteristics. Distinguish between white and yellow gold and other metals. Fingers on which rings are worn. Brand names of rings and watches. Placed where purchased will be able to supply trade names inscribed in jewelry.

a. Watch \_\_\_\_\_

b. Rings (finger & toe) \_\_\_\_\_

c. Bracelets (wrist & ankle) \_\_\_\_\_

d. Necklaces \_\_\_\_\_

e. Earrings (pierced or clip) \_\_\_\_\_

f. Tie clips \_\_\_\_\_

g. Belt buckle \_\_\_\_\_

h. Unusual charms or tokens carried on the person (coins, medals, knives, keys, etc.)

\_\_\_\_\_

i. Other items \_\_\_\_\_

13. Did the victim carry a cell phone, pager, or PDA? \_\_\_\_\_

\_\_\_\_\_

14. History of fractured bones (give detailed description and location)

\_\_\_\_\_

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a) X-rays obtained and forwarded? \_\_\_\_\_

b) Do these have to be returned? \_\_\_\_\_

c) To whom? \_\_\_\_\_

15. Has person had any plastic surgery? \_\_\_\_\_

16. Does victim has a foreign object lodged in body which x-ray would disclose? (steel plate, bullet, shrapnel, knee/hip replacements, medical devices)

\_\_\_\_\_

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17. Dental: Name of dentist & location \_\_\_\_\_

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a) Dental charts obtained and forwarded? \_\_\_\_\_

b) X-rays or impressions obtained and forwarded? \_\_\_\_\_

c) Do they have to be returned? \_\_\_\_\_ To whom? \_\_\_\_\_

18. Did the person conceal valuables in the lining of clothing? \_\_\_\_\_

19. Blood type \_\_\_\_\_

20. Medicines: Did victim carry medicine on person?

\_\_\_\_\_

21. Person from whom information was obtained:

Name \_\_\_\_\_

a) Address \_\_\_\_\_

b) Phone Number(s) \_\_\_\_\_

c) Relationship \_\_\_\_\_

d) Person to contact in future \_\_\_\_\_

e) Address \_\_\_\_\_

f) Phone number \_\_\_\_\_

22. Name or relative or friend of family who will be handling funeral arrangements:

a) Name \_\_\_\_\_

b) Address \_\_\_\_\_

c) Phone number \_\_\_\_\_

d) Relationship \_\_\_\_\_

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Interviewing Officer

**FORM I-2 - EXAMINATION OF DISASTER VICTIM**

(Coroner may change or substitute other forms for this at his/her discretion)

1. Body # \_\_\_\_\_

2. Sex \_\_\_\_\_ Race \_\_\_\_\_

3. Date \_\_\_\_\_ Time \_\_\_\_\_

4. Examiner \_\_\_\_\_

Examiner \_\_\_\_\_

5. Condition of body (burned, mutilated, etc.) \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

6. Body Printed \_\_\_\_\_ Yes, list fingers printed \_\_\_\_\_

\_\_\_\_\_

If not, why? \_\_\_\_\_

Footprints available? \_\_\_\_\_

7. Physical description:

a) Height \_\_\_\_\_

b) Weight \_\_\_\_\_

c) Build \_\_\_\_\_

d) Eyes \_\_\_\_\_

e) Hair (color, style) \_\_\_\_\_

f) Complexion \_\_\_\_\_

g) Glasses (contact lenses) \_\_\_\_\_

h) Beard, mustache \_\_\_\_\_

i) Fingernails (length, bites, deformities, color)

\_\_\_\_\_  
\_\_\_\_\_

j) Toenails (color) \_\_\_\_\_

k) Scars, marks, tattoos, amputations, operations, etc. (describe in detail)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Clothing (Describe in detail, color, fabric, label, size, laundry marks, etc. Secure and label swatches.)

a) Overcoat or topcoat \_\_\_\_\_

b) Suit or dress \_\_\_\_\_

c) Jacket or vest \_\_\_\_\_

d) Sweater \_\_\_\_\_

- e) Trousers\_\_\_\_\_
- f) Shirt or blouse\_\_\_\_\_
- g) Tie or scarf\_\_\_\_\_
- h) Hose\_\_\_\_\_
- i) Gloves\_\_\_\_\_
- j) Girdle\_\_\_\_\_
- k) Panties or shorts\_\_\_\_\_
- l) Undershirt\_\_\_\_\_
- m) Slip\_\_\_\_\_
- n) Bra\_\_\_\_\_
- o) Shoes\_\_\_\_\_

9. Jewelry (describe number of stones, type, carats, finger size, color of metal, engravings, jeweler's scratch marks, code numbers, brand names, and where worn).

- a) Watch\_\_\_\_\_
- b) Rings\_\_\_\_\_
- c) Birthstones\_\_\_\_\_
- d) Bracelets\_\_\_\_\_
- e) Earrings\_\_\_\_\_
- f) Necklace\_\_\_\_\_
- g) Tie clip\_\_\_\_\_
- h) Ankle bracelet\_\_\_\_\_
- i) Belt buckle\_\_\_\_\_
- j) Religious medals\_\_\_\_\_

k) Unusual (charms, medals, coins, keys, etc., carried on person)\_\_\_\_\_

\_\_\_\_\_

l) Other items\_\_\_\_\_

10. Purse or wallet (Indicate whether found on victim).

\_\_\_\_\_

11. Dental (notation re teeth for future)\_\_\_\_\_

\_\_\_\_\_

12. Leads\_\_\_\_\_

\_\_\_\_\_

13. Other information\_\_\_\_\_

\_\_\_\_\_

