

Annex 8: Civil Unrest

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Introduction:

Primary Agency: Law Enforcement Agencies

Support Agencies:

- Fire Agencies
- Stillwater County Disaster and Emergency Services
- City/County 911 Dispatch Center
- Emergency Medical Services
- Public Works Agencies
- Public Health Agencies
- Montana DOT
- Montana Highway Patrol
- Montana National Guard
- Montana DES
- National Weather Service
- American Red Cross of Montana

Purpose

To establish the procedures necessary to reduce, or minimize, the loss of property and threat to persons in areas of civil unrest and to assist in the restoration of order and a return to normal activity after such disturbances.

Situation & Assumptions

A. Situation

1. Civil unrest (or *disorder*), like terrorism, is a hazard which, while the frequency of occurrence can seldom be predicted, necessitates considerable planning on the part of the agency(s) responsible for addressing it. In addition, depending on the magnitude of the incident(s), civil unrest can rapidly deplete the available resources of any single agency. While the Town of Columbus and Stillwater County have been fortunate in that incidents of any consequence have not materialized, this does not mean that an individual or organized act of civil disorder is not something that could occur. Given the diversity of issues and causes available, the local jurisdictions could realistically be involved in responding to and recovering from such an incident, requiring concerted effort on the part of the responding agencies.

2. Planning for and responding to civil disturbances is primarily the responsibility of local law enforcement and associated resources. Unless other considerations warrant, all other city and

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county departments are responsible for maintaining their own operations and services during this type of event. When situations occur which are beyond the capabilities of the involved jurisdiction, additional support may be necessary from other jurisdictions and/or the state.

3. Civil unrest will be defined to include those acts that involve criminal activity by a group that comprises a threat to the lives and property of others. These disturbances may be precipitated by a specific event, or result from longstanding grievances. In general terms these events will fall under definitions in Montana Code Annotated (MCA) Title 45, Chapter 8, Part 1.

B. Assumptions

1. Civil disturbances within jurisdictions covered by mutual aid agreements that provide for limited assistance by other jurisdictions will generally only be reported to Montana DES for informational purposes. The primary users of this section will be those jurisdictions that require state assistance in such events.

Concept of Operations

A. General

An important component of activity prior to, during, and following any civil unrest event is in coordinating the communication flow of information with local, state, and federal agencies that may be involved.

Operations and missions under this plan will be carried out during distinct phases: *Preparedness, Response, and Recovery*.

◆ The **Preparedness Phase** covers normal readiness. During this period, plans will be reviewed for validity and exercised to train necessary personnel on an annual basis.

◆ The **Response Phase** has two separate modes:

1. The *increased readiness, or "warning" period* includes the time after a small, contained civil disturbance has begun, or the threat of a civil disturbance has been received. This threat may result from information gathered by law enforcement, or received from other sources. Readiness to implement the plan will take precedence during this alert period until such time as the DESC/EOC is notified that no assistance will be needed.

2. The *emergency operations period* begins when notification of a major disturbance is received, or a jurisdiction issues a request for assistance and operations are initiated to resolve the situation.

◆ The **Recovery Phase** will begin after a civil disturbance and will include necessary resources as identified in the *Recovery Annex* to the EOP.

B: Direction & Control

◆ See the Direction and Control Annex in Section II: Functional Annexes.

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◆ All operations will be carried out using NIMS ICS. Federal support will be provided through the National Response Plan ESF #13 “Public Safety and Security”.

◆ Local law enforcement will assume the Incident Command role. Upon notification to the local 911 dispatch center of a potential or actual civil disturbance, communications among all responding agencies will be established to insure that;

- All responses are coordinated,
- Information is provided to all parties involved as it becomes available,
- The release of information at the state level will be done through the Joint Information Center, as detailed in the EOP.

◆ The Incident Commander will establish an Incident Command Post (ICP) as soon as possible and ensure that the location of the ICP and identity of the IC is disseminated to all responders. When command post operations are established in proximity to civil disturbance areas they will be co-located to facilitate the coordination of all response efforts.

◆ The IC will adapt the management structure to reflect the need and complexity of the incident. In accordance with other annexes, this may include, but is not limited to activating the EOC, establishing unified command, and requesting mutual aid support from neighboring jurisdictions.

◆ The senior fire official of the affected jurisdiction will be responsible for the coordination of all fire suppression activities related to civil disturbances.

◆ The Department of Military Affairs (DMA) may be called upon to provide personnel to augment local agencies during civil disturbances and will be directed as to its response by the Governor, or his designee.

◆ Such state resources that are committed to a civil disturbance will be coordinated through the MT DES State Emergency Coordination Center (SECC) and the local Emergency Operations Center (EOC) as appropriate. The operational level of the EOC will be determined as the situation develops and those agency representatives required will be notified.

◆ The level of state response will be dictated by the requesting jurisdiction and will be done on a request only basis.

C. Authorities and Limitations

◆ The Incident Commander (IC) has authority to coordinate the use of resources and personnel at the scene of the emergency.

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- ◆ The Commissioners have the authority to declare a State of Emergency within their jurisdiction and the responsibility to request a state or federal declaration if appropriate.
- ◆ Commissioners have the authority to enter into mutual aid agreements between their jurisdictions and other jurisdictions.
- ◆ MCA 10-3-104 and 10-3-406 give the Governor and local chief elected officials the authority to *“direct and compel the evacuation of all or part of the population from an emergency or disaster area.....when necessary for the preservation of life or other disaster mitigation, response, or recovery;”* and to *“control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.”*

4. MCA Title 45, Chapter 8 Part 1: “Conduct Disruptive of Public Order”.

- ◆ The County Coroner’s Office is the lead agency for the collection, storage, and disposition of all human remains and their personal effects.

D. Public Information

- ◆ See the Public Information Annex in Section II: Functional Annexes
- ◆ Once appointed, the Public Information Officer (PIO) will be responsible for the coordination and dissemination of public information during the emergency and will clear all press releases through the Incident Commander. Instructions to the public may include:
 - Traffic detours;
 - Areas of operation that are restricted due to actual or anticipated unlawful activity and/or;
 - Curfews imposed as a result of the activity.
- ◆ All approved press releases will be logged and a copy saved for the disaster records.
- ◆ The EAS may be used when appropriate.

E: Operational Roles & Responsibilities

The following are a list of suggested actions by certain agencies to take during the Response phase’s *warning* and *operations* periods as well as the Recovery phase of a civil unrest incident.

◆ **Law Enforcement:**

Warning Period

- Maintain adequate stock of items likely to be in high demand.
- Evaluate equipment needs.

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- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.
- Assume Incident Command.
- Provide public information regarding appropriate responses to minimize impact to public safety.

Operations Period

- Assess impact on department resources and ability to provide normal routine response to calls for service.
- Assess the magnitude of the incident continually until resolution with respect to inter-agency involvement and ability to maintain services. (*Keep CEOs involved*)
- Respond to and control the incident in accordance with department SOP's.
- Assess situation for additional needs from supporting departments and/or other appropriate agencies.
- Provide overall incident strategy and management.
- Establish Unified Command with other affected jurisdictions as appropriate.
- Establish and maintain contact with the media, provide public and protective action information, and alert and warning as appropriate.
- Assess damage to department resources and facilities

Recovery Phase

- Release excess personnel and equipment according to demobilization plan as resolution occurs.
- Assist in the compilation of damage assessment of jurisdiction's equipment, utilities, roads, and buildings to support requests for appropriate disaster recovery assistance.
- Assign personnel to monitor and direct any long-term recovery process.
- Complete required paperwork and reports.
- Participate in post incident analysis.

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◆ **Public Works:**

Warning Period

- Increase warehouse inventories for items that are likely to be in high demand.
- Establish inter-agency coordination/communication.

Operations Period

- Assist as directed/indicated by Incident Command.
- Assess damage to department resources and facilities.
- Assist with the distribution of available resources.
- Identify security concerns and needs to Incident Command.
- Coordinate public information release with the PIO.

Recovery Phase

- Release excess personnel and equipment according to demobilization plan as resolution occurs.
- Assist in the compilation of damage assessment of jurisdiction's equipment, utilities, roads, and buildings to support requests for appropriate disaster recovery assistance.
- Assign personnel to monitor and direct any long-term recovery process.
- Complete required paperwork and reports.
- Participate in post incident analysis.

◆ **Fire/Rescue:**

Warning Period

- Evaluate equipment needs.
- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.

Operations Period

- Assist as directed/indicated by Incident Command.
- Assess damage to department resources and facilities.

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- Respond to requests on public safety issues as appropriate.
- Identify security concerns and needs to Incident Command.
- Keep up-to-date information on situation and conditions. Utilize appropriate access routes as conditions change.

Recovery Phase

- Complete required paperwork and reports.
- Participate in post incident analysis.

◆ Emergency Management/DES:

Warning Period

- Evaluate equipment needs.
- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.
- Participate in regional coordination group to foster cooperation among affected jurisdictions.

Operations Period

- Consider activation of EOC.
- Consider activation of volunteer organizations.
- Consider need for Emergency Declaration and begin process if necessary.
- Establish and maintain reporting and coordination contact with cooperating jurisdictions, stat and volunteer agencies as appropriate.
- Assist as requested by Incident Command and Command Staff.
- Keep CEOs informed on current conditions, capabilities, and activities in the jurisdiction.
- Maintain a unit log of major decisions and actions taken.
- Identify security concerns and needs to Incident Command.
- Keep up-to-date information on situation and conditions posted in the EOC.

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Recovery Phase

- Assist Recovery Branch in the assessment of damages.
- Provide coordination point for disaster recovery activities and agencies.
- Complete required paperwork and reports.
- Participate in post incident analysis.
- Revise and update Emergency Operations Plan as incident analysis indicates.