

## Section II: Functional Annexes

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### Purpose

The purpose of this plan is to provide guidance for the activation and operating procedures for the Emergency Operations Center (EOC) during an emergency or disaster. The purpose of the EOC is to support field operations by obtaining and providing resources, maintaining up-to-date information, coordinating activities, providing information to the public, and to bring chief decision-makers together to coordinate their response to a disaster. History has shown that effective, well-coordinated response to disaster situations are conducted best when all decision-makers and emergency service chiefs are located in one place.

### Situation and Assumptions

#### 1. Situation

- A. The Stillwater County EOC is on the main floor of the County Courthouse. The EOC is designed to accommodate members of the EOC staff from public and private agencies in the county, and Columbus. An emergency generator has a two-week fuel supply for the EOC and Dispatch Center. Although the EOC is used on a day-to-day basis as a conference room, and multi-use room, its use as an EOC takes precedence over all other uses. Activation and set-up of the EOC can be accomplished with 15 minutes after the appropriate officials are in place. Key individuals can be contacted through the 911 Dispatch Center.
- B. The dispatch center for law enforcement, fire and ambulance is attached to the north side of the county courthouse and has positions for two dispatchers. There is no communication between the center and the EOC Operations Room on the first floor, except for telephone or messenger.
- C. The Operations Room has outlets for five telephones, its serves as the coordination center for the EOC staff. Hand held portable radios are available for direct communication with the Sheriff's Office, Police Department, Town and County public works departments, and the fire and ambulance services.
- D. The training room at the Columbus Fire-station is the designated alternate EOC.
- E. Mobile Emergency Operating Center (MEOC)
- F. The county also has at its availability a trailer known as the MEOC to coordinate and support the needs of a disaster in the county.
- G. The mobile trailer has five base radios, two rooms, satellite for internet, and a generator to fully run any support operations if it is deemed more desirable to have the EOC elsewhere than in Columbus at the request of the Incident Commander.
- H. Mobile Command Posts:

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- a. Search and Rescue and Stillwater County Fire Departments have mobile command post vehicles that can be utilized if needed.
- b. Carbon County and Red Lodge Fire have a mobile command bus that can be utilized through Mutual Aid.
- c. MTDES has a mobile command post vehicle that can be requested by calling 406-324-4777.

### 2. Assumptions

- A. The EOC will be activated when it is evident that more than a field command post is required for an adequate response to a disaster or emergency.
- B. Department or agency heads will send to the EOC a designated representative if the department head is absent from the EOC.
- C. All responding departments and agencies will bring to the EOC the personnel, SOP's and special items like maps, wall displays and resource lists that they will need to operate effectively.
- D. Each Department will be able to staff the EOC around the clock with 12-hour shifts if needed.
- E. The EOC will be staffed with sufficient personnel to adequately respond to the situation. This means that a minor emergency does not require the full staffing necessary to respond to a major disaster. An example would be the difference between a localized wildfire incident and a catastrophic earthquake.

## Concept of Operations

### 1. General

The EOC will be the meeting place for designated key officials to respond to a disaster and emergency. The Operations Room will be the nerve center of the EOC. There are other office spaces in the Courthouse including the DES office on the 4<sup>th</sup> floor that can be used if additional space is needed.

EOC personnel and agencies may change throughout the course of an emergency. The usual emergency service agencies (law enforcement, fire, EMS ...) will be actively involved at the site during the initial and post impact stages of the incident.

During recovery, reconstruction, and renewal, these emergency services will be phased out of direct action and others will become the leading agencies.

### 2. EOC Activation

The activation of the EOC will normally come as a result of a request from the on-site Incident Commander of any first responding agency. The following people can activate or authorize activations of the EOC.

- County Commissioners
- DES Coordinator or Deputy

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- Any Incident Commander from a jurisdictional department

***A declaration of a state or local emergency is not required to activate the EOC.*** However, it must be activated once a local declaration has been made.

The EOC will be activated as appropriate, and staffed to the extent and duration required. Any time law enforcement, fire, or public works responds to a request for emergency assistance, there is potential for EOC activations. The responder becomes the Incident Commander and is in charge of the incident until it has been resolved, or until he/she is relieved by a higher ranking official from his/her agency or by an officer from the designated lead agency. There are three levels of EOC activation in response to a local emergency. They are Standby, Partial Activation, and Full Activation. EOC procedures and checklists are included in the EOC Functional Annex.

### 1. Standby

This is the lowest level of activation. EOC members are notified of a situation that could develop into an emergency requiring EOC partial or full activation. They monitor the situation and are ready to report to and staff the EOC, if needed. Examples of situations that trigger standby are: a flood watch; severe winter storm watch; level orange risk of terrorism; and a Wildland fire where more than 2 fire departments have been paged out.

### 2. Partial Activation

Partial Activation occurs when the emergency situation is one that occurs on a relatively regular basis and requires the response by multiple agencies. Examples of emergencies that trigger partial activation are: minor flooding; severe storm warnings; the evacuation of multiple residences - and wildland fires with some structures at risk.

### 3. Full Activation

Full activation occurs when the emergency requires the participation of multiple and outside agencies, performing the full range of emergency service functions. Full activation is triggered by disasters, such as major swift moving wildfire where all departments in the county are involved; an earthquake; a major flood. (See attachment 1 for the organizational chart for a fully activated EOC.)

## Direction and Control

The EOC is managed by the EOC Manager, which usually is the DES Coordinator. In some events, a Unified Command may be utilized in the EOC. Unified Command is an ICS management process that allows organizations and agencies with jurisdictional or functional responsibility for the incident to jointly develop a common set of incident objectives and strategies. Applying Unified Command in the EOC means that any combination of organizations may work cooperatively to manage the EOC activities. In other words, the EOC Manager position may be filled by consensus among two or more members in the unified command, but, it is rare. Unified Command is more often seen for on-site operations.

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Depending on the size and type of incident, the Incident Commander(s) may use the EOC as the Incident Command Post. These options most likely would be used if the Mobile EOC is requested. This does not necessarily change the operations of the EOC; however it may require additional coordination on the part of the EOC staff to maximize the use of space and resources. If the ICP is set-up at the EOC, many of the Command and General Staff functions for the EOC and the incident response structures could be combined (for example, Planning, Logistics, Finance, PIO, Liaison.)

### Organization and Assignment of Responsibilities

The EOC staff will be broken into 6 main functional areas:

1. Policy Group
2. Management Staff
3. Operations Section
4. Planning Section
5. Logistics Section
6. Finance/Administration Section

#### 1. Policy Group

The Policy Group consists of the chief elected officials (County Commissioners, and Mayor of affected jurisdictions.) This group is responsible for all major policy decisions and overall operations. This group does not have responsibility for direct emergency management at the site during the incident that responsibility rests with Incident Command.

#### 2. EOC Management Staff

The EOC Manager supports all EOC operations and ensures that the facility and resources required for EOC support are provided. This position works closely with the Policy Group and ensures that proper emergency and disaster declarations are enacted and documented. The EOC Manager usually will be the DES Coordinator or his deputy. The EOC Manager will set up the EOC and activate it using the positions and personnel to support field operations and to accomplish the mission. The EOC Manager reports directly to the chief elected officials of the affected jurisdiction(s). The EOC Manager will fill the other ICS slots on an “as needed” basis.

The Public Information Officer prepares and clears all press releases. The PIO should provide accurate information to the media on a timely basis from the EOC. The PIO will need to ensure that the three EOC Information Hotline Telephones are staffed and provide the public with the latest and most accurate information.

The Liaison Officer will coordinate with other agencies in the EOC that are normally not a part of the EOC staff, such as volunteer organizations or the private sector to make sure they are incorporated into EOC operations as appropriate.

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### 3. Operations Section

The Operations Section is responsible for coordinating all jurisdictional operations in support of the emergency response.

Once the Emergency Operations Center has been activated, organizational and agency representatives will:

- Initially, check in with the Operations Chief immediately upon arrival at the EOC for an update on the situation and to confirm table/telephone assignments.
- Ensure that their organizations/agencies are kept constantly informed of the situation, including major developments, decisions and requirements.
- Maintain coordination with other appropriate organizations/agencies.
- Thoroughly brief incoming relief personnel and inform the Operations Chief of the changeover prior to departing. The briefing will include as a minimum, information on what has happened; problems encountered; actions pending; and, the location and phone number of the person being relieved.

### 4. The Planning Section

The Planning Section is responsible for collecting, evaluating, and disseminating information; developing plans and situation reports in coordination with other functions, and for maintaining all EOC documentation.

### 5. Logistics Section

The Logistics Section is responsible for providing facilities, services, personnel, equipment, and materials.

### 6. Finance/Admin Section

The Finance/Admin Section is responsible for financial activities and other administrative aspects of the EOC not covered by other sections or units.

### ◆ American Red Cross (ARC)

#### Mitigation:

- Identify potential shelter and feeding sites and develop procedures for activating and operating shelters for use in mass evacuations, including establishing written agreements with schools, community centers, and churches.
- Coordinate planning activities with local Disaster and Emergency Services Office.
- Provide training to personnel on disaster response and shelter management procedures.
- Participate in training exercises conducted by the County's Disaster and Emergency Services Office.

#### Response:

- Provides a representative to the EOC to coordinate ARC operations.
- Activates sheltering and feeding operations as required.
- Compiles records of evacuees in their facilities and provides list to the EOC at the earliest possible time.
- Coordinates with the Logistics Section and other disaster relief agencies for procurement of

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food and other supplies for the evacuees, as necessary.

- Coordination of special care requirements for unaccompanied children, the aged, the handicapped, and others, requiring special considerations.
- Compiles list of missing persons reported by evacuees in their facilities and provides list to EOC at the earliest possible time. For extended disasters, provides periodic updates, as the situation warrants.

### ◆ Chief Elected Officials

- Report to the EOC
- Declare an emergency and/or a disaster with up to a 2-mill levy, if appropriate. Separate declarations are required for each affected jurisdiction (County, Columbus). A disaster declaration will allow a request to the MTDES for assistance.
- Work closely with the EOC Manager.
- Support field operations through resource acquisition approval and policy decisions.
- Ensure that recovery operations are carried out.
- Assist businesses with their recovery.
- Work with Finance Section Chief to ensure that all departments are tracking costs during the response and recovery phases and that an agent is appointed to recover these costs from the state and federal government.

### ◆ Coroner's Office

The County Coroner's Office is the lead agency for the collection, storage, and disposition of all human remains and their personal effects. The Coroner has sole authority over the dead and their disposal within the county boundaries. No one will remove bodies or divulge any information concerning the dead without the Coroner's permission. Only the Coroner may release names of the dead. Home addresses will not be released by the Coroner unless approved by the family.

- The Functions of the Coroner are to: locate, identify, record, transport, and dispose of all human remains, notify next of kin, and administer funds for indigent burials.
- The Coroner will report to the EOC immediately after a destructive earthquake or upon request in any disaster to:
  1. Determine the number of fatalities and their location.
  2. Maintain a log with the following information:
  3. Identified dead
  4. Unidentified dead
  5. Location of the dead
  6. Missing persons
  7. Names, sex, age, city and state. No addresses will be on the public log.
- Assign temporary deputy coroners (morticians) to recover the dead. The Coroner and his deputy can process about seven (7) bodies without assistance.
- Both Billings Clinic and St. Vincent's Hospital have morgues.
- The Coroner has verbal agreements with various businesses to utilize equipment for temporary morgues in an emergency.
- Various departments and agencies have vehicles that can be utilized for transportation of

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remains as needed. The coroner maintains a list of such agencies.

- The Coroner will brief the EOC staff periodically to inform them of the current situation.

### ◆ **County Attorney's Office**

- The County Attorney serves as the attorney for County government, including all agencies and board and provides legal advice to the Commissioners. During emergencies and disasters, the County Attorney may also advise the CEOs and DES Coordinator on such things as official declarations, evacuations, quarantine, and other matters concerning legal authority.

### ◆ **DES Coordinator (DESC)**

#### **Mitigation Phase:**

- Establish an effective County emergency public information and education organization.

#### **Preparedness Phase:**

- Hold EOC Exercises annually to familiarize staff with their duties.
- Maintain an adequate supply of wall displays and office supplies for the staff.
- Maintain the radios in the DES Office and ensure the readiness of the EOC.

#### **Response Phase:**

- Establish and manage the Emergency Operations Center
- Act as a Liaison between IC and other agencies.
- Ensure preparation of local emergency/disaster declaration for local chief executive.
- Keep local elected officials informed.
- Provide public information if the PIO is not available.
- Ensure that damage assessment and major events are being recorded.
- Facilitate mutual aid.
- Hold Periodic briefings when necessary of the EOC staff to exchange information.
- Act as a liaison with MTDES.
- Other (arrange for sheltering of evacuees, work on recovery issues, etc.)

#### **Recovery Phase:**

- Assist with development of Recovery Plans.
- Maintain EOC operation and support as long as needed.
- Manage deactivation of EOC.
- Assess needs for getting EOC re-stocked and prepared for next incident.
- Evaluate plans and procedures based on lessons learned from incident. Make changes/revisions as needed.
- Transition to mitigation phase operations.

### ◆ **Public Health**

- Provide advice to the EOC staff on protective action decisions.
- Develops food, water, and other health advisories, as needed.

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### ◆ **Public Works**

- Provide personnel to the EOC to assist and advise with regard to damage assessment, debris removal, and restoration of public services.

### ◆ **GIS EOC Support**

- If requested, report to the EOC with GIS Laptop.
- Note:* All requests for GIS maps during a disaster or emergency should go through the Emergency Operations Center (once opened,) at 322-8065, for coordination and to prevent duplication. Products from other GIS support agencies may also be used as appropriate.

### ◆ **MT Disaster and Emergency Services (MTDES)**

- Provides initial response assistance at request of local Incident Commander or DES Coordinator in accordance with Local Emergency Operations Plan. (At no cost to the local jurisdiction.)
- DES Advisor (Agency Representative) – knowledgeable about:
  - Local emergency/disaster declaration process.
  - Two-mill emergency levy.
  - State emergency/disaster declaration process.
  - Presidential declaration process.
  - Effects/expectations of declarations.
  - Perform ICS agency representative duties.
- Incident Command System (ICS) Advisor:
  - Experience at complex incidents
  - Duties:
    - Advise/coach on command structure and organization.
    - Advise/coach on logistical needs.
    - Advise/coach on planning and documentation needs.
    - Advise/coach on financial documentation.
- Technical Expert:
  - An experienced operational expert for the type of incident the community is responding to.
- Process to obtain help:**
  - Contact local DES Coordinator (normally through local dispatch.)
  - If unable to contact DESC or deputy, call MT Disaster and Emergency Services at (406)-324-4777 (24 hours a day) and ask for the DES Duty Officer.

### ◆ **Transportation Coordinator:**

A Transportation Coordinator should be established in the EOC under either the Ground Support Unit (Logistics) or under the Evacuation Group (Operations) depending on availability of personnel.

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Ambulances and other transport vehicles and buses should be staged in the event that a citizen may need transportation to a shelter or other location. Non-ambulatory people must be located and information provided to the transportation Coordinator so that they are not overlooked in the evacuation.

### **Transportation Coordinator Responsibilities**

- Responsible for identifying and assigning emergency transportation to the requesting organizations, or emergency services coordinators, and dispatching these vehicles to work sites or staging areas to provide the emergency transportation as requested.
- Schedule and manage the use of vehicles provided from all sources along with a qualified driver for the equipment.
- Coordinate with the evacuation group to establish pickup points in the area for citizens needing transportation and advise the PIO who will notify the public.
- Assist the Evacuation Group in planning the scheduled evacuation of the hospital and nursing homes in the event of a threat of these institutions.
- Assist the Logistics Section with vehicle and driver requirements during any emergency.
- Work with the Ground Support Unit to provide maintenance service and fuel to all equipment used to support emergency operations.
- Keep records of equipment use, man-hours, and associated costs. Provide this data to the Finance Section during and after the disaster.

### **Authorities and Limitations**

- A. The Incident Commander (IC) has full authority and responsibility to implement and coordinate all small-scale evacuations, sheltering and access control, and exercise on-scene control. In those incidents;
- B. 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.”
- C. Law Enforcement has the authority to order evacuations and close roads in emergent circumstances.
- D. The County has the authority to close roads, and to restrict access to and from all areas of the County.
- E. Law Enforcement has the authority to remove stalled and parked vehicles, which impede the flow of traffic.
- F. Traffic flow direction may be altered, reversed, etc., at the direction of the Incident

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Commander. (Incident managers will coordinate changes in the traffic flow with the County Sheriff's Office, the Montana Highway Patrol, and the MTDOT.)

- G. The Commissioners have the authority to declare a State of Emergency within their jurisdictions and the responsibility to request a state or federal declaration if appropriate. Request for State and Federal assistance must go through the DESC.

### 1. Warning and Notification

- A. See Annex C in the Section II: Functional Annexes.
- B. The 911 Dispatch Center will make the initial notifications to key individuals and agencies per existing SOP's and alert rosters. Any other agencies that need to be notified can be alerted by the EOC staff or Dispatch as directed by the Incident Commander or EOC Manager.
- C. The immediate danger of a hazardous material spill, wildfire, flood or other incident requires that the public be warned of the danger as quickly as possible.
- a. **Pre-Evacuation Warning:** On slow-moving events, pre-evacuation notices should be given to affected residents if it appears that conditions may warrant such action. Residents should be given warning that they may have to move out upon 30 minute notice. Consideration must be given to hospitals, nursing homes, elderly, handicapped, schools, licensed day care centers, and large gatherings.
  - b. **Evacuation Warning:** All warning modes will be utilized to direct the affected population to evacuate. Wherever possible, the warning should be given on a direct basis as well as through the media. The use of law enforcement and fire emergency vehicles moving through the affected area with sirens and public address is usually effective. However, if used, this procedure should be communicated to the public in advance so as to mitigate public confusion concerning the use of these vehicles.
  - c. **Door-to-door** notification should be considered, particularly in sparsely populated areas. Residential and health care institutions will be notified directly by the EOC or on-scene authorities. Law Enforcement personnel, if available, will sweep the evacuated area to ensure all persons have been advised and have responded. Persons who refuse to follow evacuation instructions will be left alone until all who are willing to leave have been provided for; then, time permitting, further efforts will be made to persuade those who chose not to evacuate.
- D. The DESC or his deputy will activate the EAS by contacting the NWS (406-652-0851) to initiate a public broadcast message. If phones are down, a message may be hand delivered to the primary EAS station. Radio stations and TV stations will copy the message and interrupt regular programming for the broadcast.

### 2. Public Information

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### ◆ **Providing Information to the Public**

- A. See Annex D in Section II: Functional Annexes
- B. The EOC will be responsible for all emergency public education and information.
- C. Once appointed, the Public Information Officer (PIO) will be responsible for public coordination and dissemination during the emergency and will clear all press released through the Incident Commander or DESC. All approved press releases will be logged and a copy saved for the disaster records.
- D. During the event, the PIO, in conjunction with the IC, will continue to provide pertinent information over radio and TV. The public will be reminded to remain calm, stay tuned for more information, and to follow the instructions of emergency management personnel. Such instruction may include guidelines for returning to homes, shelter accommodations, sanitation, and where and how to report damages.
- E. The normal alert and warning systems may be down or limited following a major disaster. It may be necessary to augment these systems with mobile public address systems, door-to-door contact, and posting notices on bulletin boards in designated public gathering places such as shelters.
- F. The PIO may also participate in a Joint Information Center (JIC), staffed by PIO's from various jurisdictions, to address the media with a single, coordinated voice.

### ◆ **Receiving Information from the Public.**

Providing adequate communications means to receive information from the public, such as damage reports, sanitation problems, health issues, offers for donated goods, and other public safety-related problems, is the responsibility of the Communications Unit Leader and the PIO. This will most likely be done by staffing public information lines and releasing the telephone number to the local media. The PIO must also ensure the information received is communicated to the appropriate EOC section to deal with it.

## **3. Considerations and Implementation Responsibilities**

### ◆ **Communications: Logistics Section**

The EOC's ability to function is directly related to its ability to communicate. The primary function of an EOC in an emergency/disaster is to collect and disseminate information and provide a common location for policy decision from government officials. Information will reach the EOC via the dispatch center, telephone, fax, radio, amateur radio, TV, and messengers.

An EOC staff member may need to be assigned the duty of logging all inbound and out band message traffic (*see Attachment Message Log*). Assign persons to write information on display boards, if needed, assign messengers to carry messages from the EOC and vice-versa. All messages should be logged in and out.

### ◆ **Display Boards and Procedures: Planning Section**

Because the EOC's major purpose is accumulating and sharing information to ensure a coordinated and timely emergency response, all EOC staff must display information quickly so that decision-makers can have the latest information available. Display needs will vary with the nature and

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scope of the emergency. Charts should be developed as the core of the EOC display system. Display boards, maps, and materials are located in the EOC and DES Office. Some suggested charts and displays include:

- A. Situation Reports
- B. Damage Assessment Charts
- C. Town, County, and State Maps showing such things as:
  - a. Transportation routes closed or impeded.
  - b. Areas of major damage.
  - c. Locations of medical treatment facilities.
  - d. Expected inundations areas.
  - e. Limits of evacuation areas, control points and exit routes.
  - f. Location of response resources and equipment.
- D. Weather Maps
- E. Shelter Status
- F. Resource Status Charts
- G. Major Events Display/Charts

#### 4. Administration and Logistics

##### ◆ Records and Reports

During emergency operations, efforts will be made to document each transaction so that records can be reconstructed and claims properly verified after the emergency period has passed (*Finance Section*).

The Documentation Unit (*Planning Section*) will maintain in chronological order a listing of all public notices given related to evacuation. Additionally, an approximation of people evacuated should be kept as well as the number of and information on evacuees in mass care facilities/shelters.

To the extent consistent with law, no administrative process will be permitted to interfere with operations essential to preventing injury, loss of life, and significant property damage.

##### ◆ Training

Each person designated to fill an EOC staff position should take at a minimum:

- IS 700: Introduction to NIMS
- IS 800: The National Response Plan
- ICS 100: Introduction to ICS
- ICS 200: Basic ICS

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