

**MISSOULA COUNTY
EMERGENCY OPERATIONS PLAN**

FUNCTIONAL ANNEXES

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

FLOOD

LEAD AGENCIES: MISSOULA COUNTY SHERIFF'S OFFICE
MISSOULA CITY POLICE DEPARTMENT

COOPERATING AGENCIES:

Missoula City Fire Department	US Forest Service
Missoula Rural Fire District	US Geological Survey
Missoula Emergency Services, Inc.	US Army Corps of Engineers
Missoula County Public Works	National Weather Service
City of Missoula Public Works	Montana Department of Fish, Wildlife and Parks
Montana Department of Natural Resources and Conservation	Missoula County Office of Emergency Services
Environmental Protection Agency	Confederated Salish and Kootenai Tribes
Missoula City-County Health Department	
NorthWestern Energy, Missoula Electric Cooperative, Bonneville Power Administration, Mountain Water Company, Blackfoot Telecommunications Group, CenturyLink, Verizon, and other privately owned utility and telecommunications providers in the City of Missoula and Missoula County.	

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
C. PLANNING ASSUMPTIONS PARTICULAR TO FLOODS	4
III. Concept of Operations.....	5
A. GENERAL.....	5
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	5
C. RESPONSE CONSIDERATIONS PARTICULAR TO FLOODS	6
D. WARNING.....	6
E. NOTIFICATION AND ACTIVATION	7
F. COMMUNICATIONS.....	7
G. PLAN IMPLEMENTATION	7
IV. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with a flood incident.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to a flood incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. Flood, for the purposes of this annex, is defined as a general and temporary condition of partial or complete inundation of normally dry land area, caused by: an overflow of inland waters, an unusual and rapid accumulation or runoff of surface waters from any source, mudflows, or the sudden collapse of shoreline land.
2. Until such time as an incident is determined to be a flood incident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and the Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.

4. Calls for service may overwhelm the Missoula 9-1-1 Center.
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

C. PLANNING ASSUMPTIONS PARTICULAR TO FLOODS

1. It is the policy of Missoula County and the City of Missoula to use publicly owned sandbags, sand, and related resources only for the protection of public infrastructure. Citizens requesting sand and sand bags for the protection of private property will be referred to commercial vendors.
2. Key public health concerns during flooding include:
 - a. Contamination of potable water supplies and delivery systems.
 - b. Breakdown of public and private sewage disposal and septic systems.
 - c. Threat of communicable disease resulting from organisms and other contaminants in and around standing water.

3. Sudden and severe disruption of roadways may result from fast-moving water or ponding, resulting in the need to barricade roads and divert traffic.
4. Floods may weaken or damage roadways, bridges, railways, reservoirs, and other structures in ways that are not readily apparent. Such structures may require engineering assessments to determine their current safety and ongoing viability.
5. Fire and explosive hazards may exist due to ruptured propane or natural gas lines and storage tanks loosed from their foundations.
6. Electrical hazards may exist due to submerged electrical boxes, transformers, and lines.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[Link to ESF-5 Annex, Mass Sheltering Appendix.]

2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.
 - Group homes.
 - Homeless persons.
 - Hospital or medical facilities.
 - Elderly and disabled residents.

[Link to ESF-5 Annex, Special Needs Appendix.]

5. Public information needs, including emergency alerts and ongoing information management.

[Link to ESF-15 Annex.]

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.
 - a. Incident Command assignments.
 - b. Command post.
 - c. Operational level of the EOC and resulting staff needs.
 - d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.
 - a. Food, water, shelter, personal protective equipment.
 - b. Relief.
 - c. Critical Incident Stress Debriefing.
11. Private sector involvement and interaction.

C. RESPONSE CONSIDERATIONS PARTICULAR TO FLOODS

1. Road closures are the responsibility of the state or local agency having jurisdiction over the roads in question. All road closures should be coordinated with emergency responders and the 9-1-1 Center, and appropriate public notifications made.

D. WARNING

1. Every incident is different. There may or may not be warning of a potential flood incident.
2. The warning or notification of a potential flood incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

E. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

F. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

G. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Members of Unified Command meet at EOC.
 - Establish appropriate command structure.
 - Establish priorities.
 - b. Establish recon and Situation Status Unit.
 - c. Establish Incident Commanders in appropriate jurisdictions, as needed.
 - d. Order additional resources.
 - e. Coordinate with the National Weather Service.
 - Report conditions, such as stream levels.
 - Receive forecasts.
 - f. Coordinate with NorthWestern Energy about threats to Milltown Dam.
 - g. Establish Joint Information Center.
 - Provide frequent media updates.
 - Establish neighborhood and shelter information centers.
 - h. Coordinate with appropriate federal agencies (e.g., Army Corps of Engineers, Coast Guard).
 - i. Consider plans to eliminate ice jams.

2. Response activities.

- a. Provide protection.
 - Public infrastructure.
 - Population.
- b. Monitor progress of ice jams.
- c. Provide patrols for major streams.
 - Keep people away.
- d. Develop and disseminate public self-help plans.
- e. Establish distribution sites for sand.
 - Provide a list of locations where sandbags can be purchased.
 - By policy, Missoula County does not protect private property.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Debris Removal.
- Closure of Roads and Streets.
- Restricting Area Access.
- Sandbags.
- Dept. of Natural Resources and Conservation.
- Army Corps of Engineers.
- Radio Amateur Civil Emergency Services (RACES).

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

SEVERE WEATHER/AVALANCHE

LEAD AGENCIES: MISSOULA COUNTY SHERIFF'S OFFICE
MISSOULA CITY POLICE DEPARTMENT

COOPERATING AGENCIES:

Missoula City Fire Department	Missoula City-County Health Department
Missoula Rural Fire District	National Weather Service
Missoula Emergency Services, Inc.	US Forest Service
Missoula County Public Works	Montana Department of Fish, Wildlife and Parks
City of Missoula Public Works	Confederated Salish and Kootenai Tribes
Montana Department of Natural Resources and Conservation	Missoula County Office of Emergency Services
NorthWestern Energy, Missoula Electric Cooperative, Bonneville Power Administration, Mountain Water Company, Blackfoot Telecommunications Group, CenturyLink, Verizon, and other privately owned utility and telecommunications providers in the City of Missoula and Missoula County.	

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
C. PLANNING ASSUMPTIONS PARTICULAR TO SEVERE WEATHER/AVALANCHE	4
III. Concept of Operations.....	5
A. GENERAL.....	5
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	5
C. RESPONSE CONSIDERATIONS PARTICULAR TO SEVERE WEATHER/AVALANCHE	6
D. WARNING.....	6
E. NOTIFICATION AND ACTIVATION	6
F. COMMUNICATIONS.....	7
G. PLAN IMPLEMENTATION	7
IV. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with a severe weather/avalanche incident.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to a severe weather/avalanche incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. Severe weather, for the purposes of this annex, is defined as any aspect of the weather that poses a risk to cause property damage, serious social disruption, or loss of human life. Severe weather can be caused by high winds, excessive precipitation, or extreme heat or cold. An avalanche is defined as a massive fall or slide of a large amount of snow/ice and/or rock down a mountainside.
2. Until such time as an incident is determined to be a severe weather/avalanche incident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. Missoula County Sheriff's Office and the Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.

5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

C. PLANNING ASSUMPTIONS PARTICULAR TO SEVERE WEATHER/AVALANCHE

1. Depending on conditions, avalanche response may require resources from Search and Rescue; the involvement of the law enforcement agency and fire department having jurisdiction; resources from the Coroner, public works, and the Montana Department of Transportation; and air and ground emergency medical resources, utilities, and transportation services from the private sector.
2. Severe weather events may affect the ability of utility, medical and transportation providers in the private sector to deliver vital services to the community.
3. Severe weather events, such as high winds, low temperatures, and heavy snow and ice, may produce a level of damage that requires local government to modify its routine operations, coordinate and assist the private sector in restoring normal service, and assist the public with damage assessment, providing temporary shelter, and debris removal.
4. Severe weather events may leave children stranded at schools and/or employees stranded in the workplace.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).
2. The Sheriff's Office will function as the Coroner, including establishing a temporary morgue, if necessary.

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[[Link to ESF-5 Annex, Mass Sheltering Appendix.](#)]

2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.
 - Group homes.
 - Homeless persons.
 - Hospital or medical facilities.
 - Elderly and disabled residents.

[[Link to ESF-5 Annex, Special Needs Appendix.](#)]

5. Public information needs, including emergency alerts and ongoing information management.

[[Link to ESF-15 Annex.](#)]

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.
 - a. Incident Command assignments.
 - b. Command post.
 - c. Operational level of the EOC and resulting staff needs.

- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

- 8. Documentation.

- 9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

- 10. Responder needs.

- a. Food, water, shelter, personal protective equipment.
- b. Relief.
- c. Critical Incident Stress Debriefing.

- 11. Private sector involvement and interaction.

C. RESPONSE CONSIDERATIONS PARTICULAR TO SEVERE WEATHER/AVALANCHE

- 1. Road closures are the responsibility of the state or local agency having jurisdiction over the roads in question. All road closures should be coordinated with emergency responders and the 9-1-1 Center, and appropriate public notifications made.

D. WARNING

- 1. Every severe weather/avalanche incident is different.
- 2. The warning or notification of a potential severe weather/avalanche incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

E. NOTIFICATION AND ACTIVATION

- 1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
- 2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

F. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

G. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Members of Unified Command report to EOC to establish area command.
 - b. Expand Incident Command System (ICS) as needed.
 - Hold planning session first.
 - Plan logistics.
 - c. Establish Incident Commanders in appropriate jurisdictions, as needed.
 - d. Directly establish public reporting authority with local Incident Commander.
 - e. Establish communications between area command and Incident Commanders.
 - f. Develop and disseminate public self-help plan.
 - g. Coordinate with American Red Cross to establish shelter locations.
 - h. Coordinate with utility companies to provide logistical support for power restoration and communications restoration.
 - i. Establish Joint Information Center.
 - Provide frequent media updates.
 - Establish neighborhood and shelter information centers.
 - j. Coordinate with the National Weather Service.
 - Report actual conditions.
 - Receive forecasts.
2. Response activities.
 - a. Provide care for special needs individuals.

- b. Keep primary travel routes open or reopen them, prioritizing access to medical facilities.
- c. Provide for safety in the incident of downed power lines.
- d. Provide for rescue activities in the event of significant building damage.
- e. Use contractors in recovery efforts.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Debris Removal.
- Closure of Roads and Streets.
- Restricting Area Access.
- Dept. of Natural Resources and Conservation.
- Army Corps of Engineers.
- Radio Amateur Civil Emergency Services (RACES).

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

EARTHQUAKE

LEAD AGENCIES: MISSOULA CITY FIRE DEPARTMENT
MISSOULA RURAL FIRE DISTRICT

COOPERATING AGENCIES:

Missoula City Police Department	US Forest Service
Missoula County Sheriff's Office	Montana Department of Fish, Wildlife and Parks
Missoula Emergency Services, Inc.	Missoula City-County Health Department
Missoula County Public Works	American Red Cross
City of Missoula Public Works	National Weather Service
Montana Department of Natural Resources and Conservation	Missoula County Office of Emergency Services
US Army Corps of Engineers	Confederated Salish and Kootenai Tribes
NorthWestern Energy, Missoula Electric Cooperative, Bonneville Power Administration, Mountain Water Company, Blackfoot Telecommunications Group, CenturyLink, Verizon, and other privately owned utility and telecommunications providers in the City of Missoula and Missoula County.	

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	4
C. WARNING.....	5
D. NOTIFICATION AND ACTIVATION	6
E. COMMUNICATIONS.....	6
F. PLAN IMPLEMENTATION	6
IV. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with an earthquake incident.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to an earthquake incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. An earthquake, for the purposes of this functional annex, is defined as a seismic incident that results in damage to property and structures.
2. Until such time as an incident is determined to be an earthquake incident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated

nature and the dependency of one system on another. Examples of such events are listed below.

- a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
 7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)

2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.

- Group homes.
- Homeless persons.
- Hospital or medical facilities.
- Elderly and disabled residents.

[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)

5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.

- a. Incident Command assignments.
- b. Command post.
- c. Operational level of the EOC and resulting staff needs.
- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.
 - a. Food, water, shelter, personal protective equipment.
 - b. Relief.
 - c. Critical Incident Stress Debriefing.

11. Private sector involvement and interaction.

C. WARNING

1. Every incident is different. There may or may not be warning of a potential earthquake incident.

2. The warning or notification of a potential earthquake incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

D. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

E. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

F. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Quick recon to determine extent of damage.
 - Geographic area.
 - Degree of damage.
 - b. Heads of major agencies and companies meet at EOC.
 - Establish appropriate command structure.
 - Establish priorities.
 - Communicate priorities to Incident Commanders in each fire jurisdiction.
 - c. Issue call for help.
 - Adjacent counties.
 - State.
 - Federal Emergency Management Agency (FEMA) – significant help will take 96 hours to arrive.
 - Utilize Radio Amateur Civil Emergency Services (RACES) shortwave radio, if necessary.
 - d. Expand Incident Command System (ICS) as soon as possible.

- Hold a planning session to determine the situation status and resource status.
- e. Establish communication with each field agency.
 - Coordinate with phone companies to keep some lines open for emergency traffic.
- f. Establish Joint Information Center.
 - Provide frequent media updates.
 - Establish neighborhood and shelter information centers.
- g. Coordinate with American Red Cross to:
 - Establish neighborhood assistance centers.
 - Reunite families.
 - Provide information to out-of-town relatives.
- h. Prepare for secondary events.
 - Aftershocks.
 - Fires.
 - Floods.
- i. Develop a plan to utilize other government employees and volunteers.

2. Response activities.

- a. Protect your own apparatus.
- b. Organize public reports of emergencies and rescue operations based on fire jurisdictions.
- c. Establish triage facilities and field hospitals as appropriate.
 - See Mass Casualty Functional Annex.
[\[Link to ESF-5 Annex, Communications Appendix.\]](#)
 - Coordinate with medical community.
- d. Contact construction companies to assist with rescues from collapsed buildings, as necessary.
- e. Reopen roads as necessary, prioritizing access to medical facilities.
- f. Establish traffic control.
- g. Coordinate with private utilities to reestablish services.
- h. Reopen government offices as soon as possible.

- i. Coordinate with private industry to determine building safety.
- j. Make a thorough damage assessment, using a universal marking system.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Debris Removal.
- Closure of Roads and Streets.
- Restricting Area Access.
- Dept. of Natural Resources and Conservation.
- Army Corps of Engineers.
- RACES.

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

MASS CASUALTY AND FATALITY INCIDENT

LEAD AGENCIES: MISSOULA CITY FIRE DEPARTMENT
MISSOULA RURAL FIRE DISTRICT

COOPERATING AGENCIES:

Missoula County Sheriff's Office	Missoula City-County Health Department
Missoula City Police Department	Montana Department of Public Health and Human Services
St. Patrick Hospital	Missoula County Office of Emergency Services
Community Medical Center	Rocky Mountain Poison and Drug Center
Western Montana Clinic	Confederated Salish and Kootenai Tribes
Missoula Emergency Services, Inc.	American Red Cross
Other Private Medical Services Providers	Centers for Disease Control and Prevention

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	4
C. RESPONSE CONSIDERATIONS PARTICULAR TO MASS CASUALTY AND FATALITY INCIDENTS.....	5
D. WARNING.....	6
E. NOTIFICATION AND ACTIVATION	6
F. COMMUNICATIONS.....	6
G. PLAN IMPLEMENTATION	6
H. CASUALTY INCIDENT WITH CRIMINAL ACTIVITY	7
IV. Roles and Responsibilities.....	8
V. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with a mass casualty and fatality incident.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to a mass casualty and fatality incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. A mass casualty/fatality incident, for the purposes of this annex, is defined as any incident in which emergency medical services (EMS) personnel and equipment at the scene are overwhelmed by the number and severity of casualties.
2. Until such time as an incident is determined to be a mass casualty/fatality incident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.

5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.
[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)
2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.

- Group homes.
- Homeless persons.
- Hospital or medical facilities.
- Elderly and disabled residents.

[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)

5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.

- a. Incident Command assignments.
- b. Command post.
- c. Operational level of the EOC and resulting staff needs.
- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.
 - a. Food, water, shelter, personal protective equipment.
 - b. Relief.
 - c. Critical Incident Stress Debriefing.

11. Private sector involvement and interaction.

C. RESPONSE CONSIDERATIONS PARTICULAR TO MASS CASUALTY AND FATALITY INCIDENTS

1. The Missoula County Sheriff's Office will function as the Coroner, including establishing a temporary morgue, if necessary.

D. WARNING

1. Every mass casualty/fatality incident is different.
2. The warning or notification of a potential mass casualty/fatality incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

E. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

F. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

G. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Declare a mass casualty/fatality incident.
 - b. Arrange for a mass casualty trailer.
 - c. Request resources.
 - Outlying ambulances.
 - Quick Response Units.
 - d. Notify and coordinate with hospitals.
 - e. Establish perimeter control.
 - Restrict access.
 - f. Notify the DES Coordinator.
 - DES Coordinator notifies elected officials.
 - g. Notify American Red Cross.

- h. Ensure patient/victim accountability.
- i. Expand Incident Command System (ICS) as needed.
- j. Manage information carefully.
- k. Arrange for Critical Incident Stress Debriefing.

2. Response activities.

- a. EMS group.
 - Use the Simple Triage And Rapid Treatment (START) system.
 - Triage.
 - Treatment.
 - Transport.
- b. Employ HazMat response, if necessary.
 - Provide gross decontamination prior to transport.
- c. Provide air transport, if necessary.

H. CASUALTY INCIDENT WITH CRIMINAL ACTIVITY

The law enforcement organization having jurisdiction is the lead agency in incidents involving criminal activity.

- 1. Establish command post.
- 2. Use secondary devices.
- 3. Initial officers calculate risk to stop threat.
- 4. Prepare contingency plans.
 - a. Population protection.
 - b. Inner perimeter adjustment.
 - c. Chemical agent plan.
 - d. Special tactical teams.
 - Rules of engagement.
 - Arrest.
 - Entry.
 - Extraction of wounded under fire.
 - Incapacitating threat.

- Tactical response.
- e. Negotiations.
- f. Criminal investigation/intelligence.
 - Crime scene/evidence protection.
- g. Outer perimeter adjustment.
- h. Information dissemination and control.
- i. Resources.
- j. Identify victims/witnesses/perpetrators.
- k. Evacuation centers.
- l. Dying declarations (to be undertaken by law enforcement at hospitals).

IV. Roles and Responsibilities

Information regarding **CORONER RESPONSIBILITIES** can be found in the Supplemental Information section of the EOP.

V. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- Coroner.
- Restricting Area Access.
- Medical Triage Bus.

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

CRIMINAL ACTIVITY

LEAD AGENCIES: MISSOULA COUNTY SHERIFF'S OFFICE
 MISSOULA CITY POLICE DEPARTMENT

COOPERATING AGENCIES:

Federal Bureau of Investigation	Missoula City Fire Department
Drug Enforcement Administration	Missoula Rural Fire District
Department of Homeland Security	Missoula Emergency Services, Inc.
US Attorney	Missoula City-County Health Department
US Forest Service	Missoula County Public Works
Missoula County Attorney	City of Missoula Public Works
Missoula City Attorney	Missoula International Airport
Montana Department of Justice	Confederated Salish and Kootenai Tribes
Montana Department of Revenue	National Weather Service
Montana Department of Natural Resources and Conservation	Montana Department of Fish, Wildlife and Parks
Montana Department of Military Affairs	Missoula County Office of Emergency Services
University of Montana	

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	4
C. WARNING.....	5
D. NOTIFICATION AND ACTIVATION	6
E. COMMUNICATIONS.....	6
F. PLAN IMPLEMENTATION	6

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with a criminal activity incident. The authorities will endeavor to control and minimize potential effects of such incidents on the public, while acquiring and preserving the information needed to bring the perpetrator(s) to justice.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to a criminal activity incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. Until such time as an incident is determined to be criminal activity, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula City Police Department and Missoula County Sheriff's Office will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated

nature and the dependency of one system on another. Examples of such events are listed below.

- a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
 7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)

2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.

- Group homes.
- Homeless persons.
- Hospital or medical facilities.
- Elderly and disabled residents.

[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)

5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.

- a. Incident Command assignments.
- b. Command post.
- c. Operational level of the EOC and resulting staff needs.
- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.
 - a. Food, water, shelter, personal protective equipment.
 - b. Relief.
 - c. Critical Incident Stress Debriefing.

11. Private sector involvement and interaction.

C. WARNING

1. Every incident is different. There may or may not be warning of a potential criminal activity incident.

2. The warning or notification of a potential criminal activity incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

D. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

E. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

F. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Prepare contingency plans.
 - Population protection.
 - Inner perimeter adjustment.
 - Chemical agent plan.
 - Arrest.
 - Entry.
 - b. Identify resources.
 - c. Establish emergency medical services (EMS) plan.
2. Response activities.
 - a. Establish command post.
 - b. Undertake negotiations.
 - c. Perform criminal investigation.
 - d. Adjust outer perimeters.

- e. Disseminate and control information.
- f. Deploy tactical response teams.
- g. Expand Incident Command System (ICS) as necessary.

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

TERRORISM

LEAD AGENCIES: MISSOULA COUNTY SHERIFF'S OFFICE
MISSOULA CITY POLICE DEPARTMENT

COOPERATING AGENCIES:

Missoula City Fire Department	Missoula City-County Health Department
Missoula Rural Fire District	Montana Department of Public Health and Human Services
St. Patrick Hospital	Missoula County Office of Emergency Services
Community Medical Center	Rocky Mountain Poison and Drug Center
Western Montana Clinic	Confederated Salish and Kootenai Tribes
Missoula Emergency Services, Inc.	American Red Cross
Other Private Medical Services Providers	Centers for Disease Control and Prevention

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	5
C. ORGANIZATION	6
D. WARNING.....	6
E. NOTIFICATION AND ACTIVATION	7
F. COMMUNICATIONS.....	7
G. PLAN IMPLEMENTATION	7
IV. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with a terrorism incident.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to a terrorism incident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. Terrorism, for the purposes of this annex, is defined as any criminal act done for the purpose of accomplishing, either directly or through intimidation, political or social change.
 - a. It can be perpetrated by individuals or organized groups.
 - b. It may be domestic or international in nature, or it may be some combination of the two.
2. The most likely scenarios to occur in the Missoula area are either a domestic incident or for an international terrorist to be passing through Missoula headed for a larger jurisdiction and to inadvertently trigger his/her device while in the area.
3. Until such time as an incident is determined to be a terrorism incident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources,

which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.

4. Calls for service may overwhelm the Missoula 9-1-1 Center.
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).
2. The Sheriff's Office will function as the Coroner, including establishing a temporary morgue, if necessary.

3. For direction on response to biological incidents, see ESF-8: Public Health and Medical Services.
4. For direction on response to HazMat incidents, see ESF-10: Oil and Hazardous Materials Response.
5. Continuity of government.
 - a. Emphasize return to normalcy.
 - b. Elected officials need to be visible.
 - Appear before the media as soon as possible.
 - Clearly describe what has happened.
 - Clearly describe the response.
 - c. Establish alternative services as soon as possible.
 - Communicate when impacted services will be available again.
 - d. Add a mental health or counseling branch to the incident organization, if necessary.

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.
[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)
2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.
 - Group homes.
 - Homeless persons.
 - Hospital or medical facilities.
 - Elderly and disabled residents.
[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)
5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.
 - a. Incident Command assignments.
 - b. Command post.
 - c. Operational level of the EOC and resulting staff needs.
 - d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.
 - a. Food, water, shelter, personal protective equipment.
 - b. Relief.
 - c. Critical Incident Stress Debriefing.
11. Private sector involvement and interaction.

C. ORGANIZATION

1. A Unified Command including all involved disciplines and all levels of government will be most effective in meeting all agency needs and mandates and will best serve the Missoula community.
2. The FBI has the authority to take command of a terrorist incident response. Local law enforcement will coordinate with the local FBI agent until more FBI resources arrive.

D. WARNING

1. Every terrorism incident is different.
2. The warning or notification of a potential terrorism incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

E. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

F. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

G. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Identify threats and targets.
 - b. Coordinate with owners of private infrastructure.
 - c. Plan staging.
 - Stage as normal for a large response.
 - Provide security in and around staging area.
 - Consider using multiple staging areas.
 - d. Disseminate public information.

No one involved in the incident response may release information without the approval of the Incident Commander.

 - Coordinate the release of information, including to the FBI, local law enforcement, local fire and emergency medical services (EMS), public health departments, the American Red Cross, and affected private infrastructure owners.
 - Provide regularly scheduled press briefings.
 - Provide information to the public regarding how they can protect themselves.
 - e. Provide notifications.
 - Make notifications immediately.
 - Local law enforcement will notify the FBI.

- The Missoula City-County Health Department will notify the Montana Department of Public Health and Human Services and the Centers for Disease Control and Prevention, if necessary.
 - The Missoula County Office of Emergency Services will notify the Montana Disaster and Emergency Services Division.
- f. Coordinate with state and federal government.
2. Response activities.
- a. Use secondary devices to gather and preserve information.
 - First responders have become frequent targets for terrorists.
 - Wait until law enforcement can secure the scene.
 - The scene of a terrorist attack must be preserved in as close to its original condition as possible.
 - The need for scene preservation does not supersede rescue efforts or the need for responder safety.
 - Responders should stay on the scene until law enforcement arrives.
 - Take pictures or videotape as soon as possible.
 - Responders should be asked to independently write down what they observed as soon as it is practical.
 - b. Perform criminal investigation.
 - The lead agency in any terrorist investigation will be the FBI.
 - The investigation will involve all levels of government.
 - All documentation must be carefully preserved.
 - c. Determine if act was part of a larger terror campaign.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- HazMat – Monitoring and Disposal.
- Coroner.
- Debris Removal.
- Casualty Information.
- Restricting Area Access.
- Medical Triage Bus.
- Hazardous Material Van/Team.

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

AIRCRAFT DOWN – OFF AIRPORT

LEAD AGENCIES: MISSOULA CITY FIRE DEPARTMENT
MISSOULA RURAL FIRE DISTRICT

COOPERATING AGENCIES:

Missoula County Sheriff's Office	Missoula Emergency Services, Inc.
Missoula City Police Department	St. Patrick Hospital
Missoula Airport Authority	Community Medical Center
National Transportation Safety Board	Western Montana Clinic
Federal Aviation Administration	Missoula City-County Health Department
Transportation Security Administration	American Red Cross
Missoula County Public Works	National Weather Service
City of Missoula Public Works	Missoula County Office of Emergency Services

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	4
C. RESPONSE CONSIDERATIONS PARTICULAR TO AIRCRAFT DOWN	6
D. WARNING.....	6
E. NOTIFICATION AND ACTIVATION	6
F. COMMUNICATIONS.....	6
G. PLAN IMPLEMENTATION	6
IV. Supplemental Information	7

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with an aircraft accident that does not occur at the airport.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to an aircraft accident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. An aircraft accident, for the purposes of this annex, is defined as an occurrence involving an aircraft in which a person is fatally or seriously injured, the aircraft sustains structural damage or failure, or the aircraft is missing or inaccessible.
2. Until such time as an incident is determined to be an aircraft accident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and the Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.

4. Calls for service may overwhelm the Missoula 9-1-1 Center.
5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

III. Concept of Operations

A. GENERAL

1. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)

2. Situation and damage assessments/reports.
3. Scene identification and security.

4. Special needs populations affected by the incident, such as:

- Nursing homes.
- Daycare centers.
- Group homes.
- Homeless persons.
- Hospital or medical facilities.
- Elderly and disabled residents.

[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)

5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.

7. Organizational needs.

- a. Incident Command assignments.
- b. Command post.
- c. Operational level of the EOC and resulting staff needs.
- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.

9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.

- a. Food, water, shelter, personal protective equipment.
- b. Relief.
- c. Critical Incident Stress Debriefing.

11. Private sector involvement and interaction.

C. RESPONSE CONSIDERATIONS PARTICULAR TO AIRCRAFT DOWN

1. Principal command shall be transferred to law enforcement as soon as all survivors have been rescued.
2. The Sheriff's Office will function as the Coroner, including establishing a temporary morgue, if necessary.

D. WARNING

1. Every aircraft accident is different.
2. The warning or notification of a potential aircraft accident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

E. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

F. COMMUNICATIONS

1. Missoula County Emergency Operations Plan (EOP), ESF-5: Emergency Management, will coordinate measures to ensure communications interoperability among the response agencies.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

G. PLAN IMPLEMENTATION

1. Planning activities.
 - a. Establish and secure a perimeter.
 - b. Order additional resources.
 - c. Notify and coordinate with hospitals.
 - d. Establish Joint Information Center.
 - Coordinate information management with airlines, if necessary.

- e. Expand Incident Command System (ICS) as needed.
 - f. Arrange for Critical Incident Stress Debriefing.
2. Response activities.
- a. Make scene safe for responders.
 - Extinguish fire.
 - Identify and alleviate HazMat issues.
 - b. Emergency medical services (EMS) group.
 - Triage, treat, and transport.
 - Use the Simple Triage And Rapid Treatment (START) system.
 - c. Establish staging.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- HazMat – Monitoring and Disposal.
- Coroner.
- Debris Removal.
- Casualty Information.
- Restricting Area Access.
- Medical Triage Bus.
- Hazardous Material Van/Team.
- Water Trailers.

EMERGENCY OPERATIONS PLAN FUNCTIONAL ANNEX

AIRCRAFT INCIDENT – ON AIRPORT

LEAD AGENCIES: MISSOULA CITY FIRE DEPARTMENT
MISSOULA RURAL FIRE DISTRICT

COOPERATING AGENCIES:

Missoula County Sheriff's Office	Missoula Emergency Services, Inc.
Missoula City Police Department	St. Patrick Hospital
Missoula Airport Authority	Community Medical Center
National Transportation Safety Board	Western Montana Clinic
Federal Aviation Administration	Missoula City-County Health Department
Transportation Security Administration	American Red Cross
Missoula County Public Works	National Weather Service
City of Missoula Public Works	Missoula County Office of Emergency Services
Airlines that service Missoula International Airport: Alaska Airlines – Horizon Air, Allegiant Airlines, Delta Airlines, United Express, DHL, FedEx, United Parcel Service.	

TABLE OF CONTENTS

	Page
I. Introduction.....	3
A. PURPOSE.....	3
B. SCOPE.....	3
II. Situation	3
A. INCIDENT CHARACTERISTICS	3
B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS	3
C. PLANNING ASSUMPTIONS PARTICULAR TO AIRCRAFT INCIDENTS	4
III. Concept of Operations.....	4
A. GENERAL.....	4
B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS	5
C. RESPONSE CONSIDERATIONS PARTICULAR TO AIRCRAFT INCIDENTS.....	6
D. ORGANIZATION	6
E. WARNING.....	7
F. NOTIFICATION AND ACTIVATION	7
G. COMMUNICATIONS.....	7
H. PLAN IMPLEMENTATION	7
IV. Supplemental Information	8

I. Introduction

A. PURPOSE

The purpose of this functional annex is to provide a framework for the coordination of city, county, and outside resources in dealing with an aircraft accident that occurs at the airport.

B. SCOPE

This annex addresses situational conditions, a concept of operations, and roles and responsibilities associated with the response to an aircraft accident in Missoula County.

II. Situation

A. INCIDENT CHARACTERISTICS

1. An on-airport aircraft accident, for the purposes of this annex, is defined as an occurrence that takes place on airport property involving an aircraft, in which a person is fatally or seriously injured or the aircraft sustains structural damage or failure.
2. Until such time as an incident is determined to be an aircraft accident, response operations will be implemented under the Missoula County Emergency Operations Basic Plan and Emergency Support Function (ESF) components.

B. PLANNING ASSUMPTIONS COMMON TO ALL INCIDENTS

1. The Missoula County Sheriff's Office and Missoula City Police Department will play a lead or major role in any response to a large-scale incident.
2. Disasters and emergencies have occurred in the county and will likely occur again.
3. In Missoula County and the City of Missoula, the vast majority of communications, medical, utilities, wildland fire, and transportation resources are not owned by or under the control of Missoula County or the City of Missoula. A disaster or major emergency may result in conditions that disrupt, shut down, or overwhelm any number of these resources, which will affect the health and welfare of citizens by impeding both the ability of Missoula County and the City of Missoula to deliver essential public services, and also the ability of citizens to manage their own affairs. Due to this mix of public and private entities, planning, response, and recovery activities will demand close cooperation and coordination among all parties.
4. Calls for service may overwhelm the Missoula 9-1-1 Center.

5. Disruption or damage to one system or part of the infrastructure may cause disruption or damage to another system due to their interrelated nature and the dependency of one system on another. Examples of such events are listed below.
 - a. Disaster response and recovery activities that rely on the use of radio, telephone, or data communications systems will likely be impacted and may be difficult to coordinate.
 - b. Missoula County's utilities, transportation, and communications systems may sustain damage, resulting in the disruption or shut down of these services, thereby reducing the ability of many organizations to conduct rescue operations and deliver essential services.
 - c. Due to an overwhelmed or severely damaged road network during a disaster or major emergency, responders may have difficulty reaching the scenes of critical incidents. Victims, evacuees, and injured emergency personnel may have difficulty moving to hospitals or shelters.
6. The response to a disaster or major emergency while continuing to handle the routine workload could overextend personnel and other resources, leading to the failure of systems and processes.
7. If a terrorist act occurred, threats could include, but are not limited to, improvised explosive devices (IEDs), arson, and the release of hazardous materials (HazMat) and/or pathogens and toxins.

C. PLANNING ASSUMPTIONS PARTICULAR TO AIRCRAFT INCIDENTS

1. The Missoula International Airport staff also has an Emergency Operations Plan (EOP) for aircraft incidents.
2. The Missoula Sheriff's Office also has an EOP for aircraft incidents.
3. Principal command shall be transferred to law enforcement as soon as all survivors have been rescued.
4. The Sheriff's Office will function as the Coroner, including establishing a temporary morgue, if necessary.

III. Concept of Operations

A. GENERAL

1. Operations for an aircraft accident shall be carried out using the Incident Command System (ICS) structure

2. Depending on the severity of the incident, response activities may be handled as part of day-to-day activities, or may require the activation of the Emergency Operations Center (EOC).

B. RESPONSE CONSIDERATIONS COMMON TO ALL INCIDENTS

1. Population protection, evacuation, and sheltering.

[\[Link to ESF-5 Annex, Mass Sheltering Appendix.\]](#)

2. Situation and damage assessments/reports.
3. Scene identification and security.
4. Special needs populations affected by the incident, such as:
 - Nursing homes.
 - Daycare centers.
 - Group homes.
 - Homeless persons.
 - Hospital or medical facilities.
 - Elderly and disabled residents.

[\[Link to ESF-5 Annex, Special Needs Appendix.\]](#)

5. Public information needs, including emergency alerts and ongoing information management.

[\[Link to ESF-15 Annex.\]](#)

6. Assessments of resource needs, ordering, and deployment.
7. Organizational needs.

- a. Incident Command assignments.
- b. Command post.
- c. Operational level of the EOC and resulting staff needs.
- d. Unified Command considerations.

[\[Link to ESF-5 Annex.\]](#)

8. Documentation.
9. Communications needs.

[\[Link to ESF-5 Annex, Communications Appendix.\]](#)

10. Responder needs.

- a. Food, water, shelter, personal protective equipment.
- b. Relief.
- c. Critical Incident Stress Debriefing.

11. Private sector involvement and interaction.

C. RESPONSE CONSIDERATIONS PARTICULAR TO AIRCRAFT INCIDENTS

- 1. Depending on the type and ownership of the aircraft involved, accidents may require close coordination among a variety of agencies that, by law, have control over some aspect of the incident. The command structure should prepare to accommodate these agencies.
- 2. The Crash-Fire-Rescue (CFR) Group Supervisor controls all activities in, and entrance to, the inner perimeter until fires and other hazards are suppressed and all injured persons are removed. Thereafter, the CFR Group Supervisor shall relinquish control of the inner perimeter to the Incident Commander who shall then program remaining activities.
- 3. Medical assistance shall be carried out under standard triage practices.
- 4. Common terminology:
 - a. Inner Perimeter – The area designated by the CFR Group Supervisor that encompasses the wreckage and CFR response activities.
 - b. Outer Perimeter – The area designated by the operations section chief that encompasses and extends beyond the inner perimeter to provide sufficient space for response activities.

D. ORGANIZATION

- 1. *Incident Commander* – The chief law enforcement official within the jurisdiction is the Incident Commander for an aircraft accident.
- 2. *CFR* – The CFR is conducted by the fire agency that has jurisdiction during an aircraft accident.
- 3. *CFR Group Supervisor* – The commander of the fire agency that has jurisdiction is the CFR Group Supervisor for an aircraft accident.

E. WARNING

1. Every aircraft incident is different.
2. The warning or notification of a potential aircraft incident could come from many sources; therefore, open but secure communication among local, state, and federal law enforcement agencies and emergency response officials is essential.

F. NOTIFICATION AND ACTIVATION

1. The Incident Commander will determine the appropriate operating level of the Missoula County EOC based upon specific information received.
2. The Incident Commander will notify the Missoula County Disaster and Emergency Services (DES) Coordinator, elected officials, and other government officials.

G. COMMUNICATIONS

1. Public information.
 - a. The guidelines for a media fact sheet are outlined in Attachment 3.

H. PLAN IMPLEMENTATION

1. Initial response.
 - a. Alert and dispatch tasks shall be carried out under existing department policies, 9-1-1 procedures, and mutual aid agreements.
 - b. Responsibilities for incident personnel are outlined in Attachment 2 to this annex.
 - c. Inner and outer incident perimeters shall be established.
2. Military aircraft accident.
 - a. Ensure that the Flight Service Station (FSS) is aware of the accident. FSS will notify the proper military authority.
 - b. Establish a secure perimeter around the crash site.
 - c. Refer all news media and photographers' requests to a military information officer.
3. Collateral procedures.

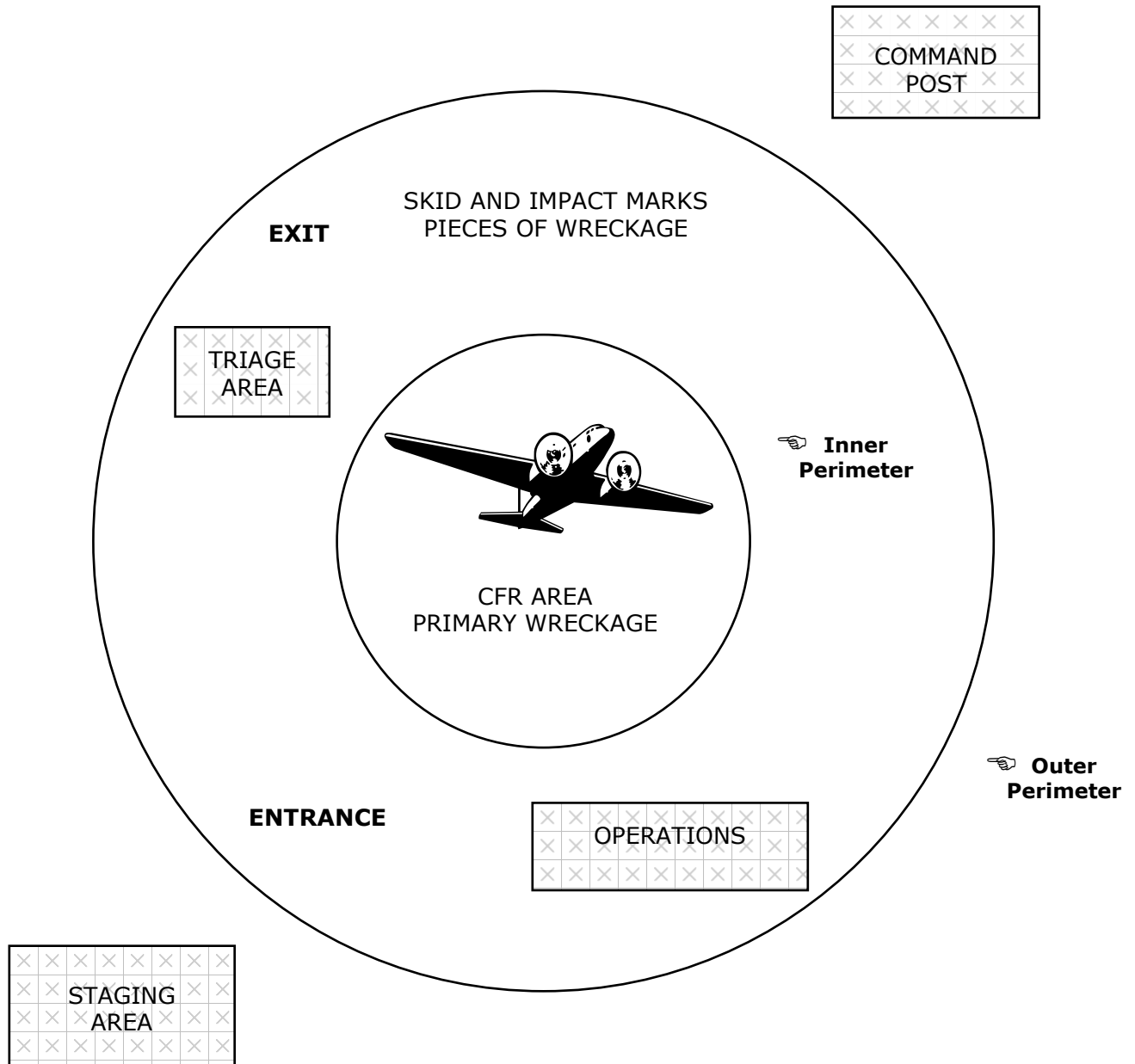
- a. Public information and alerts.
- b. Emergency finance.
- c. Emergency proclamation and disaster declaration.
- d. Mass casualty incident.
- e. Coroner.
- f. Casualty information.

IV. Supplemental Information

Information regarding the following topics can be found in the Supplemental Information section of the EOP.

- HazMat – Monitoring and Disposal.
- Debris Removal.
- Restricting Area Access.
- Medical Triage Bus.
- Hazardous Material Van/Team.
- Water Trailers.
- Resource List.
- MEANS (Missoula Emergency Action Notification System) Alert System.
- American Red Cross.
- Medical Triage Bus.
- Mobile Command Post.
- Evacuation Transportation.

Attachment 1 – IDEAL SITE DIAGRAM FOR AIRCRAFT INCIDENT



PERIMETERS NEED NOT BE CIRCULAR

**LAW ENFORCEMENT SHALL ESTABLISH
PATROLS FOR BOTH PERIMETERS**

Attachment 2 – RESPONSIBILITIES FOR MAJOR AIRCRAFT INCIDENT PERSONNEL

LAW ENFORCEMENT Incident Command Coroner Property Control Site Security Traffic/Crowd Control Perimeters Investigation	INCIDENT COMMANDER Incident Management Appoint Operations Officer Appoint Liaison Officer Appoint Public Information Officer Coordinate With Airport Coordinate With Airline Coordinate With Federal Agencies
FIRE AGENCY (JURISDICTION) CFR Command CFR Operations Medical Triage HazMat	CFR COMMANDER Appoint Triage Leader Appoint Transport Leader Coordinate With Incident Commander Coordinate With Operations Officer
AIRPORT AUTHORITY Carry Out Internal Standard Operating Procedures Coordinate With Airline Coordinate With Incident Commander Staging Area Manager	OPERATIONS OFFICER Report to Incident Commander Coordinate With CFR Coordinate With Law Enforcement Appoint Command Post
AIRLINE Carry Out Internal Standard Operating Procedures	TRIAGE/TRANSPORT LEADERS Report to CFR Commander
OFFICER Casualty Information Coordinate With Incident Commander Coordinate With Airport Authority Coordinate With American Red Cross	PUBLIC INFORMATION OFFICER Coordinate With Airline Report to Incident Commander Set Up Media Briefing Post
AMERICAN RED CROSS Coordinate with Airline Casualty Information Nursing Team Minimum Care Facility	STAGING AREA MANAGER Establish Staging Area Establish Checkpoint Report to Operations Officer Vehicle Movement Safety
HOSPITALS Internal Disaster Plan Casualty Information Coordinate With Coroner	DISASTER AND EMERGENCY SERVICES COORDINATOR Support Incident Commander Brief Elected Officials Support 9-1-1 Center
RADIO AMATEUR CIVIL EMERGENCY SERVICES Support American Red Cross	

Attachment 3 – FORMAT FOR PRESS RELEASE/MAJOR AIRCRAFT INCIDENT

- 1.** Time/Date This News Release:
- 2.** Time/Date of Incident:
- 3.** How Incident Reported:
- 4.** Name of Airline Involved and Type of Aircraft:
- 5.** Flight Number and Destination:
- 6.** Route Prior to Incident:
- 7.** Location of Incident:
- 8.** Number of Passengers and Crew:
- 9.** Estimate of Survivors:
- 10.** Estimate of Dead:
- 11.** Estimate of Missing:
- 12.** Command Post Location:
- 13.** Incident Commander:
- 14.** Public Information Officer:
- 15.** Airline Spokesperson:
- 16.** Highways Closed:
- 17.** Areas Closed:
- 18.** Ground Structures Damaged:
- 19.** Confirmed Number of Dead:
- 20.** Confirmed Number of Survivors:

Include the following in all press releases:

AIRLINE WILL ANNOUNCE COMPLETE LIST OF CASUALTIES AND SURVIVORS AS SOON AS THE NEXT OF KIN HAVE BEEN NOTIFIED.

THE PUBLIC IS REQUESTED TO STAY OUT OF THE AREA. ALL ACCESS ROADS TO AND FROM THE DISASTER SCENE ARE NEEDED FOR EMERGENCY VEHICLES.

FOR WELFARE INFORMATION CONCERNING PASSENGERS AND CREW MEMBERS OF THE AIRCRAFT, CALL _____.

DO NOT CALL 9-1-1 OR OTHER EMERGENCY AGENCIES REGARDING THIS INCIDENT. DO NOT ENTER THE AERONAUTICAL AREA.