

EMERGENCY OPERATIONS PLAN



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INTRODUCTION:

Homeland Security Presidential Directive 5: Management of Domestic Incidents (HSPD-5) and Presidential Policy Directive 8: National Preparedness (PPD-8) established a common national approach to preparedness and response to domestic emergencies or disasters known as the National Response Framework (NRF). The NRF establishes a comprehensive national, all-hazard approach to domestic incidents. Building upon the National Incident Management System (NIMS) and the Incident Command System (ICS), the NRF provides the framework for federal, state, and local governments, nongovernmental organizations, and the private sector to come together with emphasis on preparedness, mitigation, and recovery.

The fundamental principle is that emergency management starts at the local level and expands to include the private sector and regional, state, and federal assets as the affected jurisdiction requires additional resources and capabilities. Both Federal and State Emergency Operating Plans (EOPs) provide support to emergency operations conducted at the local level so they need to be similar with overlapping functions in the plan.

LOCAL GOVERNMENT is a county, city, or special district. The City of Whitefish is a local government jurisdiction closely interwoven with Flathead County and the Whitefish Fire Service Area. As an example of just how interwoven the jurisdictions are, the BNSF rail line that runs through the City is actually in the County.

Depending on the emergency or disaster, the cooperation between the different local jurisdictions, and their seamless integration into an ICS, will be vital to the mitigation and recovery process. A few of the laws that deal with local and state emergency operations are:

- MCA § 10-3-401 Local Emergency Operating Plan
- MCA § 10-3-402 Local Emergency – Declaration
- MCA § 10-3-403 Local Disaster – Declaration
- MCA § 10-3-405 Local Emergency / Disaster Tax Levying
- MCA § 10-3-302 State Emergency – Declaration
- MCA § 10-3-303 State Disaster – Declaration
- MCA § 10-3-311 State Emergency / Disaster Expenditures

PURPOSE:

This plan provides guidance to the City of Whitefish and sets forth the initial management structure, key responsibilities, and general procedures to follow during a response to an emergency or disaster. This plan DOES NOT supersede or replace Flathead County's EOP, but rather provides a framework to initiate a local response and for integration with other local government jurisdictions affected.

Our priorities are:

1. Life Safety, protecting the emergency responders, employees, and the public;
2. Identifying and assessing the emergency, then managing the immediate communications and information regarding emergency response and safety;
3. Ensuring that initial Incident Command is established to manage the immediate response and emergency operations; and
4. Providing for the establishment of the ICS with the overall objective of mitigating the emergency situation with early transition to the recovery phase.

Within the City of Whitefish's jurisdiction, we partner with County agencies along with the DNRC and the National Forest Service. While not set in stone, typically the lead agency is based on the hazard type. The lead agency should provide the initial Incident Commander. Example of possible hazard type lead agencies within the City of Whitefish are:

| <u>HAZARD TYPE</u> | <u>LEAD AGENCY (Typically IC)</u> |
|---------------------------|-----------------------------------|
| Active Shooter | Whitefish Police Department |
| Aircraft Incident | Whitefish Fire Department |
| Bridge / Road | Whitefish Public Works Department |
| Building Collapse | Whitefish Fire Department |
| Diseases & Health Threats | Flathead County Health Department |
| Explosion | Unified w/Whitefish PD and FD |
| Fire | Whitefish Fire Department |
| Flood | Whitefish Fire Department |
| Food Contamination | Flathead County Health Department |
| Hazmat | Whitefish Fire Department |
| Hostage | Whitefish Police Department |
| Riot, Civil Disturbance | Whitefish Police Department |
| Terrorism | Whitefish Police Department |
| Train Incident | Whitefish Fire Department |
| Water Contamination | Whitefish Water Department |
| Water Distribution System | Whitefish Water Department |
| Winter Storm | Whitefish Public Works Department |

SCOPE:

This plan applies to all emergency responses within the City of Whitefish and places a high priority on using the elements of the National Response Framework (NRF) and the National Incident Management System (NIMS), including the Incident Command System (ICS).

Besides some of the legal requirements to use the ICS, mutual-aid partners and other responding agencies across multiple disciplines use the ICS. It's vital we understand and implement the ICS as designed. The organizational structure, position titles and responsibilities are predetermined, and the system is designed to grow and shrink to meet the needs of the incident.

The City of Whitefish shall promote the proper use of the ICS with other City, County, and private sector partners. Understanding the diverse nature of emergencies often requires the cooperation of many departments, agencies and jurisdictions. Most emergencies provide little or no warning, making prior knowledge of the roles and responsibilities each player could fill vital to the success in mitigating the emergency.

Reference:

All potential responders to an emergency incident should complete the following training:

- ICS-700: National Incident Management System, An Introduction
- ICS-100: Introduction to the Incident Command System
- ICS-200: ICS for Single Resources and Initial Action Incidents

These classes are offered online by FEMA at <https://training.fema.gov>.

Any responder who could fill a supervisory role beyond the stem of the planning P, typically operating in a type 3, 2, or 1 incident, should complete the following training:

- ICS-300 Intermediate ICS for Expanding Incidents

Any responder who could fill a leadership role during a type 3, 2, or 1 incident should complete the following training:

- ICS-800 National Response Framework, An Introduction
- ICS-400 Advanced ICS for Command and General Staff

Elected City Officials should complete ICS-402, Incident Command System Summary for Executives.

INCIDENT TYPES:

Emergency Incidents are "typed" in order to make decisions about incident management and resource requirements. There are five levels of complexity within NIMS. Depending on the resource needed they could be minutes, hours, or days away.

TYPE 5 (think Single Department level)

This is a small incident handled by one or two resources often only lasting less than an hour to just a few hours. Most of the calls responded to by the police or fire departments each day are type 5. There is no written Incident Action Plan (IAP) required. Typically, a single department response, *i.e.* just fire or just police.

TYPE 4 (think Multiple Departments level)

This is a slightly larger incident involving multiple resources from different agencies and different disciplines. Examples of Type 4 calls are Motor Vehicle Accidents (MVAs) or a Structure Fire. These incidents often only last one operational period. There is no written IAP required. As an example, during an MVA, police, fire, EMS, and the tow companies all work together.

TYPE 3 (think Local – City, County, or regional level)

This is an incident that requires capabilities beyond the initial attack crews. These incidents often span multiple operational periods. Incident Management is often handled **LOCALLY** by the appropriate City staff with help from the County's Type-3 Incident Management Team (IMT). This City Emergency Operations Plan provides guidance for the initial response to a Type-3 or greater incident. An ICS-201 form should be produced and used during the initial response and, if need be, transitioned to an incoming IMT. The IMT will produce full IAPs for each subsequent operational period.

TYPE 2 (think State level)

This is an incident that's expected to last multiple operational periods and require the coordination of multiple jurisdictions across multiple disciplines, often bringing in out-of-area resources. An IAP will be produced for each operational period.

TYPE 1 (think Federal level)

This is an incident that is the most complex, requiring national resources to safely and effectively manage the operations. An IAP will be produced for each operational period.

All incidents start with a local response, and the ICS provides the structure to allow for the expansion of the incident management to a Type-3, then if needed to a Type-2 or -1. As an incident winds down, it may transition back to a Type-3 or to local management.

Our initial response to any incident should include preparing an ICS-201 form. Remember, what starts right stays right.

DELEGATION OF AUTHORITY:

The authority to make decisions, commit resources, and command the resources necessary to protect the public, stop the spread of damage, and protect the environment rests with the Incident Commander.

Based on their job, it is implied that the Police Chief or Fire Chief has initial authority as Incident Command within their home jurisdiction based on the hazard type.

A formal delegation of Authority is required:

- If the incident is outside the Incident Commander's home jurisdiction;
- When the incident scope is complex or beyond existing authorities;
- If required by law.

A "Delegation of Authority" should include:

- Legal authorities and restrictions;
- Financial authorities and restrictions;
- Reporting requirements;
- Demographic issues;
- Political issues;
- Agency or jurisdictional priorities;
- Public Information management requirements;
- Process for communication;
- Plan for ongoing incident evaluation; and
- Conditions for a transfer of command.

EMERGENCY DECLARATIONS:

An Emergency Declaration is the tool used at each layer of government to expend a reasonable amount funds and provide resources to alleviate the effects of a disaster or emergency. At the Local level, emergency or disaster declaration may be issued by the principal executive of the City and/or County. At the State level, the Governor may declare an emergency or disaster. At the Federal level, the President may declare an emergency or disaster.

It is highly recommended to declare an emergency early and start tracking expenses from the initial response to ensure access to emergency funds and not deplete operational budgets. Well-documented initial outlays often apply during cost share calculations.

HAZARD RISK ASSESSMENT:

Emergencies and disasters can occur with little or no warning, causing significant human suffering, injury and death, public and private property damage, environmental degradation, loss of essential services, economic hardship to businesses, families and individuals, and disruption of local government and other governmental entities.

Flathead County's Threat and Hazard Identification and Risk Assessment (THIRA) identified the following priority list:

- | | |
|----------------------------------|---------------------------------------|
| 1. Wildfire | 7. Severe Summer Weather |
| 2. Flooding | 8. Earthquake |
| 3. Hazardous Materials Incidents | 9. Landslide |
| 4. Severe Winter Weather | 10. Terrorism, Violence, Civil Unrest |
| 5. Communicable Disease | 11. Dam Failure |
| 6. Transportation Accidents | 12. Volcanic Ash |

Here in the City of Whitefish, we are not immune to any of the threats, however, we feel our priority list should be broken down as follows:

HIGHEST PRIORITY

- | | |
|-------------------------------------|----------------------------|
| - Hazardous Materials | - Transportation Accidents |
| - Terrorism, Violence, Civil Unrest | - Wildfire |

MEDIUM PRIORITY

- | | |
|-------------------------|------------------------|
| - Severe Winter Weather | - Communicable Disease |
| - Flooding | - Landslide |

LOWEST PRIORITY

- | | |
|-------------------------|----------------|
| - Severe Summer Weather | - Earthquake |
| - Dam Failure | - Volcanic Ash |

ROLE OF ELECTED OFFICIALS BEFORE A SIGNIFICANT INCIDENT:

The primary role of elected officials prior to a significant emergency or disaster is preparation. A huge role of local government is the protection of its citizens during an emergency, mitigation of the problem, and recovery.

- Make emergency planning a priority at all levels of the organization.
- Know the hazards that threaten your jurisdiction.
- Budget for and help implement emergency preparation efforts.
- Learn about emergency management and disaster recovery programs at the local, state, and federal levels.
- Provide policy direction for prevention/protection-related, response, mitigation, and recovery.
- Encourage all governmental agencies and local business leaders to coordinate and collaborate with your jurisdiction's Emergency Management Team.
- Ensure your Continuity of Operations (COOP) and Continuity of Government (COG) plans are up to date.
- Provide policy direction for declarations of emergencies, establishing emergency reserve funds, and budgeting for emergency preparation efforts.
- Familiarize yourself with your jurisdiction's Emergency Operation Center (EOC). For us it's the Flathead County EOC, run by Flathead County's Office of Emergency Services (OES).
- Obtain the necessary training to become a leader to your constituents during an emergency.
- Familiarize yourself with your legal authority and responsibilities.
- Participate in emergency and disaster drills and exercises.

ROLE OF ELECTED OFFICIALS DURING A SIGNIFICANT INCIDENT:

The primary role of elected officials during a significant emergency or disaster is that of support.

- Declare a state of emergency and activate emergency reserve funds.
- Trust and empower your emergency management officials.
- Maintain situational awareness by staying informed.
- Support and work with your emergency manager officials as needed. This may include obtaining assistance from other agencies, issuing emergency orders, and declaring a local emergency.
- Use the Incident's Liaison to interface with the Incident Management Team.
- May fill a role in the Incident Command System, but please stay within your lane.
- Serve your citizens by allowing the first responders and the EOC staff to manage the incident. Elected Officials are involved in the planning and training before an incident and then the leadership during the recovery period.

ROLE OF ELECTED OFFICIALS AFTER A SIGNIFICANT INCIDENT:

The primary role of elected officials after a significant emergency or disaster is to provide leadership during the recovery process.

- Understand the disaster assistance programs available and application process for the State of Montana and the Federal Disaster Declarations.
- Support the community throughout the recovery, recognizing that this can be a long process.
- Help identify opportunities to rebuild and mitigate future damage through planning and smart infrastructure investments.
- Ensure Codes and Regulations are enforced during the recovery process.

CONCEPT OF OPERATIONS:

All emergencies or disasters start with a response by the initial first responders, typically the police and/or fire departments. Recognizing that the incident will require capabilities beyond the initial response is a vital step. Often in a Type-5 or Type-4 event, the initial Incident Commander (IC) may also be operational. When the initial IC recognizes that the incident is of a size or complexity requiring capabilities beyond those routinely available, the initial IC must abandon any operational duties he/she may be doing and focus on building the Incident Command System (ICS) to meet the needs of the event. This will include filling out an ICS-201 form to start the documentation process. Remember, what starts right stays right.

Notification of additional resources becomes paramount as response times can vary greatly. Some resources will respond as part of prearranged automatic-aid system and worry about reimbursement later, while other resources will require a known funding source. Organizing arriving resources by establishing an accountability system, providing a briefing, and establishing supervision (knowing who you are working for and knowing who is working for you) will prevent freelancing and control the response.

When building a local incident command structure, remember Flathead County's Office of Emergency Services and the Northwest Montana Type-3 Incident Management Team are available to assist as a team or to fill in specific gaps with an individual.

Features of ICS:

- Unity of Command – each person has one boss
- Management by Objectives – Local Control
- Manageable Span of Control – may vary but typically 3-7 subordinates
- Modular Organization – grows and shrinks to meet incident needs
- Common Terminology, Job Titles and Descriptions
- Common Facilities – example is a single Incident Command Post (ICP)
- Resource Management – single point ordering
- Integrated Communications – a single message

Best Practice for Initial Operations:

- Everybody has a response time. Plan on it and call for help early.
- Expanding incidents require the Incident Commander (IC) to deal with many factors beyond their typical operational role. Assigning somebody to Operations (OPS) in order to free yourself up from operational duties is recommended.
- Do not just talk safety, make sure it happens by assigning a Safety Officer (SO).
- Resource tracking is a priority, so consider assigning a Resource Unit Leader (RESL). You or your assigned RESL needs to know:
 - Who is on scene already working, how do you communicate with them?
 - Who is been dispatched already but not there yet?
 - Who else do you need to order?
- Most ICs never get in trouble for operational issues. Providing timely, accurate, and appropriate information to the public, stake holders, and other agencies is where ICs falter. Assign a Public Information Officer (PIO) and, if needed, a Liaison (LOFR).
- Document, document, document! You'll want to start an ICS-201 form and keep it updated as the incident develops. Assigning a scribe, a/k/a Documentation Unit Leader (DOCL), to document the ongoing status is imperative.

Emergency Notification

For any emergency or disaster that is beyond a Type-4 incident, or may grow beyond a Type-4 incident, the following notifications should be made:

- Rick Sacca, Flathead OES, through the 911-Dispatch Center. Rick is also our State DES contact and a great resource for any incident.
- Adam Hammatt, City Manager, who can also help notify other City employees and serve as PIO. Adam also liaises with our Crisis Communications Team.

Montana Mutual Aid is the Montana Fire Services' program to send out a state-wide request to obtain help from fire departments where no mutual-aid agreement exists, reference MCA § 7-33-2108. Montana Mutual Aid can provide fire resources as well as incident management personnel to help bridge the gap. Travel time can be an issue in our large state, but responding agencies try to respond within 60-minutes of the request for assistance.

INCIDENT COMMAND:

The initial Incident Commander (IC) is typically the senior first arriving first-responder from either the police or fire department. The role of IC may transfer to a later arriving senior officer who may join with senior officers from a different discipline to form a Unified Command (UC).

Priorities for an Incident Commander or Unified Commanders are:

- Fix the responsibility for Incident Command on a single individual or Unified Command based on the incident type, sequence of arrival, and knowledge of the ICS.
- Ensure that a strong, direct, and visible chain of command is established as soon as possible. This must be communicated to all responders.
- Obtain a detailed size-up, risk assessment, and current operational picture.
- If appropriate, start the City of Whitefish Notification Process.
- Set Initial Objectives, for the initial response using "AMF:"
 - Achievable,
 - Measurable,
 - Flexible.
- Start an IC-201 form which will serve as the initial Incident Action Plan (IAP), then see that it is kept current, with a date and time stamp for each subsequent entry.
- Ensure everybody working on the incident knows the IC's Initial Objectives and operates safely. Assign a Safety Officer (SO).
- Order/request and track resources needed to meet the Initial Objectives. If needed, assign a Resource Unit Leader (RESL).
- Ensure a single message is communicated to the public and that appropriate stake holders are kept informed. The best practice is to assign a Public Information Officer (PIO) and/or a Liaison Officer (LOFR). Ensure the City's Crisis Communications Team reports to the incident's PIO and IC during an incident.
- Organize all operational resources maintaining an appropriate span of control and accountability. The best practice is to assign an Operations Section Chief (OSC).
- Establish the appropriate size Command Structure and get the help needed. Remember, the ICS is designed to grow and shrink based on the incident. Fill only the positions needed.

CITY OF WHITEFISH EMERGENCY NOTIFICATION:

Emergencies and disasters can occur during a preplanned event or on any day at any time. While the Police and Fire Departments are staffed 24-7-365, many of the other City departments are not. It becomes incumbent upon the first arriving Police Officer, Firefighter, or Public Works employee to recognize the magnitude of the situation and start the appropriate notification process.

Building the organization needed to manage the incident as well as obtaining qualified responders and equipment in a timely manner is key. Within the City of Whitefish, an Incident Commander can request an immediate response from City staff using the City's "Emergency Notification System."

While there are plenty of agencies and organizations who will respond to assist when called, they all have response times. If you know, or think you might, need resources from outside the City, don't hesitate to get them responding. During the initial stages of an incident, TIME is not on your side. *"Call early, call often."* You can always cancel.

Emergency and disaster scenes are chaotic, but our response shouldn't be. Often the initial responders are busy dealing with the incident's operational needs, so it is incumbent upon later arriving resources to work within the ICS and support the incident.

Ideally Incident Command (IC) needs to know:

- What's the problem and where's it going?
- Safety concerns?
- Who's on scene already working?
- Where they are working?
- What are they doing, or trying to do?
- How are we communicating with them?
- What other help has already been requested?
- When will they get here?
- What other help is available?

Obtaining a good operational picture is vital for Incident Commanders as they establish an Incident Action Plan (IAP), initially using the ICS-201 form. When requesting additional resources, remember to document who's been requested and their ETA. Also, be sure to tell them where you want them to check-in and/or stage prior to engaging in the incident. Try not to let resources go to work without a briefing or accountability.

INITIAL INCOMING BRIEFING:

Everyone working on an incident deserves an Incoming Briefing. Besides the safety aspect, which is always the top priority, it prevents freelancing and duplication of efforts.

As the initial resources arrive during the initial operating period, it's important that they're provided with a briefing, which may just be verbal, but should include:

- The Incident Objectives set by the IC;
- Their Task (Leader's Intent for each resource);
- Known Hazards, Hot, Warm, Cold zones etc.;
- Radio Frequencies, their TAC, Command, and Emergency channels;
- Who they are working for;
- Who, if anybody, is working for them;
- Who else will be working alongside them and how to communicate; and
- What logistical needs they have in order to do their job.

It is important to document the resources working on the incident:

- Who has been requested;
- Their ETA and/or arrival time;
- Resource Type and Staff (get names);
- Resource's Leader's name and cell phone number;
- Radio Frequency they'll be working on; and
- Their assignment, and who they'll be working for.

ICS-201 FORM:

The ICS-201 Incident Briefing form is prepared by the initial Incident Commander (IC) to serve as the initial Incident Action Plan (IAP) and, if needed, an aid in briefing an incoming Incident Command Team (ICT) on an expanding incident. Often the original IC doesn't have access to or the time to use a computer and this form is filled out by hand. The ICS-201 serves as a permanent record of the initial response to the incident and should contain the following:

ITEM 1. INCIDENT NAME

This is the name assigned to the incident by the first arriving unit when taking command and giving a size-up.

ITEM 2. DATE PREPARED

This is the date the document is started.

ITEM 3. TIME PREPARED

Use military time (the 24-hour clock) and note the time and each subsequent change, creating a time log of the incident.

ITEM 4. MAP SKETCH

Do the best you can to show the incident boundaries, location of resources, and any incident facilities at this time. If possible, add a topographic map and/or a Google Earth photo. This may change with time.

ITEM 5. PREPARED BY

Print the person's name and ICS position at the time they complete the form.

ITEM 6. SUMMARY OF CURRENT ACTIONS

Enter the strategy and tactics underway currently. Also, list any specific known problem areas. Keep track chronologically of actions taken, their results, and any other significant events.

ITEM 7. CURRENT ORGANIZATION

This is the organizational chart of how things are organized currently, showing the ICS positions being filled and the names of who is currently filling each role. If available, it's a good idea to list cell phone numbers for each person and what organization they are with. This will also change with time.

ITEM 8. RESOURCE SUMMARY

List all resources allocated to the incident by "resource type," unit number, leader's name, cell phone number, and number of members assigned to each resource. Also, record when they were ordered, when they arrived or their ETA, and where assigned.

Again, the ICS-201 form is the preparer's best-known snapshot of an ever-changing chaotic event. <https://emilms.fema.gov/IS201/assets/ICS%20Forms%2020201.pdf>

INCIDENT COMMAND SYSTEM (ICS) FORMS:

There are other ICS Forms besides the ICS-201 form that will make up a complete Incident Action Plan (IAP). The following standard forms should be used as time allows.

The initial documentation:

ICS-201, Initial Incident Briefing - This is the form used during the initial response prior to the formation of the Planning Section which will produce a full Incident Action Plan (IAP) for the subsequent operational period.

An Incident Action Plan (IAP) includes as a minimum:

- ICS-202 - Incident Objectives
- ICS-203 - Incident Organizational Assignment List
- ICS-204 - Assignment List for each Division, Group, etc.
- ICS-205 - Incident Radio Communications Plan
- ICS-206 - Medical Plan
- ICS-208 - Safety Message

Additional forms to be used:

- ICS-213 - General Message Form
- ICS-214 - Activity Log

<https://training.fema.gov/icsresource/icsforms.aspx>

INCIDENT FACILITIES:

The need for and location of Incident Facilities will be incident specific depending on a lot of different factors such as:

- Type of incident
- Size of incident and expected growth, direction, and duration
- Location of the incident
- Weather

If an incident is going to grow or last for multiple operational periods, Incident Facilities are needed. If they are needed, assign a Facilities Unit Leader (FACL) to assist in setting up and running these facilities.

INCIDENT COMMAND POST (ICP)

The Incident Command Post will originally be at the initial first responder's vehicle and may transfer to a location out of harm's way, but still close to the incident. If the incident is going to be a large or a lengthy event, consider moving the ICP to a facility with emergency power, meeting rooms, and good communications. Typically, we would like to use the City's Emergency Operation Center (EOC).

{NOTE: THE EOC IS THE BUILDING'S NAME NOT ITS FUNCTION DURING AN INCIDENT}. Remember, there is only one Incident Command Post (ICP) per incident even though it may move from one place to another.

STAGING FOR INCOMING RESOURCES

It is a good idea to stage incoming resources close to the scene but not so close that they begin freelancing or interrupting operations. Having multiple locations is acceptable as well, however, you do not want resources driving past the incident to get to staging. It is a good idea to locate staging where it can easily be found by responders who don't know the area. Make sure the area is large enough to hold the resources that have been ordered. Staging near a gas station with bathrooms is a good idea for resources that have traveled a distance. NEVER stage at your Incident Command Post. Assign a Staging Area Manager (STAM) as soon as possible, typically assigning a member of the first arriving unit.

One example of a good staging area for the City is the Midway Mini Mart located at 4899 Highway 93 South, until a closer area based on the incident and expected number of resources is established.

EVACUATION CENTER(s)

During some emergencies, we are going to need to evacuate some people immediately. Given we are a tourist town, a lot of the public will not know where all the churches and schools are located and there are times when these facilities are in use or locked up. During an emergency evacuation, we will not have time to explain the situation to each person. In that case, the best idea is to send them to an area they probably know, for example, the shopping centers where there are bathrooms, shelter, large parking lots, and food. As soon as possible, we need to send a liaison to these sites to provide status updates, as communication is key. Remember, these are just immediate temporary locations for the public. Once we have an idea of how long we need to keep people out of an area, we need to communicate with these temporarily evacuated people. If needed, use of the Red Cross to establish true evacuation centers is very helpful.

EMERGENCY OPERATION CENTER (EOC)

We are not talking about the City's building on Flathead Avenue, but the incident management location that is going to manage/support the incident from a distance. Having Flathead County staff their EOC in Kalispell will tie in our communication center and provide a trained support staff.

BASE / CAMP(s)

During most of our initial emergency responses, we will not need to deal with a Base or Camp. However, during expanding incidents, all the resources working will need to be supported. These facilities support the incident workers while supporting the public becomes part of operations even though the logistical issues are similar.

BASE is where we provide the supplies needed to operate, such as fuel, batteries, radios, etc., and is often located near the Incident Command Post (ICP). Temporary lighting, internet access, and other logistical needs for the responders working the incident will be needed.

CAMP is where we feed, water, rest (sleep), and provide sanitary services for the responders working the incident. It's great to locate it away from the Base so people can rest and not be disturbed by the operations at the base. Drinking water, gray water, garbage, and temporary lighting will need to be considerations and on long duration events, shower units will be needed.

CITY OF WHITEFISH ASSIGNMENTS:

Should we have an emergency or a disaster that will require a Type-3, -2 or -1 Incident Management Team (IMT), the City shall establish the initial IMT to manage the incident until resolution or the incident is turned over to a Type-3, -2 or -1 IMT. Often when a Type-3, -2 or -1 IMT finishes its involvement, the incident is not fully resolved and the local IMT manages the conclusion and recovery of the incident.

Since incidents mostly happen without warning, understanding the Incident Command System (ICS) and your potential role is imperative, especially during the initial response.

Here are the suggested City of Whitefish Assignments but remember that ICS is designed to grow and shrink based on the incident needs. The roles suggested for City Staff may not all be needed, but Staff should remain flexible as they could be assigned to help with another role.

The IC is responsible for building the Incident Command System he/she needs to handle the incident. Best practice has shown that for developing incidents, the initial positions needed are:

- IC - Incident Commander
- OSC - Operations Section Chief
- SOF - Safety Officer
- PIO - Public Information Officer

The next few positions that are recommended are:

- RESL - Resource Unit Leader
- DOCL - Scribe/Documentation
- LOFR - Liaison Officer

Again, the Incident Commander builds the organization he/she needs to handle the incident. The organization will grow and shrink to match the complexity of the incident.

INCIDENT COMMANDER: Depending on incident type, this role will fall to either the Police or Fire Department leadership upon their arrival. If the incident type is outside of the Police's or Fire's purview, they should join with an appropriate person to form a unified command, offering their knowledge of ICS.

The IC will develop the Incident Objectives and manage the incident.

OPS SECTION CHIEF: This role will initially fall to the on-duty Police Officer or Fire Captain who will likely be the initial IC prior to the arrival of their department leadership. This will be the largest section and the hardest to organize during the initial response, but it's imperative.

The Ops Section Chief builds his/her section from the bottom up, putting single resources together into task forces and strike teams in order to maintain a manageable span of control.

Operations will direct the strategies and tactics to meet the IC's objectives and supervise all operations sections.

SAFETY OFFICER: This role should fall to someone familiar with the incident type and safety operations, typically from the Police or Fire Departments.

The SOF will monitor and assess hazardous and unsafe situations and develop measures for assuring personnel safety.

PUBLIC INFORMATION OFFICER:

The Public Information Officer (PIO) role will fall to the City Manager, backed up by Mayor or Deputy Mayor. It is imperative the PIO liaises with the City's Crisis Communications Team as soon as possible.

The PIO develops and disseminates incident information to the public and other appropriate agencies and organizations for the IC.

DOCUMENTATION:

The Scribe (DOCL) role initially is the responsibility of the IC, but should be handed off to the City Clerk, backed up the Police and/or Fire's Administrative staff as soon as possible. His/her assignment will be filling out the ICS-201 form and keeping it updated to create a chronological record of the incident.

Documentation keeps a chronological record of the incident by maintaining the ICS-201 Form.

LIAISON OFFICER:

This role initially is the responsibility of the IC but should be handed off as soon as possible to a member of the Planning Department.

The Liaison Officer is a point of contact for contacting assisting and cooperating agencies.

PLANS SECTION CHIEF: While a Plans Section Chief (PSC) may not initially be needed, a Resource Unit Leader (RESL) would probably be the first position in the Plans Section to be filled. This role will initially fall to any available member of the Police or Fire Department, including their Administrative Staff.

The Resource Unit Leader will track the resources on scene already, resources ordered with their ETA, and ensure resources make it to the area needed.

FINANCE SECTION CHIEF: While the Finance Section Chief (FSC) may not be initially needed, the Procurement Unit Leader (PROC) probably will be needed to obtain supplies. Also, Legal advice will be needed by the IC when dealing with multiple jurisdictional boundaries and emergency contracts. These roles should be filled by the Finance and Legal Departments

The Procurement Unit Leader will provide the funding mechanism to obtain needed supplies.

Legal advice will be needed to deal with jurisdictional issues and emergency contracts.

LOGISTICS SECTION CHIEF: While the Logistics Section Chief may not be initially needed, a Facility Unit Leader (FACL) and /or Supply Unit Leader (SPUL) could be. These roles will be filled depending on incident type, size, and complexity. These roles will fall to the Public Works and Parks & Recreation Departments.

The Facility Unit Leader will establish and support any needed incident facility such as the Incident Command Post, Base, Camp, or Evacuation Center.

The Supply Unit Leader will obtain, issue, and track supplies being used on the incident.

**VOLUNTEER
COORDINATOR:**

While not an official ICS position, this role becomes very important as volunteers show up to help. Failing to manage these volunteers will become a safety and public relations nightmare. This role will fall to the HR department with back-up from Finance front office staff.

Volunteers can be used to help in many areas, but it is imperative we provide:

- proper supervision;
- any safety equipment needed;
- proper instruction (training); and
- accountability.

INCIDENT COMMANDER (IC or UC):

The IC or the Unified Command has the authority and responsibility for the overall management of the incident. Typically, the IC is the ranking member of the first arriving unit from the proper response discipline based on the incident, *i.e.* police, fire, EMS, public works, etc.

COMMAND is a position, not a person, and can be transferred to another person. The IC will also be responsible for any and all functions of the Command and General Staff that are not assigned to someone else.

Command Staff:

| | |
|---------------------------------|---|
| PIO, Public Information Officer | this position controls the message; |
| SOF, Safety Officer | this position provides for safety; |
| LOFR, Liaison Officer | this position interfaces with stakeholders. |

General Staff:

| | |
|----------------------------|--|
| Operations Section Chief | this section is the largest and handles the incident |
| Planning Section Chief | this section plans the work for the next op-period; |
| Logistics Section Chief | this section obtains resources for the work; |
| Finance / Admin Sec. Chief | this section tracks cost and issues payments. |

IC's RESPONSIBILITIES:

- _____ Assesses the situation
- _____ Names the incident
- _____ Establishes the Incident Command Post (ICP)
- _____ Establishes the appropriate ICS structure to fit the incident complexity
- Then depending on the incident & complexity***
- _____ Obtains Delegation of Authority if needed
- _____ Establishes the incident objectives and strategy
- _____ Briefs Command and General Staff
- _____ Initially starts an ICS-201 form, then participates in the Planning Process
- _____ Approves all release of information
- _____ Approves and authorizes the implementation of the Incident Action Plan
- _____ Coordinates with outside entities, as necessary
- _____ Approves requests for additional resources
- _____ Maintains a Unit Log, ICS-214

COMMAND STAFF:

Command Staff is there to assist the Incident Commander (IC) and to carry out duties of their own. These positions are not counted when assessing span of control for the IC.

PIO – Public Information Officer

Develops and releases information to the media, incident personnel, and the public.

PIO's RESPONSIBILITIES:

- _____ Coordinates with the IC and gets the IC's approval for incident information release
- _____ Conducts media briefings, and arranges tours and interviews
- _____ Conducts public information meetings
- _____ Coordinates and oversees the City's Crisis Communications team
- _____ Coordinates with PIOs from other involved agencies for a consistent message
- _____ Maintains a relationship with local media outlets
- _____ Monitors the public's reaction to information
- _____ Maintains a Unit Log, ICS-214

SOF – Safety Officer

Monitors incident activities related to safety with emergency authority to stop unsafe acts.

SOF's RESPONSIBILITIES:

- _____ Reviews Operational plans for potential hazards and mitigations
- _____ Maintains awareness of incident activities and monitors for safe operations
- _____ Ensures all known hazards are communicated to ALL incident personnel
- _____ Ensures personnel accountability and maintains a Unit Log, ICS-214

For expanding incidents

- _____ Develops an incident Safety Analysis, ICS-215A
- _____ Approves the Medical Plan, ICS-206
- _____ Produces a Safety Message for the IAP
- _____ Investigates incident accidents

LOFR – Liaison Officer

Is the point of contact for other agencies, both governmental and nongovernmental, essentially serving as a buffer for the Incident Commander (IC).

LNO RESPONSIBILITIES:

- _____ Communicates with IC representing other agencies' concerns and issues
- _____ Maintains contact with effected agencies
- _____ Maintains a Unit Log, ICS-214

OPERATIONS SECTION CHIEF:

The Operations Section is responsible for managing tactical operations at the incident site to reduce immediate hazards, save lives and property, protect the environment, establish situational control, and restore normal conditions within the guidelines provided by the IC. This is the largest section and may be broken down into:

BRANCH (manager) – based on response discipline (Fire Branch, L/E Branch, etc.)

DIVISION (supervisor)– based on location (East Division, West Division, etc.)

STRIKE TEAM (leader)– group of like resources (Ambulance Strike Team, etc.)

TASK FORCE (leader)– group of mixed resources (An L/E officer with a Medic)

SINGLE RESOURCE (boss)– a staffed engine, a hand crew, a police car etc.

It is very important during the initial response that Ops works with the Resource Unit Leader (RESL) to determine who is working on the incident and establish a command structure for Ops with each resource having one boss and a manageable span of control.

OPS RESPONSIBILITIES:

- _____ Organizes, assigns, and briefs all operational resources
- _____ Establishes staging area(s)
- _____ Executes the Incident Action Plan (IAP), which is initially directions from the IC
- _____ Monitors and evaluates status/progress and makes recommendations to PLANS for the next operational period
- _____ Reports information about changes to the implementation of the IAP to the IC
- _____ Ensures safe operations, coordinating with the Safety Officer
- _____ Maintains a Unit Log, ICS-214

During an initial emergency response, it is highly recommended that during the initial operational period the operation section should be broken down into Branches based on response disciplines. Without an IAP, it's easier to manage resources with their known day-to-day leadership and management structure.

For example, use one or more of the following branches:

- Air Branch (note: if using air resources, you **MUST** have an Air Branch)
- Law Enforcement Branch
- Fire Branch
- EMS Branch
- Hazmat Branch
- Public Works Branch
- Rescue Branch

PLANNING SECTION CHIEF:

The Planning Section is responsible for collecting, evaluating, disseminating, and using information about the incident and the status of resources to:

- Understand the current situation
- Predict the probable course of events
- Prepare alternative strategies for the incident
- Produce an IAP for each subsequent operational period

Often during the initial response to an expanding incident, local resources are only able to produce an ICS-201 and not a full IAP.

Positions that fall under the Planning Section Chief and, if unassigned, are the responsibility of the Planning Section Chief are:

SITL – Situation Unit Leader: keeps track of the current situation

RESL – Resource Unit Leader: keeps track of resources working, in staging, and on the way

DOCL – Documentation Unit Leader: documents decisions and actions taken

DMOB – Demobilization Unit Leader: plans how and when to send units home

Technical Specialist – Based on incident type, helps with the planning

During the initial response to an incident, the Planning Section often has their hands full determining who's working on the incident. Many agencies from different disciplines may have already been dispatched. Also, many freelancers and volunteers may have joined the effort and need to be accounted for.

Determining who is on scene, who's doing what, who else has already been dispatched, and what additional resources are needed is a huge job handled by the Planning Section. An ICS-215 is the standard form used to record this information.

PLANNING RESPONSIBILITIES:

- _____ Work with the IC/OPS to initially determine who's on scene and what they're doing
- _____ Get situation reports from the IC and OPS on their current plan and status
- _____ Lead the planning process for the next operational period
- _____ Build an ICS-215 to track needed resources (working, needed, ready to demobilize)
- _____ Produce an IAP for the next operational period
- _____ Build traffic and/or evacuation plans if needed
- _____ Brief resources on the IAP at the start of their shift
- _____ Prepare alternative strategies
- _____ Maintain a Unit Log, ICS-214

LOGISTICS SECTION CHIEF:

The Logistics Section (LOGS) is responsible for providing facilities, services, and materials to support the incident response. During the initial response, most local emergency responders are self-sufficient for a period of time. However, as time goes on additional resources and support from outside of the service area will be required.

LOGS is set up to support the incident responders and includes:

SERVICE BRANCH

- Communications Unit: How we're going to talk to each other.
- Medical Unit: To take care of the responders.
- Food Unit: To feed the responders.

SUPPORT BRANCH

- Supply Unit: Orders, receives, and distributes supplies.
- Facilities Unit: Builds and manages incident facilities:
 - Base - where the incident is run from.
 - Camp - where responders eat and sleep.

This is where volunteers are typically used, as it is hard to quickly determine their training and certifications, plus proper PPE is usually unavailable for them to work in Operations.

Sometimes emergency incidents are logistical in nature with feeding, providing medical aid, etc. to the community. In these cases, efforts are Operational, and the Logistics Section continues to provide services for the emergency responders.

LOGISTICS RESPONSIBILITIES:

- _____ During the initial response LOGS will have to quickly:
 - Work with Finance on the procurement process: Single point ordering.
 - Keep the current initial responders working: Fuel, water, food, batteries, etc.
- _____ Work with OPS and PLANS to find out what other resources are needed, for how long, and their ETA.
- _____ Build & support a communication plan so everybody can communicate.
- _____ Build a Medical Plan to protect the responders.
- _____ Establish incident facilities that will meet the projected needs for the incident.
- _____ Maintain a Unit Log, ICS-214.

FINANCE / ADMIN SECTION CHIEF:

The Finance Section is responsible for all financials, cost analysis, and all legal implications. They must set up a procurement process for ordering, track all resources and equipment with times in and out, and collect and review all contracts.

FINANCE/ADMIN RESPONSIBILITIES:

- _____ Set up a procurement process to obtain resources and supplies requested by LOGS.
- _____ Keep the IC informed as to amount spent to date and estimated daily burn rate.
- _____ Ensure all local, state, and federal laws are followed in regard to spending.
- _____ Track/Record all time worked.
- _____ Review contracts, invoices, and payments.
- _____ Establish a tracking system for any new property procured.
- _____ Draft any needed MOUs for the incident.
- _____ Work with LOGS to establish contracts with vendors.
- _____ Obtain and review all mutual-aid agreements and contracts.
- _____ Prepare and sign any land use agreements.
- _____ Maintain a Unit Log, ICS-214.

VOLUNTEER COORDINATOR:

The Volunteer Coordinator, while not an ICS position, is a vital to any incident. Accounting for, providing for safety, and ensuring all volunteer efforts are working towards a single set of goals as defined by the IC requires the control of all responders, even if uninvited. Volunteers could be used in a number of different sections within the ICS system, but typically they are in the Logistics Section working to support the emergency responders. They may also help in operations provided they have the proper training and PPE.

If not dealt with, many volunteers will freelance. Organizing those who want to help will be safer and more efficient than trying to keep them away.

VOLUNTEER COORDINATOR RESPONSIBILITIES

- _____ Collect names of volunteers, their assignment, along with start and end times each Operational period.
- _____ Ensure each volunteer knows who they're working for.
- _____ Ensure each supervisor knows which volunteers are working for them.
- _____ Vet volunteers with documented (proven) specific skills and assign as needed.
- _____ See that proper PPE or credentials are provided for their assignment.
- _____ Provide any safety training that may be needed.
- _____ Maintain a Unit Log, ICS-214.

EMERGENCY SUPPORT FUNCTIONS:

Emergency Support Functions (ESFs) is the grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents. While we will not be dealing with ESFs during the initial response, during an expanding incident and into the recovery phase, an understanding of these organizational support functions will be vital.

ESFs would be requested by either the Incident Management Team (IMT) or Incident Commander (IC) for large long-term incidents and will involve the following questions:

Transportation (ESF#1)

- How will you assess, monitor, maintain, or restore transportation avenues in an emergency?

Communications (ESF#2)

- How will the responding agencies communicate and coordinate during a disaster?
- How does this plan fit with the regional and national communication systems?
- What has been done to protect existing emergency communications service?

Public Works and Engineering (ESF#3)

Critical Infrastructure and Key Resources Restoration

- What are the critical locations that need to be cleared of debris immediately in order to respond to the emergency?
- What are the key areas needing attention to restore vital public infrastructure, including public utilities?
- How will you manage debris collection and removal?

Firefighting (ESF#4)

- What is the process for detecting and suppressing large scale fires resulting from or occurring coincidentally with an incident response?
- What cross-jurisdiction agreements exist for working on large fires?

Emergency Management (ESF#5)

Direction, Control, and Coordination: Emergency Operations Center (EOC)

- Who is in charge of the EOC? (Provide at least two alternates)
- What equipment will be needed to manage the EOC?
- Where will the EOC be located? (Provide at least two alternative sites)

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

- How, where, and under what circumstances will shelters be opened?
- What agencies will be responsible for providing essential care (food, water, etc.)?
- What arrangements are in place for household animals that are brought to the shelter?

Logistics Management and Resource Support (ESF #7)

- Who has access and control of response equipment? (Provide at least three alternates)
- How and where (provide options) will supplies be staged prior to a disaster?
- How and where (provide options) will unsolicited donations and volunteers be managed?

Public Health and Medical Services (ESF #8)

- What agencies and methods will be used to identify public health issues related to a disaster?
- How will potable water be provided?
- How will sewage be handled if systems are inoperable?
- How will food safety issues be addressed?
- How will the needs of vulnerable populations be assessed and addressed?
- What processes or agreements are in place to provide additional medical staff or supply assistance if needed?
- How will mass casualty/fatalities be handled?
- What facilities are available for use as emergency treatment centers?
What agreements or processes are in place to access these facilities?

Search and Rescue (ESF #9)

- What are the actions for searching collapsed structures, water searches, and inland searches?
- Who will coordinate these searches?

Oil and Hazardous Materials Response (ESF#10)

- What has been done to prevent, minimize, or mitigate an oil or hazardous materials release?
- What methods are in place to detect contamination, stabilize a release, provide for cleanup and waste disposal?

Agriculture and Natural Resources (ESF #11)

- How will an outbreak of a harmful animal or plant disease be managed?
- How will the needs of farm animals be met during a disaster?

Energy (ESF #12)

- What is the process for addressing significant disruptions in energy supplies?
- What are the critical assets and infrastructures of the energy system? How are vulnerabilities to those systems monitored and mitigated?

Public Safety and Security (ESF #13)

- How will public safety and security resources be used in an emergency?

Long-Term Community Recovery (ESF #14)

- How will post-incident assessments, plans and activities be coordinated?
- How will special needs populations be incorporated into the recovery strategies?

External Affairs (ESF#15)/Emergency Public Information

- How will communication to the public be managed? What methods will be used to inform individuals with disabilities or limited English proficiency?
- Who will have responsibility for communicating to the public and to the media during an emergency?
- What methods will be used to help the public be informed and prepared for the identified hazards before an emergency occurs?

RADIO FREQUENCIES:

Communication is always a problem. You need to ensure each unit working on the incident has a way to talk to their supervisor and their direct reports. For example, the OPS Section Chief will need to be able to talk to the IC and each unit working for them. If they don't have a radio, give them a radio or have someone with a radio that can relay messages stay with them.

In the Whitefish area the following radio channels are generally used:

| | | | |
|----------|------------------|----------------------|---------------------|
| PD | 7-WPD-D1 | 12B1 (Encrypted) | |
| PD | 7-WPD-OPS | (not Encrypted) | |
| PD | 7-WPD-ADM | (not Encrypted) | |
| PD | 7-WPD-RPT | (not Encrypted) | |
| PD | 7-INC-1 | 135F (not Encrypted) | |
| FIRE/EMS | WFD TAC | Rx:154.32500(107.1) | Tx:154.32500(107.2) |
| FIRE/EMS | 383-BIG (repeat) | Rx:155.76000 | Tx:154.98750(103.5) |
| FIRE/EMS | 383-DIRECT | Rx:155.76000 | Tx:154.98750(103.5) |
| ROADS | KNIT950 | Rx:154.75500 | Tx:144.75500 |
| WATER | WQKK627 | Rx:159.31500 | Tx:159.31500 |

Montana Mutual Aid channels that are generally used:

| | | | | |
|------------|-------------------------|--|------------|-----------------------|
| GOLD = | Check-in / Staging | | RED = | Fire, Wildland DNRC |
| MAROON = | Command & Control | | GREEN = | Fire, Wildland USFS |
| NEON = | Mutual-Aid Coordination | | YELLOW = | DNRC air-2-ground |
| TAN = | EMS air-2-ground | | CORAL = | Fire Ground |
| WHITE = | EMS medic-2-hospital | | SCARLET = | Fire Ground |
| PINK = | EMS command & control | | COPPER = | Fire Ground |
| 7-EMS-D1 = | EMS MCI-2-hospital | | BURGUNDY = | Fire Ground |
| BLUE = | Law Enforcement | | CRIMSON = | Fire Ground |
| SILVER = | Law Enforcement | | VIOLET = | Local Search & Rescue |
| BLACK = | Law Enforcement TAC | | PURPLE = | State Search & Rescue |