

RESOLUTION 36-2008

A RESOLUTION ADOPTING THE MADISON COUNTY EARTHQUAKE ANNEX TO THE EMERGENCY OPERATION PLAN

WHEREAS, Madison County adopted the Emergency Operations Plan (EOP) under Resolution 6-2006; and

WHEREAS, Madison County and its Emergency Services are National Incident Management System (NIMS) compliant; and

WHEREAS, to facilitate the most efficient and effective management of emergency situations, it is critical that all Federal, State, local and tribal organizations utilize common standardized terminology, standardized organization structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualifications standards, uniform standards for planning, training, and exercises, as well as, comprehensive mobilization procedures; and

WHEREAS, Madison County is situated in a highly active Earthquake area known as the Intermountain Seismic Belt; and

WHEREAS, it is highly desirable to have mobilization procedures in place in case of an "Earthquake of Consequence"; and

WHEREAS, the Madison County Local Emergency Planning Committee unanimously approved and recommends to the County Commission this "Earthquake Annex";

NOW, THEREFORE BE IT RESOLVED, that the Madison County Board of Commissioners hereby adopts the attached "Earthquake Annex" (dated December, 2008) to the Madison County Disaster and Emergency Plan of January, 2006, the guiding document to be used by all emergency services during times of an "Earthquake of Consequence".

APPROVED BY THE BOARD OF COMMISSIONERS THIS 2nd DAY OF DECEMBER, 2008.

DAVID SCHULZ, CHAIRMAN

MARILYN ROSS

JAMES P. HART

ATTEST: _____
Peggy Kaatz
Clerk & Recorder

**EARTHQUAKE
ANNEX
(Adopted 2 December, 2008)**

Note: This annex has been formatted for the website. Some minor alterations to the official version have been made.

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MADISON COUNTY DISASTER & EMERGENCY PLAN

EARTHQUAKE ANNEX

Mobilization Phase

First Operational Period

(December 2008)

Madison County sits squarely in one of the most active earthquake belts in the nation. In order to perform effective and contiguous emergency operations, Madison County First Responders, and the supporting associative agencies, need to be in complete understanding of their expected roles and responsibilities.

The Madison County Earthquake Annex will follow several basic concepts:

1. Simple and easy to comprehend.
2. Established to be intuitive in nature and use.
3. Specific enough to be effective, but not overwhelming in complexity.
4. Follows good ICS and NIMS practices.

The following are recommended protocol for local jurisdictions and supportive agency involvement. Since it is recognized that every incident is unique in development and presentation, the following recommendations, though highly endorsed, are guidelines to prepare our county for the worst case scenario.

It is thoroughly understandable, that if an emergency situation demands and dictates otherwise – a temporary deviation from these protocols could / should occur.

The following procedures are recommended immediately following an

“Earthquake of Consequence”

NOTE: An “earthquake of consequence” is any earthquake that occurs in our area, that causes damage. It would be unwise to place a Richter Scale reading on a seismic event in order to initiate a local emergency response.

Only through the use of costly laboratory equipment and precise scientific methods, can a seismic event be accurately rated. Even today, grading an event takes time.

However, most people can visually observe and assess a sizable earthquake. Through damage observations and individual perception of movement, almost any person can reasonably comprehend and determine a damaging seismic event.

Richter Magnitudes	Description	Earthquake Effects	Frequency of Occurrence Worldwide
Less than 2.0	Micro	Micro-earthquakes, not felt.	About 8,000 per day
2.0-2.9	Minor	Generally not felt, but recorded.	About 1,000 per day
3.0-3.9	Minor	Often felt, but rarely causes damage.	49,000 per year (est.)
4.0-4.9	Light	Noticeable shaking of indoor items, rattling noises. Significant damage unlikely.	6,200 per year (est.)
5.0-5.9	Moderate	Can cause major damage to poorly constructed buildings over small regions. At most slight damage to well-designed buildings.	800 per year
6.0-6.9	Strong	Can be destructive in areas up to about 160 kilometers (100 mi) across in populated areas.	120 per year
7.0-7.9	Major	Can cause serious damage over widespread areas.	18 per year
8.0-8.9	Great	Can cause serious damage in areas several hundred miles across.	1 per year
9.0-9.9	Great	Devastating in areas several thousand miles across.	1 per 20 years
10.0+	Epic	Never recorded; seismic energy yield incalculable.	Extremely rare

NOTE: Scientist have indicated that a 7.0 earthquake can move the ground a distance of six feet back and forth, every second. Walking, standing and even crawling become near impossible.

Following an earthquake of consequence, the listed departments, agencies and jurisdictions shall strive to adhere to adopted Madison County resolution protocol.

IMPORTANT

NOTE: Local Community Fire Stations will be the initial staging location for the gathering information and resources.

Most centralized community fire stations have the capability to host and deploy initial emergency operations for their jurisdictions.

COMMISSIONERS / EOC ACTIVATION

The Commissioners shall report to the EOC (location #1 is the County Communication Center in the Sheriff's Office Courthouse Basement) and begin assessment of incoming information and triaging the needs of county emergency operations.

In an ideal environment, the activation of the EOC would not only warrant NIMS/ICS position title involvement, but would also require the additional security needs necessary to avoid unwanted confrontation and forced access into the EOC / Dispatch Center.

NOTE: A deputy or other related Law Enforcement Officer should be requested to staff the entry to the EOC and only allow those with qualified or necessary business – access into the EOC.

DEPT. OF DISASTER AND EMERGENCY SERVICES (DES OPERATIONS)

At the request of the Commissioners, DES 1 may contact State DES in Helena and begin coordination of State and Federal Disaster Relief if necessary.

DES 1 may act independently in a disaster type environment if input from the Commissioners is unavailable and emergency requests are imperative.

DES 2 may perform all of the duties and requirements of DES 1, if DES 1 is unavailable, incapacitated or as a deputy or proxy for DES 1 duties as necessary or required.

DES 1 may serve in the EOC, at a site Command Post, or at an incident - as necessary and deemed appropriate.

DES 1 and DES 2 shall assist with incident coordination or management and facilitate Disaster Management and Relief Services throughout the county as deemed necessary.

DES 2 shall contact the Communication Center – obtain a situational report from the “on duty” Communication Officer – and be prepared to respond to the scene of the most pressing county incident to serve as a manager or liaison as necessary.

DES 2 may serve as an Incident Commander, Deputy I.C. or serve in another ICS position as needed.

DES 2 may respond to the Comm Center and direct operations as necessary – should the need arise.

DES / EOC should consider activation of the IMT as deemed necessary.

SHERIFF'S OFFICE / LAW ENFORCEMENT OPERATIONS

Immediately following an earthquake of consequence, off duty Madison County deputies should attempt contact (by cell phone or tactical radio channels) with a Sheriff's Office supervisor.

Initial communication attempts between deputies and supervisors shall be done in order to determine an initial plan of action. If unsuccessful, the deputies should attempt contact with dispatch. Deputies may advise dispatch that they are "available" or "on the air".

If no contact can be made, deputies shall immediately:

1. staff their patrol unit
2. monitor their radio (dispatch and sheriff tac channels)
3. attempt contact with other deputies
4. make a visual assessment of their respective local community
5. establish a plan between other law enforcement officers for appropriate operational actions until advised otherwise by Sheriff's Office supervisors, dispatch or the EOC / DES officers
6. if necessary, coordinate first responders – initiate local Command if warranted

Unless otherwise directed or needed, deputies shall immediately make a quick visual visit / evaluation of the following facilities in their local communities:

1. unreinforced masonry buildings (older stacked brick structures)
2. schools
3. commercial / industrial structures with basements or elevators
4. major or large scale structures or commercial / industrial facilities
5. facilities with hazardous materials
6. bulk fuel facilities
7. roadways
8. bridges
9. dams
10. landslide / washout prone locations
11. operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks etc)
12. electrical distributions facilities
13. hospitals and nursing homes
14. structures with high occupancy loading
15. **ANY STRUCTURE, FACILITY OR LOCATION DEEMED BY LOCAL FIRST RESPONDERS, TO NEED EMERGENCY EVALUATION AND ASSESSMENT** after an earthquake of consequence.

Deputies and Law Enforcement Officers shall remain prepared and available, and expect the possibility of long term law enforcement operations. Civil unrest or looting may need to be considered - particularly with regard to drinking water, food and fuel needs of the general population.

Sporting goods / gun shops / mercantile stores may also need special considerations.

Contact with, and direction from dispatch and the EOC may be appropriate if deputies are unable to contact sheriff's office overhead. **UNNECESSARY RADIO OR PHONE CONTACT WITH DISPATCH IS HIGHLY DISCOURAGED.**

RESERVE DEPUTIES should attempt contact with other full time and reserve deputies. If no contact can be made, Reserve deputies shall contact the dispatch center by telephone first, or by radio. If radio and phone contact is not possible, reserve deputies shall respond (with law enforcement equipment) to the Sheriff's Office for assignment.

Reserve deputies shall prepare for the possibility of long term Law Enforcement assignment and activity – including the need for uniforms, cold weather gear and the necessary law enforcement equipment to perform long term law enforcement duties.

IMPORTANT:

Fire Stations are initial staging locations for first responders.

LAW ENFORCEMENT PERSONNEL SHOULD NOT WAIT FOR A RADIO NOTIFICATION OR PHONECALL for mobilization - as the county communication / infrastructure may be inoperable or overwhelmed.

The Sheriff, Undersheriff or Supervisors should consider the following:

1. Consider the immediate law enforcement needs and plans for the county for the first operational period – and subsequent long term operations.
2. Consider Mutual Aid Law Enforcement from other jurisdictions.
3. Consider a Liaison and entry security / deputy for the EOC
4. Consider long term prisoner needs.
5. Work with County DES officials and County Commissioners for operational plans and objectives – Incident Action Plans (I.A.P).
6. Consider deployment of SAR into back country or non-accessible (landslide blocked) areas that may need assessment of structures, facilities, residents and camp areas.
7. Consider long term fuel requirements – address prior to need.

COMMUNICATIONS

If possible, immediately following an “earthquake of consequence”, the Communication Center shall attempt to call back an additional Communication Officer or two as the situation dictates. Do not wait to determine if dispatch activity increases.

Under ideal circumstances, the Communication Center should have a total of three (3) Communication Officers on duty for the first operational period. An assessment for subsequent operational period needs can be made by a supervisor at a later time.

NOTE: Be prepared to report to the Communication Coordinator (DES 2) a situational report on the Communication Center and Countywide area conditions – as completely as possible. This report may be requested by telephone or radio as necessary.

Other County designated emergency management personnel (DES 1 or Sheriff’s Office supervisors) may request this “report on county conditions” in the absence of DES 2 – or on an as needed basis.

If the courthouse is damaged and the Communication Center is inoperable, an alternate Communication location or facility may need to be considered. Contact the Communication Coordinator or another supervisor as soon as possible. Alternate locations may include consideration of the following:

1. DES Office to the rear of the courthouse
2. The Madison County Command Trailer
3. Madison Valley Rural Fire Station 1
4. Alder Fire Hall
5. Twin Bridges Fire Station
6. Dillon Dispatch / Beaverhead County Dispatch
7. West Yellowstone Dispatch

It may be necessary to contact the phone company to redirect 911 and business trunk lines.

NOTE: Communication Officers have the responsibility to preserve radio use to URGENT or EMERGENCY radio traffic only if needed. Within reason, dispatchers will need to work at controlling radio requests and unnecessary telephone calls.

Dispatchers may need to remind radio users and phone callers that in the event that the office becomes extremely busy – triage of radio and telephone requests may take place.

DETENTION OFFICERS

Detention Officers should respond to the station immediately following an earthquake of consequence. Considerations include:

1. Prisoner safety and security (move from facility to a location or vehicle of safety and security)
2. If a prisoner is injured, all reasonable attempts to have appropriate medical aid administered shall be provided.
3. Note: Prisoner movement requires a minimum of 2 personnel. Once moved, prisoners will need to be supervised and guarded.
4. No prisoner will be left unattended or without direct supervision – for the protection of our employees, the public as well as the protection of the prisoner.
5. Documentation of all activities, movement and meals of prisoners
6. If Detention Officers are without prisoner responsibilities, assistance in the Communication Office – or with Communication Operations may (initially) be necessary.

FIRE DEPARTMENT OPERATIONS

Each Madison County Fire Suppression Agency has unique and differing personnel capabilities, emergency equipment and apparatus.

Fire departments shall develop a well known, frequently rehearsed earthquake plan, specifically pre-established for an earthquake response in their jurisdiction.

IMPORTANT: Automatic assembly of volunteer firefighters at the fire station immediately after an earthquake of consequence (earthquake of consequence is an earthquake that causes damage) is extremely important.

FIREFIGHTERS SHOULD NOT WAIT FOR A PAGE OR PHONECALL as the county communication / infrastructure may be inoperable or overwhelmed.

Elements of an **EARTHQUAKE PLAN** include a wall mounted **PHYSICAL DOCUMENT** folder that outlines the following items in separate and distinct sections:

1. An up to date, current Fire Department **ROSTER** of all fire department members – including address, phone numbers and available equipment for emergency use.
2. Agency specific **FIRE DEPARTMENT INSTRUCTIONS** for operations required immediately following an earthquake of consequence.
(assessment of emergency equipment and fire station structure, test opening of apparatus bay doors, removal and relocation of equipment from structure if needed etc)
3. A specific **WRITTEN CHECKLIST** of pre-identified **TARGET HAZARDS**.

Target Hazards Include the following:

- a. unreinforced masonry buildings (URM buildings)
- b. schools
- c. commercial / industrial structures with basements or elevators
- d. major or large scale structures or commercial / industrial facilities
- e. facilities with hazardous materials

- f. bulk fuel facilities
- g. roadways
- h. bridges
- i. dams
- j. landslide / washout prone locations
- k. operational infrastructure sites (sewage / water treatment facilities, repeater sites, pump / lift stations, reservoirs, water storage tanks etc)
- l. electrical distributions facilities
- m. hospitals and nursing homes
- n. structures with high occupancy loading
- o. **ANY STRUCTURE, FACILITY OR LOCATION DEEMED BY THE LOCAL FIRE DEPARTMENT JURISDICTION, TO NEED EMERGENCY EVALUATION AND ASSESSMENT** after an earthquake of consequence.

Fire Department Tactical Operations

1. Immediately following an earthquake of consequence, Fire Department Managers should automatically assemble fire service personnel, staff available equipment and immediately make visual / physical assessments of the specific target hazards in their district – according to their pre-plan checklist.
2. Normally, Fire Department units should operate on a local Fire Tactical Radio Channel – with assisting Fire Department Managers (FD Officers) monitoring the appropriate county radio frequency and the FD Tactical channel – F.D. Officers shall report in to the Communication Center as necessary.
3. Fire Department Personnel, while checking specific target hazards, shall monitor the horizon regularly – observing for smoke (day) – or smoke / glow of a fire (nighttime). Horizon scanning by use of spotlights at night is suggested.
4. While evaluating and assessing their fire districts, apparatus should occasionally shut down their equipment and make audible assessments of the different areas being evaluated. NOTE: (sounds of leaking gas, calls for help, running water sounds may be noted)
5. Fire department members should prepare for the possibility of long term rescue or fire suppression activities. Emergency activities may include operations in other jurisdictions or dispatches to distant parts of the county.
6. Apparatus operators need to consider long term fuel needs for apparatus and supplemental emergency equipment (generators, lights, portable pumps etc).
7. Consider that the Fire Station will become the initial community staging area for information, staging and deployment operations.

AMBULANCE DISTRICT OPERATIONS

Immediately following an earthquake of consequence (seismic event that causes damage), ambulance personnel should respond to their station and follow the guidelines listed below:

1. Assemble ambulance personnel at the station.
2. Evaluate the ambulance structure, test apparatus bay doors, if possible, move ambulance units out of the structure for the first 6 hours immediately following an earthquake (the initial quake may be a predecessor to a larger seismic event).
3. Staff ambulance units as needed.
4. Staffed units should immediately monitor their radios, make contact with the hospital and assist as needed until being redirected to more pressing events by the EOC, DES, County Communication Center, Local Incident Commanders, Sheriff's Deputies etc.
5. Prepare and evaluate the need for a mass casualty incident. Prepare inventory at the station and on the mobile units for the possibility of a mass casualty incident.
6. Prepare for the possibility of long term rescue operations (cold weather gear, prescriptions, water, food, flashlights, batteries, cell phones, chargers etc.)

7. After making brief contact with the hospital, ambulance units should check in at the local community fire station for information, resource information and deployment.

HOSPITAL DISTRICTS

Immediately following an earthquake of consequence, ON DUTY hospital staff should evaluate and assess the following:

1. Follow pre-established Hospital Earthquake Protocols and Procedures
2. Attend to any injured employees or patients
3. Evaluate the safety and integrity of the hospital structure
4. Take appropriate action to evacuate or relocate patients and employees as needed
5. Evaluate Gas & Chemical (Oxygen, Cryogenics, Propane etc.) leaks and possible fire hazards – secure equipment and resources
6. Prepare for the possibility of a mass casualty incident
7. Monitor Emergency Radio Frequencies – stay informed – avoid rumors
8. Make contact with the Ambulance Personnel – utilize Team Effort
9. Prepare for the possibility of long term Emergency Operations / Functions
10. Consider long term “walking wounded” assessment and treatment areas (staffing, receiving, triage assessment, documentation, security needs etc)

Immediately following an earthquake of consequence, OFF DUTY hospital staff should evaluate and consider the following:

1. Evaluate and ensure the safety of family and loved ones
2. Evaluate the safety and integrity of personal property and place of residence – address as necessary.
3. ASAP, make contact with the hospital – DO NOT WAIT FOR A PHONE CALL (Doctors, Nurses, PA's, Technicians, EMT's, Clerical, Maint., Aides etc)
4. Consider long term disaster type of workload / duty and your personal needs for effectiveness (eyeglasses, clothing, medications, I.D., etc)
5. REMEMBER: an extremely stressful and personalized disaster environment may distort better judgment – utilize team opinion and input.

MADISON COUNTY HEALTH DEPARTMENT

The Public Health Department Administrator should report to, or contact the EOC or DES personnel and begin assessment of incoming information.

The Public Health Nurse should contact the Administrator to determine the needs of the county and develop a course of action.

Public Health personnel should prepare for the possibility of long term emergency operations.

Consider the need for: cold weather clothing, gloves, prescriptions, cell phones, chargers, phone numbers, water, snacks, etc

ROAD DEPARTMENT

If on duty, personnel should check on the safety and well being of fellow employees. Evaluate road department structures. Take necessary action for mitigation of problems.

Remove apparatus and equipment from inside structures if appropriate. Fuel and prepare equipment for the possibility of long term emergency operations. Remain available through the monitoring of radios and cell and landline telephones.

If off duty, immediately following an earthquake of consequence, the road department employees shall do the following:

1. If off duty, secure family, loved ones and personal property
2. Gather necessary personal equipment, flashlights, cell phones and chargers, medications and personal items needed for the possibility of long term operations. Remember cold weather clothing.
3. Supervisors in the 3 districts should staff their vehicles, monitor their radios, be in possession of appropriate radios, operating cell phones and chargers
4. If possible, Supervisors shall begin a vehicle patrol of the necessary road department related target hazards in their districts (bridges, landslide areas, flooded roadways etc)
5. Report on road conditions and call back crews as necessary
6. Road Crew Personnel should report to their road department buildings if contact with a supervisor is not possible. Monitor radio and telephones.
7. Stay alert for EOC / DES / Communication Center directions.
8. If unable to communicate with other road department personnel, check in at the local community fire station.

**C.E.R.T. and S.A.R.
Community Emergency Response Team & Search and Rescue**

In the event of an earthquake of consequence, CERT and SAR members should consider the following:

1. Ensure the safety and security of family, property and personal responsibilities
2. Attempt contact with other CERT members / SAR members
3. Assemble and inventory your emergency response gear and personal equipment
4. Check in with your local community fire station. Stand by for deployment instructions. (Do not self deploy unless the situation is of an extreme immediate need nature – plans may be in the works for deployment to areas with more pressing needs)
5. If necessary, evaluate and document local community conditions and needs. Advise dispatch of incidents or conditions if absolutely necessary and appropriate. (Avoid duplication of reports or information – team leaders should make reports)
6. Prepare for the possibility of long term community service operations.

NOTE: Contact between members is encouraged. Avoid calling dispatch for non-urgent calls and reporting benign, non-essential information (avoid “conversation communications”).

Generally –

CERT will be utilized for operations within communities and towns

SAR may be utilized more for isolated locations or landslide / access hampered areas

**BASIC
EARTHQUAKE ANNEX GROUND RULES
(following an earthquake of consequence)**

1. Automatic Mobilization of Responders
2. Local Fire Stations are the Initial Staging Locations
3. Judicious use of radios and telephones is encouraged (avoid “conversation communications”) – use “urgent traffic only” guidelines
4. Prepare for Long Term Operations – document activity
5. Utilize TEAM EFFORT and direction from local Incident Commanders and the EOC.