

DIRECTION AND CONTROL ANNEX E

E1. Purpose, Situation, and Assumptions

E1.1 Purpose

The purpose of this Direction and Control Functional Annex is to describe the notification and management of response organizations during a disaster, emergency, or incident within Madison County. Without clear direction and control during an incident, confusion and inefficient response may result. This annex provides information on initial notification, incident assessment, incident command, and Emergency Operations Center (EOC) activities.

E1.2 Situation Overview

Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are vulnerable to a wide variety of hazards that could trigger the activation of this Emergency Operations Plan. Each type of incident is unique in its direction and control needs; however, some basic principles can be applied to all types of incidents. All incidents within Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City are to be managed using the National Incident Management System (NIMS), Incident Command System (ICS).

Most incidents are first reported via 911 calls and the appropriate response organizations are then notified by the Madison County Communications Center. Subsequent notifications, resources requests, incident planning, and operations are conducted as necessary. Table E1.2A shows the response organizations within Madison County that may have direction and control responsibilities. Note that federal and state agencies may have their own direction and control responsibilities within their jurisdictions.

Table E1.2A Madison County Direction and Control Agencies

Type	Organization
911 Dispatch	Madison County Communications Center
Emergency Management	Madison County Emergency Management
Law Enforcement	Madison County Sheriff’s Department
Law Enforcement	Ennis Police Department
Fire Services	Alder Fire District
Fire Services	Big Sky Fire Department
Fire Services	Harrison Fire District
Fire Services	Madison Valley Rural Fire District
Fire Services	Sheridan Fire District
Fire Services	Twin Bridges Fire District

Table E1.2A Madison County Direction and Control Agencies (continued)

Type	Organization
Fire Services	Virginia City Fire District
Fire Services	Yellowstone Club Fire Department
Ambulance Services	Ennis Ambulance Service
Ambulance Services	Ruby Valley Ambulance Service
Public Health	Madison County Public Health Department
Principal Executive Officers	Madison County Commission
Principal Executive Officers	Ennis Town Council
Principal Executive Officers	Sheridan Town Council
Principal Executive Officers	Twin Bridges Town Council
Principal Executive Officers	Virginia City Town Council

The Principal Executive Officers / Local Elected Officials of each jurisdiction have the ultimate responsibility for the health, safety, and welfare of the public they serve. In general, these officials are responsible for declaring disasters and emergencies, ordering evacuations, allocating resources, overseeing jurisdiction-wide operations, and implementing policies related to the disaster. On-scene control is provided by the Incident Commander, usually an officer of an emergency response organization. In many cases, these Incident Commanders work either directly or indirectly for the Principal Executive Officers / Local Elected Officials.

The Madison County Emergency Management Director is responsible for emergency and disaster preparedness and the coordination of response and recovery resources. The Director, however, has no statutory authority over any department or organization and acts in a critical support role to Incident Commanders, response organizations, and the Principal Executive Officers. The Emergency Management Director is also responsible for organizing and maintaining the Emergency Operations Center (EOC). The primary EOC is located in the basement of the Placer Loop Office outside Virginia City with alternate locations of rural fire stations or a mobile command vehicle.

E1.3 Planning Assumptions

- Clear direction and control will improve emergency response to an incident.
- Response agencies and local authorities are willing to communicate and coordinate with all other response organizations and agree to work within the principles set forth in the National Incident Management System.
- Direction and control must remain flexible in order to address the wide variety of incidents that may occur in Madison County.

E2. Concept of Operations

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- *Decision Point: An incident has occurred requiring emergency response.*

Madison County emergency responders are most often notified of an incident through a 911 call into the Madison County Communications Center. The center notifies the appropriate response agencies using their Standard Operating Procedures (SOPs). Depending on the type of incident, this usually includes law enforcement, fire services, and/or emergency medical / ambulance services.

For certain types of incidents or when requested by the Incident Commander, the Madison County Emergency Management Director is notified. The Director will then notify the Principal Executive Officer(s) of the affected jurisdiction(s) and the Montana DES Duty Officer, as necessary.

- *Decision Point: Initial assessment of the incident is made.*

Initial information on an incident is often received in the Communications Center from individuals witnessing the incident. This information is relayed to the emergency responders when notified of or enroute to the incident. First arriving emergency response units usually assess the incident upon arrival and communicate their “size up” to other responding units via public safety radio. This information can also be relayed to other responding units not monitoring radio traffic by the Communications Center.

Based on the initial assessment, a plan of action can be developed for resources on scene. Additional resources may be requested, including activation of the Emergency Operations Center, and a more formal Incident Action Plan may be developed upon arrival of command staff.

- *Decision Point: Incident command is established.*

The Incident Command System (ICS) is a structure that manages how agencies and organizations work together to respond to a disaster or emergency. ICS provides for emergency operations with one person, or in the case of Unified Command, individuals representing multiple agencies, directing the operations for the incident. This concept allows for coordinated emergency response. See the [Base Plan, Section 4, Direction, Control, and Coordination](#) for additional information on this concept. Table E2A lists the likely Incident/Unified Command responsibilities for various types of hazards.

The Incident Commander will establish an Incident Command Post (ICP) close to but at a safe distance from the scene. The ICP is typically in an emergency response vehicle or a specially designed command trailer/vehicle. To the extent possible, NIMS compliant ICS forms should be used.

Table E2A Incident/Unified Command Responsibilities

Incident Type	Discipline (if more than one listed, Unified Command is likely)
Civil Unrest	Law Enforcement
Communicable Disease	Public Health
Dam Failure	Law Enforcement Emergency Management Fire Services Search and Rescue CERT
Earthquake	Law Enforcement Fire Services Emergency Management Search and Rescue CERT
Flood	Law Enforcement Emergency Management Fire Services Search and Rescue CERT
Hazardous Materials Release	Fire Services Emergency Management CERT
Hazardous Weather	Law Enforcement Fire Services Emergency Management Search and Rescue
Transportation Accident (mass casualty)	Law Enforcement Public Health Emergency Management CERT Fire Services Ambulance Services
Volcano	Law Enforcement Public Health Emergency Management Fire Services Search and Rescue CERT
Weapons of Mass Destruction and Terrorism (chemical, explosive, incendiary, radiological, nuclear, biological)	Law Enforcement Public Health Fire Services Emergency Management

Wildland Fire	Fire Services Emergency Management
Evacuation	Law Enforcement Fire Services Emergency Management Search and Rescue CERT

- *Decision Point: Incident may impact other jurisdictions.*

When an incident may impact other jurisdictions, such as a hazardous material release, wildland fire, or dam failure, the Incident Commander has a responsibility to notify those jurisdictions of the incident. This notification may occur between dispatch centers, directly with the other jurisdiction’s emergency response organizations, between DES Coordinators/Emergency Managers, and/or with state and federal agencies.

In these types of situations, control may be provided through Unified Command involving more than one jurisdiction.

- *Decision Point: Emergency proclamation or disaster declaration is needed.*

Local disaster declarations and emergency proclamations are made by the Principal Executive Officer / Local Elected Officials by order or resolution. Declarations and proclamations may be recommended to the Principal Executive Officers / Local Elected Officials by the Madison County Emergency Management Director, law enforcement, fire services, or other agency involved in the incident. Assistance is generally provided by Madison County Emergency Management and the declaration or proclamation is submitted to Montana Disaster and Emergency Services. Templates can be found in the Montana Local Government Disaster Information Manual (available on the Montana DES website).

- *Decision Point: Emergency Operations Center (EOC) activation is needed.*

The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The Principal Executive Officers / Local Elected Officials and other responsible agencies coordinate operations from the EOC, including coordination of resources within the county and coordination with neighboring jurisdictions. Communications with the Incident Command Post is essential.

The activation of the Madison County Emergency Operations Center will be situationally dependent. Given a limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Emergency Management Director or may involve multiple partners and section chiefs to coordinate resources and requests. EOC representatives must have decision-making authority for their agency.

The EOC is managed by the Madison County Emergency Management Director, deputy, or other designated person. The EOC can be activated by Madison County Emergency Management, Principal Executive Officers / Local Elected Officials, or by Incident Command request.

- *Decision Point: Additional resources are needed.*

When additional resources are needed to perform emergency operations, standard practices should be followed. In some cases, this may mean assigning additional local equipment and personnel to the incident or making small purchases. When resources within the jurisdiction are exhausted, mutual aid resources may be requested and used. Specialized resources, such as hazardous material teams, medical volunteers, firefighting helicopters, and tactical teams, may have their own request and fulfillment procedures through specific agencies.

When resources are needed beyond the local capabilities and mutual aid systems, these requests should be made to the Madison County Emergency Management Director or the Emergency Operations Center (if activated). Madison County Emergency Management maintains an Emergency Resource List, including contact information, and can make additional requests to the state. If necessary, the state can make requests to the federal government.

When additional resources are requested or used, detailed tracking methods and records should be maintained for possible future reimbursement purposes. See the [Base Plan, Section 7, Administration, Finance, and Logistics](#) for additional information.

E3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this function. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

All Entities

- When acting as Incident Command, establish an Incident Command Post.
- Consider the need for Unified Command.

Principal Executive Officers / Local Elected Officials

- Assign Incident Command, if not already pre-established.

State and Federal Emergency Management Entities

including Montana DES and FEMA

- Support responders and emergency management through regional and statewide knowledge of possible mutual aid resources such as incident management teams.

Other Entities

- Perform other duties as needed and assigned.

E4. Direction, Control, and Coordination

Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

E5. Information Collection and Dissemination

E5.1 Information Collection for Planning

Direction and control is generally not a function that requires information for planning.

E5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Direction and control is not a concept typically outlined for the public, however, public information regarding the incident is an important responsibility of command staff. In particularly unstable situations, the public may be reassured of the government's and/or response agency's control of the situation.

E6. Communications

See the [Communications Annex](#) for more details on emergency communications in Madison County.

E7. Administration, Finance, and Logistics

E7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

E7.2 Logistics

Logistical needs of the incident are typically managed through the Incident Command System. The function of direction and control does not usually have any logistical requirements. For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

E8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

E9. Authorities and References

E9.1 Authorities / References

None

E9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

E10. Attachments

None