

# Emergency Operations Plan (BASIC)



**Draft: For Public Comment**

**Source Reference: Original EOP January 18, 1998, with County Resolution #448**

**November 2023**

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## Update notes:

Added signature page  
Added record of change page  
Community list updated: (minor)  
Community facility name changes: (minor)  
Placed GIS under Clerks and recorder's office (minor)  
Removed cabinet view Fire Department from plan  
Integration of Community Lifelines: throughout plan (major)(Direction and Control Annex)  
Added definitions Public Safety Answering Point (PSAP) (Minor throughout and in Acronyms  
Added Threat and Hazard Identification and Risk Assessment (THIRA) (major)  
Updated FEMA ICS class list and requirement to 2023 standards (major)  
Crosschecked MCAs for updates and accuracy (minor)  
Updated airplane crash to aviation incident to reflect broader scope (minor)  
Added UAV to Acronyms (minor)  
Adjusted EOC activation levels to reflect state and national standards. (major)  
Added internet and social media to means of communication with agencies and the public  
Added America's National Preparedness Goal (NPG) is to create and maintain a secure and resilient nation by employing an all-hazards approach to national preparedness that is flexible and scalable. (Major)  
Added State of Montana Emergency Response Framework (MERF)(major)  
Updated census date (minor)  
Added Hazard-Specific Annexes to reference departments with requirement for detailed plans not included in the basic plan for example Lincoln County health department (minor)  
Added FEMA's Non- discrimination Principles of the Law statement: Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA) (major)  
Grammatical and punctual changes throughout (minor)  
Adjust document date based on final endorsement (open)

**APPROVAL AND IMPLEMENTATION**

**Lincoln County Emergency Operations Plan 06/01/2023**

This document is hereby approved for implementation and supersedes all previous editions.

_____ Signature Lincoln County Board of Commissioners Chair	_____ Date
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_____ Signature City of Libby Mayor	_____ Date
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_____ Signature City of Troy Mayor	_____ Date
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_____ Signature Town of Eureka Mayor	_____ Date
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_____ Signature Town of Rexford Mayor	_____ Date
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_____ Signature Lincoln County Emergency Management Agency	_____ Date
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This official copy will be placed in the Lincoln County emergency operations plan and on file with the county clerk and recorder's office.

Record of Changes

Date	Revisions Made	Approved by:	Distribution Date

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## Forward

This Emergency Operations Plan (EOP) addresses Lincoln Counties planned response to significant emergencies. The plan does not address routine day-to-day emergencies. Instead, the operational concepts reflected in this plan focus on large-scale disasters that exceed the local resources and require a county level or higher emergency response. This plan is designed to be read, understood, and exercised before an emergency. It is designed to include all Lincoln County departments, agencies and elected officials as part of the Incident command system (ICS) and the National Incident Management System (NIMS). Each element of the emergency management organization is responsible for assuring the preparation and maintenance of appropriate and current Standard Operating Procedures (SOPs) resource lists and checklists that detail how assigned responsibilities are performed to support implementation of the EOP and to ensure an effective response during a disaster. Such SOPs should include the specific emergency authorities that designated officials and their successors can assume during emergencies.

## Organization of the Plan

- Part One - Basic Plan. Overall organizational and operational concepts relative to response and recovery, and an overview of identified/potential hazards.
- Part Two - Emergency Support Functions. Description of the emergency response organization and emergency action checklists and reference material.
- Annexes – Specific Plans that augment the EOP, i.e., Evacuation Plan, and Public Information Officer's Plan.
- Appendix – A restricted-use document - contains the emergency/disaster organization's notification numbers, other essential numbers, and secure and sensitive information. To maintain up-to-date information, the appendices shall be updated independently of the body of the plan and are considered confidential documents.

## Introduction

The Lincoln County Emergency Management Agency (LCEMA) is the central point for coordinating Lincoln County's emergency management program. Lincoln County takes a proactive role in mitigating, responding to, and recovering from potential natural, technological, and manufactured hazards. All parts of the county are monitored to determine if an event has occurred or could occur resulting in an emergency or disaster. It is the intent of Lincoln County to prevent hazards as much as possible and to facilitate an orderly and efficient response and recovery to all disasters.

Effective emergency management by Lincoln County is dependent upon its ability to prepare for, respond to, recover from, and mitigate the impact of disasters. Lessons learned from previous disasters consistently underscore that defining organizational roles prior to an incident and pre-establishing relationships with organizations who have a role in the response effort support a more efficient response and recovery.

The Emergency Operations Plan (EOP) was developed using these four phases to ensure a comprehensive response to an incident. This EOP complies with the National Incident Management System (NIMS).

## Purpose, Intent, and Scope of the Lincoln County Emergency Operations Plan

### Purpose

The purpose of the Lincoln County EOP is to outline countywide response and short-term recovery coordination efforts, define disaster-specific procedures, roles, and responsibilities, and facilitate multiagency and multi-jurisdictional coordination between local, county, state, and federal agencies. In accordance with 10-3-401 MCA, this plan predetermines, to the extent possible, actions to be taken by responsible agencies of Lincoln County, including the local jurisdictions that are contained within the county and the cooperating private and non-governmental organizations (NGOs).

### The intent of this plan is to:

- Reduce the impact from all hazards including loss of life, injury, or damage to property to individuals, communities, and businesses within Lincoln County;
- Prepare for prompt and efficient response and recovery activities by identifying and describing emergency response policies, organization, and tasks;
- Establish the legal authority and organizational basis for disaster operations in Lincoln County;
- Identify and assign roles and responsibilities to county departments and agencies as well as private and non-governmental organizations within the community.
- Ensure a coordinated and effective response using current response systems, plans, and resources necessary.
- Ensure a coordinated and effective short-term recovery effort by providing for the rapid and orderly implementation of restoration of services, and rehabilitation programs for persons and property affected by hazards; and



- Synchronize (both vertically and horizontally) with relevant policies, plans, systems, and programs to ensure full integration and unity of effort.

The ultimate goal of any response, particularly at the local and county level, is to stabilize the seven community lifelines. A community lifeline enables the continuous operation of critical government and business functions and is essential to human safety and health, as well as economic security. Together, the community lifelines frame incident information to provide decision makers with root cause and impact analysis. The seven community lifelines represent only the most basic services a community relies on and which, when stable, enable all other activity within a community.



Figure 1: Community Lifelines for Incident Stabilization

The concept of community lifelines was first introduced by the Federal Emergency Management Agency (FEMA) in the *National Response Framework, Fourth Edition*. As explained later in this EOP, Lincoln County will work with local jurisdictions to stabilize the community lifelines throughout the county. When the Lincoln County Emergency Operations Center (EOC) is active, the Emergency Support Functions (ESFs) will manage information, manage resources, and manage consequences in support of both the incident objectives and to stabilize these community lifelines.

#### FEMA's Core Capabilities

- Throughout the plan will be multiple references to FEMA's Core Capabilities. The *National Preparedness Goal, Second Edition*, identifies 32 Core Capabilities which are the essential abilities that allow Lincoln County and its jurisdictions to have the capacity to Prevent, Protect, Mitigate, Respond, and Recover from all hazards.
- LCEMA evaluates the County's level of preparedness by comparing preparedness across the 32 Core Capabilities. The 32 Core Capabilities assist LCEMA in quantifying Lincoln County's level of preparedness. The stronger Lincoln County and its 32 Core Capabilities are, the more successfully the County can stabilize the community lifelines.
- The *Lincoln County Threat and Hazard Identification and Risk Assessment (THIRA)* looks at each of the 32 Core Capabilities as they are related to Lincoln County and describes the county's state of readiness with regard to the Planning, Organization, Equipment, Training and Exercises (POETE) needed based on target capabilities compared to current capabilities.
- Portions of the Plan that address how specific Core Capabilities are executed are described in a textbox labeled "FEMA's Core Capabilities."

The EOP is divided into three sections: Basic Plan, ESF annexes, and Hazard Specific annexes. The following is a brief description of the components of the Plan:

Basic Plan – the Basic Plan outlines in general terms how Lincoln County will respond to and begin to recover from a disaster. The Basic Plan addresses the different hazards the county is at risk from or vulnerable to, the responsibilities of the various government agencies, method of operations, financial management policies that will be adhered to in a disaster, and continuity of government.

Emergency Support Function (ESF) Annexes – the Annexes to the Basic Plan assign certain county agencies with a coordinating role in the 15 ESFs. The ESF structure is patterned after the federal system as outlined in the National Response Framework and contains, at a minimum, the responsibilities of the coordinating and support organizations that will respond. The ESFs will also contain certain Support Attachments; these are stand-alone plans that support the primary functions detailed in the ESF Annexes.

Hazard-Specific Annexes – although the Plan is comprehensive in scope, the unique nature of specific hazards requires annexes for specialized response considerations. Any special circumstances and situations relevant to these hazard specific events will be detailed in the Hazard Specific Annexes.

## Scope

When confronted with emergencies that do not exceed their day-to-day response capacity, the local jurisdictions respond with limited to no assistance from surrounding communities. However, disasters often generate situations requiring planned, coordinated responses by multiple jurisdictions. Such disasters pose major threats to life and property and potentially have long-term economic, political, and/or environmental implications.

Effective emergency management requires trust and close working relationships among all levels of government, non-governmental organizations, the private sector, and the public. This plan applies to all stakeholders within Lincoln County and has been designed to take a Whole Community approach. The plan addresses roles and responsibilities of different agencies and organizations within the county and was written to recognize the needs of all individuals and population segments that may be impacted by disasters.

The scope of this plan is to address preparedness, response, and short-term recovery activities for events (pre-planned or unplanned) that exceed normal emergency response capabilities. These events are so complex that they require the coordination of multiple jurisdictions, and/or are expected to last for an extended period of time. The plan is scalable and flexible depending on the needs of the event.

## Whole Community Approach

Lincoln County also recognizes that a government-centric approach to emergency management is not enough to meet the challenges posed by all hazards. Lincoln County EMA has and will continue to make every effort to incorporate all the resources of our collective team in our approach to disasters. Our planning efforts include incorporating not only county agencies; but local, state, and federal partners; non- governmental organizations including faith-based, non-profit groups and private sector industry, and individuals.

The composition of Lincoln County and the individual needs of community members must be considered when planning and implementing disaster strategies. When considering response and short-term recovery actions in the ESFs, Lincoln County made every effort to consider the needs of all individuals within Lincoln County. This includes individuals with children; individuals with pets, service animals, or livestock; and individuals with access or functional needs.

As with all emergency planning, Lincoln County incorporates FEMA's Non-discrimination Principles of the Law.

## Introduction to Lincoln County

The Lincoln County Emergency Operations Plan is the county's emergency plan for Lincoln County and its jurisdictions and agencies, including cities, towns, and communities. All these entities have been considered in the planning, preparedness, response, and recovery in the event of an emergency incident and/or events that occur in and/or impact Lincoln County. It is the goal of this plan to protect the safety and welfare of the Lincoln County citizens, properties, public assets and services, and the community life and viability of the county.

Lincoln County, Montana is located in the most northwestern corner of the state of Montana. It has the unique characteristics of having an international border with Canada and the Regional District of East Kootenai in British Columbia; the state border with Idaho and two Idaho counties: Boundary County and Bonner County; and has contiguous borders with Flathead County to the east and Sanders Counties to the south within the state of Montana. Lincoln County was established as an incorporated county in the state of Montana in 1909 and has been a county for over one hundred years.

The population of Lincoln County is approximately 20,000 citizens with additional summer residents and recreational visitors adding several thousand people to the in-county population during special events and periods of accommodating weather.

The Lincoln County seat is the City of Libby, Montana with a general population of approximately 3,000 people. Additional county offices are located in the town of Eureka which is located in the northeast section of the county, near the international border crossing and north of the Libby Dam and Lake Koocanusa reservoir.

Highway 2 is the main highway through Lincoln County and is the Main Street of the City of Libby and the City of Troy. Amtrak and BNSF railroads operate passenger and freight

trains with a passenger depot in Libby. Highway 37 runs north from Libby to Eureka and the International Border Crossing. Highway 56 runs from Troy south to Noxon in Sanders County.

Lincoln County's economic base is centered on its natural resources and outdoor environment for recreation and is rich in timber, lakes, streams, a winter ski area, and bountiful outdoor resources for hunting, fishing, hiking, and camping.

## Major places and features in Lincoln County

### Cities and Towns

- The City of Libby
- The City of Troy
- The Town of Eureka
- The Town of Rexford

### Communities

- Bull Lake
- Fortine
- Stryker
- Trego
- West Kootenai
- Yaak

### Major landmarks and facilities

- Libby Dam and Lake Koocanusa Reservoir
- The Flathead Tunnel (railroad)
- Roosville International Land Border Crossing
- Turner Mountain Ski Resort
- Kootenai Falls
- Ross Creek Cedars

### National Forests

- Flathead National Forest
- Kootenai National Forest
- Kaniksu National Forest

### Rivers, Creeks, and Lakes

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Kootenai River</li><li>• Yaak River</li><li>• Tobacco River</li><li>• Fisher River</li><li>• Graves Creek</li><li>• Flower Creek</li><li>• Libby Creek</li><li>• Parmenter Creek</li></ul> | <ul style="list-style-type: none"><li>• Bull Lake</li><li>• Crystal Lake</li><li>• Savage Lake</li><li>• Glen Lake</li><li>• Baker Lake</li><li>• Black Lake</li><li>• Thompson Chain of Lakes</li></ul> |
|--|--|

### Community Facilities

- Flathead Community College Extension
- Cabinet Peaks Medical Center
- Good Samaritan Center – Mountain View Manor
- Libby Care Center
- Lincoln County Fair Grounds (Eureka)
- Cabinet View Country Club Golf Course
- Lincoln County Schools

### Lincoln County emergency services include:

- Lincoln County Commissioners
- Cities of Libby, Troy, Eureka and Rexford Mayors and Councils
- Lincoln County Sheriff's Office
- Lincoln County 9-1-1 Dispatch/PSAP Centers (Libby, Troy, Eureka)
- Lincoln County Emergency Management Agency
- Libby Police Department
- Troy Police Department
- Eureka Police Department
- Libby Fire Department
- Volunteer Fire Districts (8)
- West Kootenai Fire Protection Company
- CanAm and David Thompson Search & Rescue
- County Road Shops (3)
- Libby Public Works
- Troy Public Works
- Libby, Troy, and Eureka Ambulance Districts
- Lincoln County Public Health Department
- Libby and Troy City Inspector/Code Officer
- Libby Water and Wastewater Treatment
- Lincoln County Planning Department (Flood Plain Management)
- Lincoln County Finance Department
- Lincoln County Clerk and Records Office (GIS, addressing)
- 

### Private emergency response services include:

- Cabinet Peaks Medical Center
- Flathead Electric Co-op, Libby
- Northern Lights Energy, Troy
- Lincoln Electric Cooperative, Inc., Eureka
- BNSF and Amtrak Railroad

## Laws and Authorities

The Lincoln County Emergency Operations Plan is authorized by the following legal actions and laws:

### Lincoln County

The original Lincoln County Emergency Operations Plan was adopted by the Lincoln County Board of Commissioners on January 18, 1998, with County Resolution #448. All

updated plans have been adopted with reference to this original action and signed and dated by the County Commissioners.

## Cities and Towns in Lincoln County

The Lincoln County Emergency Operations Plan was originally adopted by City Council actions, as listed below:

- City of Libby Council action as recorded in the Council minutes, December 15, 1997. All updated plans have been adopted by reference to this original action and signed and dated by the mayor.
- City of Troy Council action as recorded in the Council minutes, December 10, 1997. All updated plans have been adopted by reference to this original action and signed and dated by the mayor.
- Town of Eureka Council action as recorded in the Council minutes, January 12, 1998. All updated plans have been adopted by reference to this original action and signed and dated by the mayor.
- Town of Rexford Council action as recorded in the Council minutes, December 19, 1997. All updated plans have been adopted by reference to this original action and signed and dated by the mayor.

## State of Montana Annotated Code

The Lincoln County Emergency Operations Plan is consistent with the following Montana Annotated Code Sections:

- Section 10-3-103: Definitions of Disaster, Political Subdivision of the State and other definitions
- Section 10-3-104: Emergency Powers of the Governor
- Section 10-3-201: Local and Inter-jurisdictional Emergency and Disaster Agencies and Services
- Section 10-3-202: Mutual aid – cooperation
- Section 10-3-203: Acceptance of services, gifts, grants, and loans
- Section 10-3-204: Intergovernmental arrangements, including international border agreements signed by the Governor
- Section 10-3-209: Political subdivision requests for assistance
- Section 10-3-301: State disaster and emergency plan
- Section 10-3-304: Dissemination of the State Declarations and Executive Order to the County Clerk
- Section 10-3-311: Emergency or disaster expenditures
- Section 10-3-313: Temporary housing for disaster victims
- Section 10-3-314: Community disaster loans
- Section 10-3-315: Debris and wreckage removal in emergencies or disasters
- Section 10-3-401: Local and Inter-jurisdictional Disaster and Emergency Plan
- Section 10-3-402: Local Emergency – Declaration and Termination
- Section 10-3-403: Local Disaster – Declaration and Termination
- Section 10-3-404: Contents of an order or resolution Declaring or Terminating a State of Emergency or Disaster
- Section 10-3-405: Authority of the County/Cities to levy Emergency Tax
- Section 10-3-406: Authority of the Principal Executive Officer to (1) Direct and Compel Evacuation and (2) Control Ingress or Egress
- Section 10-3-603: Vacancy in boards of county commissioners
- Section 10-3-604: Filling vacancy in city or town governing bodies



- Section 10-3-605: Filling vacancy for city or town executive
- Section 10-3-606: Quorum requirement suspension
- Section 10-3-608: Relocating seat of local government
- Section 10-3-703: Tactical law enforcement team aiding another jurisdiction
- Section 10-3-801: Search and rescue operations
- Section 10-3-906: Intrastate mutual aid system
- Section 10-3-907: Intrastate mutual aid system -- request for assistance
- Section 10-3-908: Intrastate mutual aid system -- limitation on assistance -- command and control
- Section 10-3-909: Intrastate mutual aid system -- portability of bona fides
- Section 10-3-910: Intrastate mutual aid system -- reimbursement
- Section 10-3-912: Intrastate mutual aid system Liability – immunity
- Section 10-3-1001: State of Montana EMAC Enactment
- Section 7-32-2302: Authority of the Local Government to establish curfew
- Section 7-33-2108: Local Jurisdiction Mutual aid agreements
- Section 10-3-1203: Definitions of Hazardous Material Incidents
- Section 10-3-1208: Designation of Local emergency response authorities to Hazardous Materials Incidents
- Section 10-3-1209: Local emergency response authorities' powers and duties
- Section 10-3-1211: Notification of hazardous materials release to State Authorities

## State of Montana Local Government Disaster Information Manual (LGDIM)

Lincoln County follows the state of Montana Local Government Disaster Information Manual (LGDIM) which contains all the protocols, reports, and forms for Lincoln County to use in coordinating reports, notifications, declarations, and other information consistent with the requirements of the state of Montana Division of Disaster and Emergency Services (MT DES).

## Federal Laws and Presidential Directives

- Civil Defense Act of 1950 as amended, Title 44: Emergency Management and Assistance – Civil Defense Preparedness and Emergency Management
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) – Grants and Disaster Assistance Programs for Public and Private Sectors
- Homeland Security Act of 2002, Public Law 107 296
- Pets Evacuation and Transportation Standards Act of 2006 (PETS Act) (PL 109-308)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents – National Incident Management System (NIMS)
- Homeland Security Directive 8: National Preparedness Goal for All Hazard Preparedness, Interoperability Capability and Resource Management, First Responders and Emergency Management, HSEEP Exercise Program
- Homeland Security Presidential Directive 8 Annex 1 – Comprehensive Approach to Emergency Planning (CPG 101)
- Homeland Security Presidential Directive 20 Annex A – Continuity of Operations (COOP) and Continuity of Government (COG) planning
- Homeland Security Presidential Directive 21: Public Health and Medical Preparedness - Rapid Public Health and Medical Emergency Response
- U.S. Department of Homeland Security. (2017). *National Incident Management*

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- Americans with Disabilities Act of 1990 Amendments Act of 2008 (ADA) Title II - State and Local Government - Part A, Public Transportation – Part B – Provision of Public Services to Persons with Disabilities
- The National Environmental Policy Act of 1969, as amended (Pub. L. 91-1900) – protection of the environment from hazardous materials
- Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) – Spill and Release Reporting and Response to Hazardous Materials Incidents, Local Emergency Planning Committees
- Intelligence Reform and Terrorism Prevention Action of 2004 – Public Law 108-458 – requires US Citizens to carry passports when re-entering the US through an international border
- US Code Annotated Title 42. The Public Health and Welfare Chapter 6A—Public Health Service Sub Chapter II—General Powers and Duties - PART G—Quarantine and Inspection – controlling communicable diseases and restricting interstate travel for infected persons and restricting entry into the US at international border crossings

## Lincoln County Situation, Hazards, and Emergency Planning Assumptions

### Lincoln County Situation

#### Geographic Location

Lincoln County, Montana is located in the northwest sector of the state of Montana, roughly at the 48th parallel and -115 longitude.

#### Demographics

The total population estimates as of July 2022 are around 20,525 residents. The Lincoln County population has been growing at a rate of approximately 4.3% annually, while



employment opportunities and the economy has been in a slow decline of 1.8%. It is estimated that some of this growth is due to relocation of individuals and families seeking affordable communities and rural lifestyle. Additional demographics regarding the population in Lincoln County are:

- There are approximately 5,000 children in Lincoln County – 25% of the population is under 18 years of age
- There are approximately 2000 elderly citizens who live by themselves alone in the county
- There are approximately 4,000 residents who are over 65 years of age
- There are 8,622 families, with 2.28 family members.

### Climate

The county is in a northern climate in a heavily forested and mountainous terrain that surrounds 4 primary cities and towns and several other small communities. The annual rainfall averages 17 inches annually. Snowfall during winter months averages 49" in the meadows to over 100" in the deep valleys of the mountains. Average temperature is in the 60's with the hottest temperatures in the month of August, averaging 88 degrees. The coldest temperature is in the month of January averaging below 20 degrees. The county averages 72 days annually with below freezing temperatures with most lakes, rivers, and creeks freezing over during the winter.

### International Border

There are over 100,000 people who cross the international border with Canada annually averaging 300 per day primarily in vehicles. Recreation travelers and boaters also cross the border in boats on Lake Koocanusa. Further, it is estimated that an unknown number of individuals cross between the US and Canada on the Lincoln County northern border through the mountains. This is a known route for drug smuggling, illegal entry into the United States, fugitives fleeing from justice, and entry routes for contraband and people avoiding contact with government officials. The US/Canada border crossing is on the national list of critical infrastructures.

### Vehicle and Railroad Traffic

There are almost 3,000 vehicles per day that travel through the cities of Libby and Troy in-route to and from the Idaho state border crossing through Lincoln County. There are a minimum of four AMTRAK and BNSF trains that travel through the county daily. The AMTRAK train stops at the BNSF passenger station located in Libby. There is no security at this station. An average of 17 people per day arrive and leave Libby, Montana on the AMTRAK trains. The BNSF trains are primarily freight and bulk cargo trains, some carrying hazardous materials and industrial products. All trains go through the Flathead Tunnel, the second-longest tunnel in the United States. Located east of Libby and Eureka, the Flathead Tunnel is 7 miles long and is on the national list of critical infrastructures.

### Aerial Traffic

There are approximately 2,000 commercial airline flights per week that fly over Lincoln County. This average does not include small private craft, charter craft, government aircraft, and military flights. It also does not include international flights. It is not possible to estimate the number of daily aircraft that fly over Lincoln County. A conservative estimate is approximately 200 flights per day traversing the county east to west and the

reverse.

### Rivers, Streams, and Lakes

There are a number of rivers, streams, and lakes in Lincoln County. Of the 3600 square miles in Lincoln County, approximately 62 square miles are lakes, rivers, streams, creeks, and ponds. The primary rivers are Kootenai River, Yaak, Tobacco, Fisher, and Graves Creek. The larger lakes are Koocanusa, Bull, Thompson Chain of lakes, the Upper, Middle, and Lower Thompson, Crystal, Savage, Glen, Baker, and Black Lake. There are many smaller creeks and lakes. Almost all private land around lakes, rivers, and streams has private homes and farm or ranch buildings within ½ mile of the water. Several rivers have dams that provide water supply reservoirs. Ranches are located in the meadows and valleys in the county and are generally close to streams and rivers.

### Dams

There are several dams in Lincoln County. Libby Dam is the major dam, built in 1975, and created the Lake Koocanusa Reservoir which is the Kootenai River. This dam is operated by the US Army Corps of Engineers and produces hydroelectric power, in addition to creating the recreational lake and water supply of Lake Koocanusa. Libby Dam is on the national list for critical infrastructures. Dams impound upstream water into lakes for water supply and recreation as well as flood control facilities.

### Mining and Superfund Site

Lincoln County historically has been a mining, logging, and ranching community. Currently, there are operating mineral mines in Lincoln County. There is a continued logging operation and limited lumber mill operations in the county. As a result of the extensive mining of asbestos minerals in the county, there is currently a federally designated superfund site for hazard abatement and environmental clean-up associated with the W.R. Grace Mine and asbestos contamination. Lincoln County is receiving health appraisal, monitoring, and federal assistance for asbestos related diseases and compromised health conditions. All residents and emergency responders are made aware of the asbestos hazard that would threaten the community in the event of a wildfire and/or high wind conditions involving the Rainy Creek area. There are two working mines in Lincoln County: The Montanore Mine up Libby Creek in Libby and the Genesis Mine near Troy off Spar Lake Rd.

### National Forests

The Lincoln County natural forests and wild land areas attract thousands of visitors, hunters, campers, and hikers into the forested lands. In periods of dry weather, the fire hazard is high for wildfires in the back country and in the wildfire/community interface near the cities and towns. Wildfires are also ignited by other causes including lightning and spark sources from utilities.

### Public Events

There are several annual public events which attract visitors to Lincoln County, at times several thousand. Some of these events are multiple days and attract visitors from the western United States as well as Canada. These are annual events held primarily during the summer. A few of these events are:

- Libby Farmers Market

- Libby Kootenai MT international chainsaw competition
- Lincoln County fair
- Libby/Eureka Two Rivers Rendezvous
- Eureka bull thing
- Kootenai River PRCA Rodeo
- Eureka Tobacco Valley Rodeo
- Troy Old Fashion Fourth of July

### Lincoln County Information Technology (IT) Systems

Lincoln County operates its business with computerized information technology systems. These systems support the day-to-day business and include information on property owners, taxpayers, and people who are involved in the county business. Technology systems also support emergency response. The systems contain proprietary and protected information on employees, citizens, people involved in the court system, and citizens who are served by the county public health and other programs. Security of the systems and protection of the data files are an important part of the county's business operation.

### Average Daily Emergency Calls to 9-1-1/PSAPs

There is on average 3-4 emergency calls per day in the county in which First Responders (Law Enforcement, Fire and/or EMS or all three) respond to an incident. There is on average one incident every month in which the EMA office must activate to support the Incident Commander or conduct EMA urgent activities and/or notify the State DES. During these incidents the EMA office is coordinating information between 10 to 15 agencies and officials, often more, and must send out phone calls, emails, text messages, faxes and log and record all major events.

## Lincoln County Hazards

**Threat and Hazard Identification and Risk Assessment – (THIRA)** is a 3-step common risk assessment process used by Lincoln County that helps the whole community—including individuals, businesses, faith-based organizations, nonprofit groups, schools, and all levels of government—understand its risks and estimate capability requirements. The THIRA process helps Lincoln County communities map their risks to the core capabilities, enabling them to determine whole-community informed desired outcomes, capability targets, and resources required to achieve their capability targets.

Through the THIRA process Lincoln County has identified twenty-one primary hazards and potential incidents that represent the primary risk to the county. These hazards and incidents are listed in **Table 1, Lincoln County Hazards, and Incidents:**

**Table 1 Lincoln County Hazards and Incidents**

Severe Weather	Weather conditions including general climate change, rain, snow, ice, sleet, high wind which causes hazardous conditions for roads, structures, and services and which endanger lives, public safety, and health. Severe, prolonged heat waves may also fall under severe weather if public health is threatened. Weather microbursts may also be considered severe weather if they cause significant damage.
Wildfire or Forest Fire	A major fire which threatens people, structures, critical services, or other aspects of the community and will require coordination within the county, occurring in the forested areas of private property, county property, state lands and/or federal lands.
Flood	Surface water which exceeds the capacity of river channels, creeks, lakes, and storm drainage systems and which intrudes structures and roadways or threatens or causes damage to bridges and infrastructure. This may be caused by excessive concentrated rainfall or ice jams or other obstructions in water ways.
HAZMAT	Release of hazardous materials into the environment.
Power Outage	Electric power outage to one or more communities in the county for eight hours or more during extended low temperatures at or below 32°F.
Public Health – Outbreak	Occurrence, or threat of occurrence, of disease or illness in excess of normal incidence in the population and which could spread or is not contained through normal public health and medical services.
Transportation Accident Highway	Major accident on the public highway in which there is an extended response time and the use of significant public resources to respond to, contain, and clean up the incident.
Earthquake	Seismic event with shaking that can be felt by the population, and which may have caused damage to structures and the infrastructure.
Dam Failure	Threat or actual structural failure to a dam, in which the downstream population and area is at risk of flooding and inundation.
Urban Fire/Explosion	Conflagration located within the populated community which threatens the business and residential structures and/or involves or threatens explosions from engulfed vehicles and/or fuel storage tanks.
International Border Threat	High profile incident, or threat of incident, on the international border which threatens the security, safety, public health, or economic viability of the county.
Significant Illegal Activity	Occurrence of illegal activities in which there is an extended public safety and security response, and which requires the use of significant public resources to respond to and contain. May also involve a public safety threat to the population.
Domestic Terrorism	Local individuals or groups, ad hoc and/or organized, who threaten or carry out acts against the community or government in order to create fear and panic and cause damage and disruption to the public order.
Aviation Accident	Any mishap in the county involving an aircraft resulting in injury or damage to such aircraft, person(s), property, or thing.
Rail Accident	Any accident to any rail transportation on the rail tracks in the county.
Public Health – Bioterrorism	The threat of, or actual, deliberate attack or exposure of the population to biological agents or deadly diseases.
Volcanic Ash	Fallout of ash, lava particulates, and other air borne volcanic debris in the county.

Table 1 Lincoln County Hazards and Incidents	
Radioactive Hazards	The threat or occurrence of the release or exposure to a radioactive source.
Drought-Infestation	An extended period of dry weather conditions which threatens the sufficiency of local water supply for public consumption and/or agriculture and/or creates a significant wildfire hazard; and/or the infestation of harmful insects to the vegetation, live animals and/or habitation in the county, which also creates a significant fire hazard or public health hazard.
Public Event	Major event which attracts a large number of visitors in the county to one or more venues for one or more days.
IT Cyber Attack/Failure	A threat or actual failure to the county's computerized information management system caused by cyber-attacks (hackers), system breach through system failure, or other loss of IT services which impacts the county's business operations.

**Table 2** provides a summary of the historical and current risks to the identified hazards and incidents.

Table 2 Lincoln County Risk to Hazards and Incidents	
<b>Severe Weather</b>	Lincoln County is at risk to severe weather conditions for: extended severe winter storms with high winds, excessive snow falls, and freezing temperatures. Lincoln County Commissioners have declared emergencies nine times in the past 80 years due to excessive winter weather and snow falls. Snow falls have exceeded 400" in remote areas of the back country and over 40" in the communities. Additional severe weather includes high winds, microbursts (sudden severe downdrafts associated with severe thunderstorms), and excessive hot spells. Freezing temperatures can be extended, as Lincoln County on average has 72 days during each year with the daytime high temperature below freezing. Severe weather is a year-round hazard for Lincoln County.
<b>Wildfire or Forest Fire</b>	Lincoln County is at risk to major wildfires in the forests and wildland areas. Lincoln County Commissioners have declared disasters for wildfires six times in the past 80 years. Lincoln County suffered a historic fire as recently as 2017. The Caribou Fire (also known as the Linklater Fire) was in the Kootenai National Forest, 21 miles northwest of Eureka. The fire burned a total of 24,753 acres. The fire threatened the community of West Kootenai, resulting in a mandatory evacuation of the community. It destroyed 10 homes. Another disaster occurred in 1910 in which residents had to flee to Idaho and Washington to escape the raging wildfires. The US Congress established the federal forest management and fire protection in 1911. Today, a majority of the forested land in Lincoln County is national forest and under the authority of the US Forest Service. However, during prolonged hot, dry weather and electrical storm conditions the potential for natural caused wildland fires is high. Human activity in the forested areas during high fire season also creates a hazard for wildland fires. The communities are at risk when the fires threaten communities, property, and assets, and pose a health hazard with excessive smoke in the air. Wildfires are a hazard every summer and fall in Lincoln County.

**Table 2 Lincoln County Risk to Hazards and Incidents**

<b>Flood</b>	Lincoln County has annual spring snow melts which result in seasonal high-water levels and localized flooding in the county. The County Board of Commissioners has declared disasters eight times in the past 70 years for excessive flooding and damage to roads and bridges in the county. Eighteen bodies of water, lakes, and streams, in Lincoln County have been identified as having the potential to flood and threaten public roads, bridges, and private residents and buildings. The following rivers: Parmeter Creek, Flower Creek, Libby Creek, Granite Creek, Fisher Creek, Calahan Creek, Lake Creek, Pipe Creek, Bobtail Creek, Grave Creek, and Yaak River are mapped in the FEMA flood maps because of the flooding history and the declared emergencies due to damages and loss of property. Floods can also be caused by dam failures and by ice jams in the early warming seasons. Ice jams occur when the melting ice becomes jammed at bridges and narrow channels resulting in the water overflowing the river channels.
<b>HAZMAT</b>	Hazardous materials can be released into the environment, land, roadways, waterways, and air through accidental and intentional means. The most common hazardous materials releases in Lincoln County are motor oil and diesel fuel that are released during traffic related accidents on the highway. Lincoln County also has a superfund clean-up and remediation project for asbestos mining at the W.R. Grace mine in Rainy Creek. This area presents a hazard during wildland fires as well, as the smoke would be contaminated with air borne asbestos.
<b>Power Outage</b>	Power outages are generally short term, only for a few hours. Power outages become a hazard when they extend to one or more communities in the county for 8 hours or more during extended low temperatures at or below 32°F. There are on average 72 days each winter in which the daytime high temperatures in Lincoln County are at or below freezing.
<b>Public Health – Outbreak</b>	Public Health outbreaks in Lincoln County are generally at the same risk as the rest of the nation. While Lincoln County does not have a large transient, foreign population, it does have an international border crossing and hundreds of motorists who drive through the main cities of Libby and Troy each week. Lincoln County had 5349 cases of COVID-19 with 91 reported deaths between 8/2020 and 9/2022 and activated public health outreach programs to provide vaccines to the county citizens.
<b>Transportation Accident Highway</b>	Lincoln County is at risk to transportation accidents on the major highways of Interstate 2, Highway 37 from Libby to Eureka, Highway 93 from the International Border Crossing to Flathead County, and Highway 56 that connects Highway 2 to Highway 200 in Sanders County. During severe winter weather in which the roads are icy, or there is excessive snow, or during extremely heavy rainfall or heavy fog, transportation accidents can involve multiple vehicles and/or commercial trucking vehicles. While the Montana State Patrol has the primary jurisdiction for traffic accidents on the highways, the Lincoln County first responders (law enforcement, fire, EMS and EMA) can also be involved in large incidents. Additionally, traffic flowing through the county can be held up for hours which can be hazardous during winter weather or other extreme conditions.
<b>Earthquake</b>	The highest magnitude earthquake in Lincoln County was 4.7 and occurred in 1998. Earthquakes strike without warning and can cause damage and loss of life if they are close to the earth's crustal surface and under or near a populated area. The primary areas at risk to earthquake damage are inside buildings near falling hazards, or near the exterior of buildings where fascia bricks and other attachments can fall, and at any location with unconsolidated soils and high-water tables. Shaking damage can cause failures of bridges, roads, and foundational structures, as well as float pipes and underground utilities to the surface. Localized flooding and spontaneous fires can occur from broken pipes, toppled tanks, and detached utility connections to buildings and anchors. Earthquakes occur frequently in and around Lincoln County; the majority are not felt at the earth's surface but are detected and recorded with sensitive seismic instrumentation.



**Table 2 Lincoln County Risk to Hazards and Incidents**

<b>Dam Failure</b>	<p>Lincoln County has nineteen dams in the county which provide controls for water supply reservoirs, water flow control, and recreation. There are six dams considered at a higher risk for failure and/or if failed would cause significant downstream hazards. They are:</p> <ul style="list-style-type: none"> <li>• Libby Dam on the Kootenai River/Koocanusa Reservoir</li> <li>• Glen Lake Dam</li> <li>• Costich Lake Dam</li> <li>• Rainy Creek Dam</li> <li>• Flower Creek Dam</li> <li>• Lake Creek Dam</li> </ul> <p>While dam failure is not likely during normal times, dams can be targets for terrorism, suffer from excessive soil erosion which can threaten structural integrity, and/or overtop during heavy rainfall which causes extreme pressures on the structure. Libby Dam is operated by the US Army Corps of Engineers and produces hydroelectric power as well as water supply on the Koocanusa Reservoir. All dams must be checked for damage after significant earthquakes.</p>
<b>Urban Fire/Explosion</b>	<p>Fire and explosion due to an exploding tank or other explosive hazard is a high life safety threat to the populated communities in Lincoln County. Approximately 31% of all residents in Lincoln County use propane, kerosene, or other liquid or gas fuel for heating. The majority of this fuel is stored in tanks near residential property, homes, trailer homes, multi-unit housing, and commercial and business properties. This represents a risk to explosion from leaking gas tanks near ignition sources adjacent to homes and residential property. Fuel is also stored in vehicles, both private and commercial, and represents a second source of explosion hazard when near leaking tanks. Explosions and fires are a significant safety risk to firefighters and first responders.</p>
<b>International Border Threat</b>	<p>Approximately 100,000 people cross the international border just north of Eureka in Lincoln County each year. As a port, the border crossing represents a risk to Lincoln County for a high-profile incident or threat of incident on the international border. Such an incident would create a threat to the security, safety, public health, or economic viability of the county and would require significant resources in responding to and resolving the situation. The International Border Crossing can be closed by federal law for public health threats and international security issues.</p>
<b>Significant Illegal Activity</b>	<p>Law Enforcement agencies in Lincoln County are aware of and are vigilant in monitoring the activity along the US/Canadian border which is the northern border of Lincoln County. However, illegal entry, smuggling of drugs and contraband, and other illegal activity occurs across the mountains and forested areas on the border. Lincoln County is at risk to the occurrence of illegal activities in which there is an extended public safety and security response, and which requires the use of significant public resources to respond to and contain. Smuggling activity is generally associated with illegal and harmful drugs but also can be an avenue for significant illegal entry by foreigners, other than Canadians, who wish to enter the United States. These individuals may represent criminal threats and activities and may pose a threat to the citizens of Lincoln County as they pass through the county and/or reside in the county.</p>
<b>Domestic Terrorism</b>	<p>Lincoln County has in the past been a region for local individuals or groups, ad hoc and/or organized, who engage in militia oriented offensive and/or defensive postures. These groups can be organized to threaten or carry out acts against the community or government in order to create fear and panic and cause damage and disruption to the public order. Currently the in-county independent militia groups are segregated into small factions. Lincoln County has, in the past, been a meeting and gathering point for such activists from other states and locations in the US. In 2000, the County Board of Commissioners declared an emergency due to civil disobedience and in response to the influx of political activists for a meeting in the county.</p>
<b>Aviation Accident</b>	<p>Historically aviation accidents in Lincoln County have been privately owned small aircraft. Private, commercial, and military aircraft fly over the county every day. Aviation accidents involving landing or falling from the air in the county can result in fires, mass casualty, mass fatalities, and significant involvement from state, federal, and military agencies.</p>
<b>Rail Accident</b>	<p>Lincoln County has two or more passenger trains and 24 or more freight trains per day traveling through the county. BNSF trains have derailed and caused damage several times traveling through the Cascades in Washington State and in Flathead County, just west of Lincoln County.</p>

**Table 2 Lincoln County Risk to Hazards and Incidents**

<b>Public Health – Bioterrorism</b>	Since the anthrax attacks in 2001 and 2002, the US has been preparing for the threat of bioterrorism, or the deliberate attack or exposure of the population to biological agents or deadly diseases. Lincoln County is at risk of bioterrorism attacks if such attacks were to be inflicted on rural populations in Montana. The U.S. EPA can also provide technical support in the event of a Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) event.
<b>Volcanic Ash</b>	Lincoln County was dusted with the ash from the May 18, 1980, Mt. St. Helens volcanic eruption in southern Washington. The blast of ash and lava particulates became air borne and blanketed the entire western US, including Lincoln County. Lincoln County is also at risk to volcanic debris and ash fall from other volcanoes in the Cascadian range including Mt. Baker, Mt. Rainier, and Mt. Meager in British Columbia. Volcanoes lay —dormant for years and become active with little or short-term warning signs, including earthquakes, steam vents, and ash plumes. In British Columbia, there was a volcanic eruption in the Nass Valley over 200 years ago that reportedly caused the death of over 2,000 people. It is estimated that 2,000 years ago, Mount Meager erupted sending ash fall and lava rock over 300 kilometers – well into Lincoln County. Even a small eruption from the farthest away volcano would cause an ash fall hazard in Lincoln County depending on the wind direction and size and weight of the particulates. Ash fall has been known to follow the wind currents and travel around the globe.
<b>Radioactive Hazards</b>	There are few sources of radioactive hazards in Lincoln County. The threat or occurrence of the release or exposure to a radioactive source includes the potential of a dirty bomb, which is an explosive device tainted with radioactive materials. Radioactive hazards require trained responders with certified personal protective equipment and may require the public to evacuate to a safe distance. The U.S. EPA can also provide technical support in the event of a Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) event.
<b>Drought-Infestation</b>	Lincoln County is at risk to drought and infestation of harmful pests which ruin crops and species of trees in the national forests. Extended periods of dry weather conditions create a condition of opportunity for pests to kill trees and vegetation that is already stressed from low water conditions. This creates dry and dead foliage and tree stock, which is a significant wildfire hazard. Further, the infestation of harmful insects to the vegetation, live animals, and/or habitation in the county can create a health hazard and an economic risk to the farming and agriculture businesses.
<b>Public Event</b>	Lincoln County communities host major public events every year which attract thousands of visitors for several days. These events can become opportunities for crime, civil unrest, or traffic and service problems due to the number of visitors in the area. Libby Logger days, for example, can attract as many as 3,000 people to the community for several days, literally doubling the local residential population. Large public events can strain the local response agencies if an incident were to occur while a significant number of visitors are in the community.
<b>IT Cyber Attack/Failure</b>	Lincoln County is dependent on the Information technology systems to operate its business and for operational management of key infrastructure systems. Cyber-attacks are epidemic across the world and every government and jurisdiction must be prepared to address the threat or actual failure of the county's systems. Further, every property owner and all citizens who do business with the county have personal information stored in the county's system. A breach of the system and theft of personal information would create a serious and urgent situation for the county's leadership. Failures in the system could compromise emergency response operations.

## Planning Assumptions

Lincoln County has prepared this plan with the following assumptions:

- Lincoln County is at risk from hazards and emergency incidents which may occur at any time without forewarning.
- Lincoln County is capable of emergency response and management and deploying its own resources for incidents in Lincoln County within its jurisdictional authority, standard operations, staffing, and equipping.
- The incorporated cities and towns in Lincoln County are included in this plan as local jurisdictions. While incorporated cities and towns may prepare their own jurisdictional Emergency Operations Plans, they don't necessarily need to do so. They can adopt this plan as theirs.
- This plan is based on anticipated hazards and incidents and the impacts to the



Lincoln County demographic, geographic, and jurisdictional profile as summarized.

- Incidents and events will have specific circumstances that may not be known or anticipated until the actual event.
- Agility and flexibility are vital qualities of emergency management and leadership. Lincoln County must be able to respond to and manage changing conditions.
- This plan is primarily for domestic and local incidents even though Lincoln County may be impacted by events and situations outside of the county and the county's influence and control.
- Emergencies and disasters are integrated events and require coordination, diplomacy, public cooperation, and volunteerism and all response is for the safety and welfare of all members of the population.
- Lincoln County may provide assistance through mutual aid, emergency management assistance, and/or volunteer provision to other jurisdictions but will not do so if such assistance places Lincoln County at risk with insufficient local resources for its own citizens.
- Citizens and the public in Lincoln County are expected to cooperate with the local authorities for their own safety and welfare during emergencies and disasters.
- Citizens, residents, property, and business owners in Lincoln County are expected to prepare themselves, their families, pets, businesses and property for emergency response and survival for 72 hours or longer.

## **Capability Assessment Summary of the Lincoln County Emergency Response to the Identified Hazards and Incidents**

### **General Capabilities**

The Lincoln County capability to respond and manage incidents and events in Lincoln County is based on the following concepts:

- Emergency Services for law enforcement, fire, EMS, search & rescue, and public works are available in Lincoln County on a 24/7 basis, either on duty, on call, or as volunteers. The Lincoln County Emergency Management Agency is available 24/7 to respond to any call or report of an incident and will activate the Lincoln County emergency management system.
- Incidents and events are categorized into Types, with Type V being the least complex and most easily resolved, and Type I being the most complex. The majority of incidents that occur in Lincoln County are Types V, IV, and III.
- Lincoln County is capable of managing and resolving Incident Types V, IV, and III.
- State and Federal Resources and support will be needed for Incident Types II and I.

## **Concept of Operations**

### **General Concepts of Operation**

- Hazards, incidents, emergencies, and disasters are essentially local events. Lincoln County is responsible for the preparedness, leadership, management, response, and recovery for Lincoln County and will always have a leadership role to its citizens in

any emergency or disaster that occurs within the Lincoln County geographical boundaries.

- Lincoln County will always have an Incident Commander who will have operational direction and control over Lincoln County staff and resources. The Lincoln County Incident Commander may work with a jurisdictional Incident Commander for state or federal agencies who have operational jurisdiction over the incident.
- This plan is consistent with, and is within, the framework established by the National Incident Management System (NIMS) as established by Homeland Security Presidential Directive/HSPD-5 and the terms regarding local government as established in the Homeland Security Act of 2002, Public Law 107 296.
- The Incident Command System (ICS), as defined in NIMS, is the applied management model for all field Incident Command and the basis for the Lincoln County Emergency Operations Center (EOC) operations in Lincoln County. ICS is the standard model for managing emergencies in Lincoln County including all political sub-jurisdictions such as cities, towns, and districts.
- An emergency in an incorporated city or town in Lincoln County is a local event to that local government and that government may declare an emergency or disaster. The Lincoln County Board of Commissioners will be notified and may also declare an emergency or disaster in support of, and in response to, a local emergency or disaster in an incorporated city or town within Lincoln County.

## Lincoln County Emergency Operations Plan Priorities

The priorities of the Lincoln County Emergency Operations Plan are:

- The safety and protection of lives of Lincoln County citizens and residents
- The safety and protection of Lincoln County emergency response teams, including volunteers, public employees, staff members, and mutual aid or auxiliary personnel, and private sector personnel who are deployed under the jurisdiction of Lincoln County
- The protection of public assets, government viability, and essential public services for Lincoln County
- The protection of private property and assets
- The protection and recovery of the communities in Lincoln County and restoration of normal community lifelines

## Phases of Emergency Management

There are five phases of emergency management in Lincoln County. The Lincoln County Emergency Operations Plan (EOP) is primarily a program of Preparedness, Response, and Recovery. However, some annexes and sections include work and activities in the additional phases of mitigation and prevention. **Table 3** provides a general description of the five phases of emergency management:

**Table 3 Five Phases of Emergency Management in Lincoln County**

Phase	Description
Mitigation	<p>Mitigation refers to measures that reduce or eliminate a threat or risk from happening or reduce the damaging effects of unavoidable emergencies. Typical mitigation measures include:</p> <ul style="list-style-type: none"> <li>• Zoning ordinances to ensure safe and reliable construction and land use</li> <li>• Public works projects to remove potential hazards and reduce damage to critical infrastructure</li> <li>• The establishment of community safety programs</li> </ul>
Prevention	<p>Prevention actions that are taken to avoid an incident as well as stopping an incident from occurring. These actions include:</p> <ul style="list-style-type: none"> <li>• Deterrence operations, security, and surveillance</li> <li>• Community alertness and public health safety</li> <li>• Population protection actions, such as: <ul style="list-style-type: none"> <li>○ Pre-event evacuation to safety</li> <li>○ Precautions to prevent spread of infectious disease</li> <li>○ Cancelling or limiting areas of assembly</li> <li>○ Restricting travel to and from locations</li> </ul> </li> </ul>
Preparedness	<p>Preparedness activities increase a community's capability to respond to emergencies and disasters. Preparedness measures include:</p> <ul style="list-style-type: none"> <li>• Public Education</li> <li>• Emergency Action Plans</li> <li>• Mutual aid agreements and memorandums of understanding</li> <li>• Training for responders and emergency managers</li> <li>• Testing system and response capabilities through exercises and practice</li> <li>• Procurement and staging of critical resources</li> </ul>
Response	<p>Immediate and managed operations when there is an alert, warning, or actual occurrence of a hazard or incident. Response actions continue until the situation is resolved. Response actions are for:</p> <ul style="list-style-type: none"> <li>• Response and containment of the hazard or situation</li> <li>• Rescue, protection, and care of people</li> <li>• Protection of critical infrastructure systems</li> <li>• Protection of public and private property and real assets</li> <li>• Protection of the economic and social viability of the community</li> <li>• Damage Assessment and Short-Term Recovery operations to restore essential services</li> </ul> <p>Response actions are managed through plans, programs, and resources and may include specialized management from local, state, and federal agencies.</p>
Recovery	<p>The return of the community to normal public safety, social, community, and economical conditions through the restoration and rebuilding of basic services and programs. Programs include:</p> <ul style="list-style-type: none"> <li>• Long term housing for displaced families</li> <li>• School programs in temporary locations</li> <li>• State and Federal Individual Disaster Assistance Programs</li> </ul>

## Organization and Assignment of Responsibilities

The following boards, councils, officers, officials, and organizations are listed as having responsibilities in the Lincoln County Emergency Operations Plan for leadership, authority, emergency actions, and representation:

### Lincoln County Board of Commissioners

- Establish the Lincoln County Emergency Management Agency (EMA)
- Provide executive control to the Lincoln County EMA operations
- Declare Emergencies and Disasters for Lincoln County
- Coordinate with all local elected officials and officers of Lincoln County

- Authorize and establish emergency policy and regulations for Lincoln County during emergencies and disasters
- Represent Lincoln County to the public and constituents
- Implement Continuity of Government and Continuity of Operations Plans and Processes for Lincoln County government
- Direct the emergency operations of the Lincoln County Government departments that report to the Board of Commissioners
- Transition Lincoln County from emergencies to recovery
- Authorize emergency funding to support emergency response operations from the Lincoln County 2 mil levy
- Request emergency funding from the State of Montana Disaster Fund through the Governor's Office
- Serve as the Incident Commander as designated by hazard
- Represent Lincoln County to the state of Montana elected officials
- Serve as lead agency for ESF 11, ESF 12, ESF 14 and ESF 15
- Participate on the Lincoln County LEPC

#### **Mayors and Councils**

- Declare Emergencies and Disasters for City or Town
- Coordinate with all local elected officials and officers of Lincoln County
- Authorize and establish emergency policy and regulations for City or Town during emergencies and disasters
- Represent City or Town to the public and constituents
- Implement Continuity of Government and Continuity of Operations Plans and Processes for the City or Town government
- Direct the emergency operations of the City or Town departments that report to the mayors
- Transition the City or Town from emergencies to recovery
- Authorize emergency funding to support emergency response operations from the City or Town 2 mil levy, if available
- Request emergency funding from the State of Montana Disaster Fund through the Governor's Office with notification to the Lincoln County Board of Commissioners
- Serve as the Incident Commander as designated by hazard
- Represent City or Town to the state of Montana elected officials
- Serve as lead agency for ESF 11, ESF 12, ESF 14 and ESF 15 for the City or Town
- Participate on the Lincoln County LEPC

#### **Lincoln County Sheriff and Law Enforcement Agencies**

- Prevent, prepare for, respond to, and mitigate threats and acts of terrorism and crimes in Lincoln County and/or within the local jurisdiction
- Serve as the Incident Commander as designated by hazard or incident type within the local jurisdiction
- Coordinate all law enforcement activities in response operations in accordance with NIMS and ICS
- Serve on or coordinate with the Operations Section of the Lincoln County EOC as needed
- Serve as the lead agency for ESF 9 and ESF 13 within the local jurisdiction
- Participate on the Lincoln County LEPC

### Fire Districts in Lincoln County

- Prevent, prepare for, respond to, and mitigate threats and acts of fire, explosion, and accidents.
- Serve as the Incident Commander as designated by hazard or incident type within the local jurisdiction
- Coordinate all Fire District activities in response operations in accordance with NIMS and ICS
- Serve on or coordinate with the Operations Section of the Lincoln County EOC as needed
- Serve as the lead agency for ESF 4 and ESF 10 within the local jurisdiction
- Participate on the Lincoln County LEPC

### Public Health Officer, EMS, and Hospital/Medical Services

- Prevent, prepare for, respond to, and mitigate threats of public health emergencies, pandemics, bioterrorism, and major health issues in the county
- Serve as the Incident Commander as designated by hazard or incident type for public health in Lincoln County
- Serve on or coordinate with the Operations Section of the Lincoln County EOC as needed
- Serve as the lead agency for ESF 8 for public Health
- Participate on the Lincoln County LEPC

### County and City Public Works, Streets, Roads, Sanitation, Maintenance, and Facilities Departments and Crews

- Prevent, prepare for, respond to, and mitigate threats and emergencies to public utility systems, streets, roads and local transportation, and public facilities within the local jurisdiction
- Serve as the Incident Commander as designated by hazard or incident type within the local jurisdiction
- Serve on or coordinate with the Operations Section of the Lincoln County EOC as needed
- Coordinate all public works and associated services in response operations in accordance with NIMS and ICS
- Serve as the lead agency for ESF 1 and ESF 3 within the local jurisdiction

### County and City Planning Departments and Building and Code Inspection

- Prepare for building and facility safety inspections and damage assessments for local jurisdictions
- Coordinate with county, city, and outside resources for inspections and assessments
- Support the Lincoln County EOC Planning Section and/or the Incident Commander in accordance with NIMS and ICS
- Participate on the Lincoln County LEPC

### All County and City Departments

- Prepare for Continuity of Government and Continuity of Operations for the department and within the local jurisdiction in accordance with state requirements for succession and vital record retention
- Serve on or support the Lincoln County EOC with logistics, administration, and finance as needed
- Provide support and resources to the Lincoln County EOC and emergency response and recovery operations as directed by the jurisdiction executive authority
- Follow emergency orders and directives as issued during an emergency

### Lincoln County Emergency Management Agency (EMA)

- Establish, manage, and maintain the Lincoln County emergency management program, including plans, programs, systems, training, and areas of readiness for emergency and disaster response and recovery in Lincoln County
- Establish and operate the Lincoln County EOC
- Establish and chair the Lincoln County LEPC
- Coordinate with all government agencies, jurisdictions, organizations, and the public to implement emergency management programs, plans, and systems in Lincoln County
- Represent Lincoln County to the State of Montana Disaster and Emergency Services (MT DES) via the State Duty Officer during incidents and emergency coordination
- Manage the Lincoln County emergency communications systems and programs
- Serve as the lead agency for ESF 2, ESF 5, ESF 6, and ESF 7 – (ESF 6 may be led by an NGO (AMERICAN RED CROSS))
- Collect and manage post-incident reports, archives, and documentation for local, state, and federal disaster assistance and funding programs
- Provide ongoing communication to the public and citizens in Lincoln County

### Local Emergency Planning Committee (LEPC)

- Meet quarterly in Lincoln County and/or as scheduled to provide advice for the Lincoln County emergency management plans, programs, and systems
- Participate in plan review, preparedness activities, exercises and trainings, and other Lincoln County emergency program activities as requested
- Represent the Lincoln County emergency management programs to member organizations, constituents, and the community
- Adhere to and promote the compliance and adoption of federal, state, and local emergency management and safety laws, codes, plans, and programs with member organizations, constituents, and the community



### Non-Governmental Organizations, Volunteers, and Volunteer Agencies

- Provide support to Lincoln County and the Lincoln County EOC, or the Incident Commander, in accordance with service capability, training, and any agreements, following the direction of EMA and/or the Incident Commander
- Maintain training certifications with NIMS requirements
- Update all contact information with EMA
- Participate, as requested, at the Lincoln County EOC
- Serve as the Lead for ESF 6, as needed

### Public and Private Schools in Lincoln County

- Prevent, prepare for, respond to, mitigate, and recover from emergencies that impact the school populations during school hours
- Coordinate with the local Incident Commander and jurisdictions during emergencies and disasters
- Implement NIMS and ICS consistent school emergency plans and conduct testing, training, drills, and exercises as required
- Support the Lincoln County EOC with resources as requested and able – coordinate with the Logistics Section of the EOC

### Critical Utilities and Infrastructures in Lincoln County

- Prevent, prepare for, respond to, mitigate, and recover from emergencies and disasters to critical utility infrastructure and services
- Coordinate with the Lincoln County EMA and the Lincoln County EOC Operations and Logistics Sections
- Coordinate and support the Incident Commander in accordance with NIMS and ICS
- Provide updated contact information to Lincoln County EMA
- Participate on the Lincoln County LEPC, as requested

### Private Sector Businesses, Agencies and Organizations

- Prevent, prepare for, respond to, mitigate, and recover from emergencies and disasters through voluntary private sector preparedness programs for security, business continuity, and rapid recovery
- Support the Lincoln County emergency management program with updated contact lists and description of available resources
- Provide support, as able, to disaster operations under the request and approval of the Lincoln County EOC
- Monitor all public releases to stay informed during disasters and emergencies
- Participate in community recovery programs in Lincoln County

### Citizens and the General Public in Lincoln County

- Prepare for self-sufficiency for 72 hours, including food, water, sanitation, first-aid, shelter, emergency supplies, and access to battery-powered radios to receive emergency information
- Plan for evacuation and care away from home, if threatened by fire or another hazard
- Follow the directions of the Lincoln County government agencies and Incident Commanders if involved in or impacted by emergency incidents

- Care for animals and the protection of personal property as able
- Become certified volunteer with agencies to support community disaster response efforts as trained and able, authorized and assigned in the efforts to create a resilient Lincoln County
- Report information to 9-1-1, the Lincoln County EOC, or other information centers in Lincoln County regarding incidents, crime information, status reports, and other relevant issues

## Direction and Control in Lincoln County

Direction and control of emergency management activities within Lincoln County are under the authority and management of the Lincoln County Board of Commissioners or the mayors of the cities and towns in Lincoln County. The Lincoln County Emergency Management Agency (EMA) is responsible for the coordination, advising of agencies and government of emergency management activities within Lincoln County and represents Lincoln County to the State of Montana for planning and preparedness programs.

### Direction and Control Priorities for Lincoln County

The following list of management priorities are a guide for Lincoln County authorities in the direction, control, and coordination of emergencies in planning for, responding to and recovering from emergencies:

- Protection of human lives, safety, and welfare
- Protection of animals, and public and private property
- Protection of the environment
- Restoration of community Lifelines and services
- Situation Assessment
- Public Information, Alert, Warning and Communication
- Coordination of all Emergency Operations
- Mitigation of hazards, risks, and vulnerabilities to prevent emergencies from occurring

The Direction and Control Standard Operating Guide is provided in the Direction and Control Annex to this plan and reflects the State and national seven Community Lifelines approach that encompass infrastructure, assets, and services within Lincoln County

### Lincoln County Emergency Operations Center (EOC)

During a threat or emergency to Lincoln County, the Emergency Operations Center (EOC) is the primary center to establish direction, control, and coordination throughout the county and to support the community response to a disaster. This includes coordination with the Lincoln County Board of Commissioners, Mayors and Councils of the Cities and Towns, and other jurisdictions and representatives for the coordination of Lincoln County services and the continuity of government operations. The Lincoln County EOC has two primary locations:

- Libby City Hall
- Eureka County Annex

The EOC standard operating guide is provided in the EOC Annex to this plan.



## Lincoln County, City and Town Governments and Special Districts

The Lincoln County Board of Commissioners and the Mayors of the Cities and Towns in Lincoln County are responsible for the direction and control of the organization, administration, and operation of the emergency management program of their governments in Lincoln County. Special Districts, including the (9) Fire and 3 Ambulance Districts in Lincoln County, and are responsible for the direction and control of the organization, administration, and operation of the emergency management program of their districts in Lincoln County.

## Executive Direction and Control

The Lincoln County Board of Commissioners and the Mayors of the Cities and Towns in Lincoln County emergency management responsibilities include:

- Providing overall direction and control to the EOC, issuing Declarations of Emergency or Disaster
- Issuing emergency policies and local emergency regulations, authorizing emergency expenditures and operations
- Communicating to citizens and others on behalf of the government, requesting assistance from the State of Montana and through the Governor's Office to the federal agencies
- Coordinating with other jurisdictions within Lincoln County and with contiguous counties, agencies, jurisdictions and official entities.

## Continuity of Government and Succession for Lincoln County Officials

The Lincoln County governments' emergency management responsibilities include ensuring the continuity of local leadership and the capability to provide direction and control during an emergency. Continuity of Government for Lincoln County is shown as follows in **Table 4**:

<b>Table 4 - Continuity of Government for Direction and Control in Lincoln County</b>		
<b>Position</b>	<b>Succession/Continuity</b>	<b>Reference</b>
Chairman of the Board of Commissioners	In the event the Chairman is not available, the Vice Chairman will act as the Chairman. In the absence of both the Chairman and the Vice Chairman, the remaining member of the Board will act as the Chairman	7-4-2109, M.C.A.
Sheriff	In the event the Sheriff is not available, the Undersheriff shall serve as Acting Sheriff	7-32-2102, M.C.A.
County Attorney	In the event the County Attorney is not available, the Chief Deputy Attorney shall serve as the County Attorney	7-4-2703, M.C.A.
County Officers	County Officers will assign their designated delegates to act on their behalf in their Continuity of Government Plans. If County Officers are absent for more than 15 days without consent of the Board of Supervisors, the officer forfeits the office and a substitute may be appointed by the Board of Commissioners	7-4-2208, M.C.A.
Mayor	Mayor – In the event the Mayor is not available, the President of the City Council shall serve as acting Mayor or as determined by the Mayor and Council	7-4-4403, M.C.A.

Continuity of government includes succession for all county department heads and officers, per their department procedures and Continuity of Operations Plans. All Departments are required to maintain archives of vital and essential records, per 7-4-2223 M.C.A. The Lincoln County Courthouse maintains microfilm records stored off-site from the Courthouse. Requirements for Continuity of Government (COG) and Continuity of Operations (COOP) plans are provided in Annex F, COG and COOP Plans.

## **Emergency Authority to Suspend Rules, Procedures, and Issue Orders**

Direction and Control of emergencies and disasters may require the Lincoln County Board of Commissioners and the Mayors of the Cities and Towns to operate under an emergency authority. This authority is also called Extraordinary Emergency Authority and is provided in the State of Montana Code Section 10-3-406. Additionally, under the State of Montana Code 10-3-104 (1.) (a.) M.C.A., the Governor of the State of Montana may also suspend normal rules of government and issue certain protective orders during Declared Emergencies and Disasters in the State.

## **Emergency Coordination in Lincoln County**

The Lincoln County Emergency Management Agency (EMA) is responsible for the coordination of emergency management activities within Lincoln County and represents Lincoln County to the State of Montana for planning and preparedness programs. The EMA Director is authorized under the Lincoln County Board of Commissioners to coordinate emergency management programs and activities in Lincoln County with all governments, jurisdictions, agencies, and public and private sector entities, as required, to prevent, mitigate, prepare for, respond to and recovery from emergencies and disasters.

To support the Lincoln County emergency management in maintaining overall direction, control and coordination, each government organization, jurisdiction, department, agency and participating public and private entity involved in emergency management activities in Lincoln County, will keep the EMA informed of their programs, capabilities and training. During emergency response, these agencies are to coordinate with the EMA in keeping the County informed on the status of events, emergency response operations, and any needs for coordination of operations, as well as coordinate direction and control activities with the Lincoln County Emergency Operations Center (EOC).

## Emergency and Disaster Proclamations

The Lincoln County Board of Commissioners and/or Mayors of Cities and Towns are responsible for issuing a Declaration of Emergency or Disaster in Lincoln County. If a Mayor of a City or Town in Lincoln County has issued a Declaration of an Emergency or Disaster, the Lincoln County Board of Commissioners will support the Declaration with a similar proclamation from the Lincoln County Board of Commissioners. The Lincoln County Board of Commissioners will notify the State of Montana Governor's Office whenever an emergency or Disaster is declared in Lincoln County. Declarations of Emergency or Disaster are the formal direction and control action of the County and City governments and provide executive authorization for emergency response operations in the county including mutual aid, requesting resources from outside the county, emergency safety and population measures, evacuations, closing off areas from access and restricting routes for egress and traffic control, and accessing emergency funds from tax levies and State of Montana assistance.

### Declaration of an Emergency in Lincoln County

An emergency declaration is issued when there is a clear threat to lives, health, animals, property, or normal government services. Generally, an emergency declaration is issued when:

- No losses have occurred yet; however, there is a clear threat to health, life, or property and the continuation of government services. The proclamation is needed to enact preventive or protective measures; or
- Limited losses have occurred, and proclamation is needed to enact response and protective measures to prevent further losses and/or avert or avoid a disaster

An emergency proclamation may be issued to support the following actions:

- Deployment of the County response agencies and resources in which the county will be left at risk to additional events
- Deployment of County resources on private property to protect lives and activate rescue operations
- Requests for mutual aid and extra-ordinary expenses and costs in the emergency response
- The public will need to be informed, alerted, and warned and additional county and city public assistance may be needed for emergency outreach and to handle excessive inquiries
- The County or City/Towns will request the Governor to enact specific emergency powers
- The County or City/Towns will need to access their 2-mill emergency tax levy for emergency expenditures
- The County or City/Towns will request funding from the State Emergency and Disaster Fund
- The County or City/Towns will request state or federal resources, including the Army Corps of Engineers, State Department of Natural Resources and other agencies located in Lincoln County

## Declaration of a Disaster in Lincoln County

A disaster declaration is issued when there is an imminent threat or occurring event of widespread or severe damage, injury, loss of life or severe losses to property and/or emergency response and recovery operations will be significant in Lincoln County. Generally, a disaster declaration is issued when any of the below conditions exist:

- The emergency response operations will require a Level 2 or 1 activation of the Lincoln County Emergency Operations Center
- The anticipated or forecasted losses to the community will be significant
- The cost of response and recovery operations will exceed the Lincoln County or City/Town resources
- The Lincoln County Board of Commissioners and/or Mayors will be enacting and authorizing emergency authorities, regulations and operations that are extraordinary or supersede normal services and local laws and regulations
- The Lincoln County Board of Commissioners and/or Mayors will be requesting the Governor to enact specific emergency powers
- Significant mutual aid resources from contiguous counties and jurisdictions, the State of Montana and/or the federal government will be needed
- There is a significant loss of life
- The County or City/Towns will need to access their 2-mill emergency tax levy for emergency expenditures
- The County or City/Towns will request funding from the State Emergency and Disaster Fund
- The County or City/Towns will request state or federal resources, including the Army Corps of Engineers, State Department of Natural Resources and other agencies located in Lincoln County

## Information Collection and Dissemination

The Lincoln County EMA has the primary responsibility for information collection and dissemination for emergency management activities in Lincoln County.

### Collection of Information for Emergency Management Activities in Lincoln County

The EMA office in Lincoln County maintains the following systems and points of collection of information in Lincoln County as listed in **Table 5** below:

Table 5 Lincoln County Points of Information Collection		
Information Source	How EMA receives information	EMA Information Collection
Lincoln County 9-1-1 County Dispatch/PSAP Centers	Receives calls from the public and agencies reporting information Manages the County Emergency Radio System Traffic Is alerted and aware of current incident response operations	9-1-1/PSAP notifies EMA through telephone calls, emails, alerts, and radio communication and maintains electronic records of all voice and data communications
All Public Agencies and Departments in Lincoln County	EMA receives calls and notifications directly from public agencies in Lincoln County. Most staff have cell phone service and have direct contact with the EMA. Elected officials may contact the County Board of Commissioners who will then contact EMA.	EMA receives direct calls via cell phones.
The General Public	EMA receives calls from the general public who are seeking information or who are providing information and may provide information to the agency. By receiving numerous calls, EMA is apprised of situations and status information.	EMA maintains a log of significant notifications and messages from the public.

Table 5 Lincoln County Points of Information Collection		
Information Source	How EMA receives information	EMA Information Collection
News Media	<p>EMA receives calls and information and is able to access information and broadcasts from local and state media outlets including:</p> <ul style="list-style-type: none"> <li>• The Western News</li> <li>• Kootenai Valley Record</li> <li>• The Montanian</li> <li>• KLCB Radio-1230</li> <li>• KTNV-FM 101.7</li> <li>• KCFW (9-NBC)</li> <li>• KPAX (8-CBS)</li> <li>• KXLY(4-ABC)</li> <li>• Internet Access and social media</li> </ul>	EMA receives calls from the local media when situations are occurring, and the media may provide information to EMA
National Weather Service	EMA receives weather alerts directly from National Weather Service (NWS) office in Missoula via phone, email and weather app notifications on smartphone and web-based monitoring or the County 911/PSAP	EMA is notified by 9-1-1/PSAP and may monitor the NWS weather alerts. Weather alerts are also transmitted via RSS feeds which EMA may have via Smartphone capability or browser configuration.
Contiguous Counties and Agencies with Lincoln County	EMA receives calls, emails and text or fax information from the contiguous counties of Flathead, Sander, and the agencies representing the International Border Crossing, and the Idaho State Border Counties of Boundary and Bonner.	EMA receives informational calls and notifications. While most of these are through the 9-1-1 /PSAP center, the agencies may call EMA directly.
State of Montana Disaster and Emergency Services State Warning Center (State Duty Officer)	EMA receives voice and electronic communication from the State of Montana Disaster and Emergency Services Duty Officer (MT DES DO) Desk when the State has information for Lincoln County. EMA makes notifications to the State Duty Officer of all reportable Hazardous Materials Incidents and Incident Types IV – 1 in which EMA is notified.	EMA is notified by phone, email, fax, and text messages from the State Duty Office. Notifications may also be made to the 9-1-1/PSAP Center.

## Dissemination of Information for Emergency Management Activities in Lincoln County

Lincoln County coordinates the dissemination of information as follows in **Table 6, Dissemination of Information for Emergency Management Activities in Lincoln County:**

Table 6 Dissemination of Information for Emergency Management Activities		
Target Audience	How Lincoln County Disseminates Information	Jurisdiction, Department or Agency
All Emergency Responders in Lincoln County	Critical Information is disseminated via interoperable radio channels of the Lincoln County Emergency Radio Network and System managed by EMA and operated by the County 9-1-1/PSAP Center. All response agencies in Lincoln County have access to the 9-1-1 Dispatch and Communication Center through at least 1 primary radio channel. Agencies can communicate agency-to-agency via the county radio system.	9-1-1/PSAP All Emergency Response Agencies in Lincoln County EMA



Table 6 Dissemination of Information for Emergency Management Activities		
Target Audience	How Lincoln County Disseminates Information	Jurisdiction, Department or Agency
Incident Command	All Emergency Responders to an incident in Lincoln County are assigned to the Incident Command structure and have a Unit Leader who reports to a Section Chief. Information is rapidly disseminated through the field radio and person-to-person communication.	Incident Command Structure
County and City/Town Officials	EMA coordinates with the elected officials in Lincoln County through voice, email, and personal communication.	EMA
Local Emergency Planning Committee (LEPC)	EMA coordinates the LEPC which is comprised of representatives from response and emergency management agencies in Lincoln County. Information is provided as updates and reports to the LEPC on a quarterly basis.	EMA
All Lincoln County Jurisdictions, Agencies and Departments	EMA coordinates emergency management information primarily through the LEPC, but also communicates through email, voice mail, presentations, trainings, and direct calls to all jurisdictions in Lincoln County when the programs and situations require such communication.	EMA
The State of Montana and Contiguous Counties and Jurisdictions	EMA coordinates and disseminates emergency management information through the State of Montana Disaster and Emergency Services 24X7 State Duty Officer Desk (MT DES DUTY OFFICER). The State Duty Officer will disseminate information to the State of Montana agencies and contiguous Counties and jurisdictions as requested by Lincoln County.	EMA MT DES DUTY OFFICER
State, Federal Agencies in Lincoln County	EMA coordinates information with the state and federal agencies in Lincoln County. Many of these agencies have interoperable radio communication for joint command operations at incidents. EMA can also contact them directly. This is for the relay of information. <i>Direct communication is not the process for the request of state and federal resources in Lincoln County. EMA must go through the MT DES DUTY OFFICER for requests and Lincoln County must issue a Declaration of Emergency or Disaster before making such requests for mutual aid.</i>	EMA 9-1-1/PSAP Incident Command
Critical Private Sector Resources	EMA and the 9-1-1 Dispatch Center coordinate information with the critical private sector resources primarily voice, text, and email. Private Sector entities may not have interoperable radio capabilities. Private Sector resource entities may also have representatives on the Lincoln County LEPC.	EMA 9-1-1/PSAP
General Public	The general public is informed of safety information, alerts, warning and status updates through the Lincoln County EMA Public Information Officer and the following systems: <ul style="list-style-type: none"> <li>• News Releases to radio and television stations</li> <li>• Posted Alerts and Warnings on the County Website or Social media page/s. See the Alerts, Warnings and Notifications Annex and the PIO Annex to this plan.</li> <li>• EAS, WEA messages via phone and apps (CodeRed)</li> <li>• Direct calls to community agencies and organizations per the Lincoln County Emergency Notification List</li> <li>• Emergency Warnings by individual contact or loudspeaker by emergency responders</li> <li>• Activation of a Phone Bank and a call-in number for citizens</li> </ul>	EMA EOC Public Information Officer All Emergency Response Agencies Phone Bank

Table 6 Dissemination of Information for Emergency Management Activities		
Target Audience	How Lincoln County Disseminates Information	Jurisdiction, Department or Agency
	Citizens receive disaster preparedness information from EMA, Lincoln County Public Health, the Red Cross, and various other agencies through community outreach and trainings.	
Lincoln County EOC	<p>The EOC collects, collates, and displays information via the status boards which is called the Common Operating Picture (COP). The COP provides a real time status report of the following information:</p> <ul style="list-style-type: none"> <li>• Incident location and current operations</li> <li>• Incident Commander and Lead Agency</li> <li>• Incident Command Post location and operations</li> <li>• Current Situation Report</li> <li>• Status and location of assigned Resources</li> <li>• Additional Assistance needed</li> <li>• Other field operational locations, including Staging Area, Evacuation Zones, and Supply Areas</li> <li>• Maps/photos/graphics and reports depicting incident information</li> <li>• Current/forecast weather</li> <li>• EOC operational status</li> <li>• Damage Assessment Reports</li> <li>• Statistical information on injuries, casualties, evacuees, and other facts and data on the impacts of the Incident</li> </ul> <p>All agencies with access to the Lincoln County EOC have access to the Common Operating Picture. Lincoln County EMA documents and archives incident information posted for the EOC and for every incident.</p> <p>Lincoln County EOC also provides a Public Information Officer (PIO) for every incident who is responsible for managing the primary message for information dissemination. See the PIO Annex to this plan.</p>	<p>EMA PIO All Agencies with Access to the Lincoln County EOC</p>



## Communications

FEMA's Core Capabilities (Operational Communications) – Ensuring the capacity for timely communications in support of security, situational awareness, and operations, by any and all means available, among and between affected communities in the impact area and all response forces. This capability is met through existing communications infrastructure that is utilized by first responders and communities daily. Should the need arise, this capability may be enhanced by the Lincoln County EOC.

Lincoln County Emergency Communications consists of the following systems as listed below in **Table 7, Lincoln County Emergency Communications**:

Table 7 Lincoln County Emergency Communications		
System	Description	Department or Office
Lincoln County Interoperable Emergency Radio Network	Critical Information is disseminated via interoperable radio channels of the Lincoln County Emergency Radio Network and System managed by EMA and operated by the County 9-1-1 /PSAP Center. All response agencies in Lincoln County have access to the 9-1-1 Dispatch and Communication Centers through at least 1 primary radio channel. Agencies can communicate agency-to-agency via the county radio system. See ESF #2 Communications to this plan.	EMA
Lincoln County 9-1-1 Dispatch/PSAPs and Communications Centers	24X7 Dispatch and Communications Center for Lincoln County. Handles all primary dispatch for Sheriff, Fire, EMS, and EMA. May handle other departments and services after hours or those not handled by their own departments.	Sheriff's Office 9-1-1 Dispatch/PSAPs
Lincoln County EOC phones, fax, email, text messaging and radio communication	The Lincoln County EOC is activated for Type IV-1 Incidents. Serves as a hub for communication with its systems. The EOC at Libby City Hall is also a back-up for the 9-1-1 Dispatch PSAP Center. Alternate EOC locations include the Eureka County Offices in Eureka and mobile command trailer operated by EMA and David Thompson S&R.	EMA
Lincoln County and City/Towns Department Radio Communications (may not be part of the interoperable system)	Individual radio systems used by departments and services. If not part of the 9-1-1 Dispatch/PSAP center, representatives to the EOC will have to bring one of their own radios in order to communicate.	Departments
Lincoln County Emergency Alert Notification List (LEANS) contact for all primary agencies and entities in Lincoln County	LEANS is primarily a contact list of agencies and entities in Lincoln County to be contacted in the event of a significant threat to the community and alert and warning information must be communicated quickly. This is a voice, email, and text system from the EOC through CodeRed. This is also referred to as the emergency fan out list in the Alert, Warning and Notification Annex to this plan.	EMA

## Administration, Finance, and Logistics

Administration, Finance and Logistics for emergency management activities in Lincoln County are primarily the responsibility of Lincoln County. Table 8 provides the breakdown of the administration, finance and logistics for annual program management and or emergency response.

In **Table 8, Administration, Finance and Logistics for Emergency Management in Lincoln County** are explained as follows:

Table 8- Administration	
Annual Program Management	Emergency Response
Lead: EMA	Lead: EOC Staff and EMA
<ul style="list-style-type: none"> <li>EMA annual work plan and program</li> <li>State of Montana Emergency Program Management Grants (EMPG) Work Plan and Requirements</li> <li>EMA office, staffing budget</li> <li>EMA Emergency Plans and Integrated Response Operational Plans – see list in Appendix 5.1</li> <li>Mutual Aid, Memorandums of Understanding and Contingency Contracts for Emergency Response</li> <li>Emergency Management Assistance Compacts (EMAC)s with other counties and jurisdictions, can include NGOs</li> <li>Readiness of the Emergency Operations Center</li> <li>Readiness of Forms and the Documentation Process of the EOC</li> <li>Incident Log and associated files of incident response</li> <li>Drills, Training, and Exercises</li> <li>Emergency Communications Systems</li> <li>Documentation and records for ongoing State and FEMA application reviews and audits</li> <li>Updated forms, applications and hard copy and electronic formats</li> </ul>	<p>Administration is managed at the EOC with the following processes:</p> <ul style="list-style-type: none"> <li>Master Incident Log – recording all significant events of the incident</li> <li>Collection of all documentation of the Incident (Planning Section of the EOC)</li> <li>Incident and Damage Assessment Reports, Photos, Maps, and other records of the Incident</li> <li>Copies of all public information releases</li> <li>Daily Briefings Agendas and Supporting materials</li> <li>Incident Action Plans as developed by the Incident Commander(s)</li> <li>Post-event After Action Report with identified issues, corrective actions, and areas of improvement for the management of emergencies</li> </ul>
Finance	
Annual Program Management	Emergency Response
Lead: EMA	Lead: EOC Staff and EMA
<ul style="list-style-type: none"> <li>EMA Annual Budget</li> <li>Other loans, grants, and revenue/cost sharing through public/public and public/private partnerships</li> <li>Management of Insurance and State and Federal (FEMA) claims and payments from previous eligible disasters</li> <li>Partnerships with public and private partners for cost sharing, resources, and to support emergency response and recovery programs</li> </ul>	<ul style="list-style-type: none"> <li>Compensation and Claims Unit at the Incident Command Post</li> <li>Financial Reports on Damage Assessment, Losses, Costs and Total Costs to Date statements on the Incident – The Finance Section in the EOC</li> <li>Emergency and Disaster Declarations to support the request for financial aid from State and Federal Programs during disasters and emergencies</li> <li>FEMA and private insurance claims and applications</li> </ul>

Table 8 - Logistics	
Annual Program Management	Emergency Response
Lead: EMA	Lead: EOC Staff and EMA
<ul style="list-style-type: none"> <li>Resource List (NIMS) of all County Resources</li> <li>Mutual Aid and Contingency Contracts for essential Services</li> <li>Training, Briefings and Exercises to plan and prepare for emergency response</li> <li>Capability Assessments to determine if the County has sufficient resources for expected incidents and situations</li> <li>Hazard Specific Planning to identify key and critical resources for incident response</li> </ul>	<ul style="list-style-type: none"> <li>Resource Deployment and Demobilization at the Incident Command Post – documentation</li> <li>Resource Tracking – Incident Command Post and EOC</li> <li>Coordination of Logistics from the EOC in support of the Incident Commander</li> <li>In large or prolonged incidents, plan for supply chain and replenishment of key resources and consumables</li> </ul>

## Annual Plan Update and Maintenance

Lincoln County EMA is responsible for the annual update and maintenance of the Lincoln County Emergency Operations Plan. EMA will update the plan and provide a report to the Lincoln County LEPC. EMA will distribute updated sections or pages to the plan holders listed in the distribution list of plan holders. The plan can be updated as an objective of an exercise of the EOC or an exercise of a specific functional section of the plan. Training and exercises are scheduled and managed by the Lincoln County EMA. It is recommended that this entire plan be updated at five (5) years from this publication date. **Table 9** provides the recommended annual update sections:

Table 9 - Lincoln County Emergency Operations Plan Annual Update Sections		
EOP Section	Update	Lead
Appendix Contact Lists	At least once annually	EMA
EOC Annex – confirm procedures and assigned staff	Annually	EMA and EOC Section Chiefs
Resource Management List and any ESF's with Resource Listings	Annually	Confirm the list of County Resources
ESF #10 and all sections addressing HAZMAT response according to 10-3-401 MCA	Annually	EMA - Updated EOP must be on file with the MT DES
General Review of the EOP	Annually	EMA – read through the entire plan

## Annual Training and Exercise Program

In accordance with the 2010 NIMS training requirements and the annual State of Montana EMPG program requirements, the following annual training program is recommended as shown in **Table 10, Lincoln County Annual Training and Exercise Program:**

Table 10 – Lincoln County Annual Training and Exercise Program			
Training	Taken By	Completed	Facilitated By
<a href="#">IS 700.b</a>	All Emergency Responders and EOC Staff	Previous Years	Online FEMA Courses – some classroom courses
<a href="#">IS 800.d</a>	All Emergency Responders and EOC Staff	Previous Years	Online FEMA Courses – some classroom courses
<a href="#">ICS 100.c</a>	All Emergency Responders and EOC Staff	Previous Years	Online FEMA Courses – some classroom courses
<a href="#">ICS 200.c</a>	All Emergency Responders	Previous Years	Online FEMA Courses – some classroom courses
<a href="#">ICS 300.b</a>	Advanced Field ICS	Previous Years	Classroom
ICS 400	Advanced Field ICS	Previous Years	Classroom
IS 2200	Basic EOC Functions	Current Requirement	Online FEMA Courses – some classroom courses
IS-29.a	Public Information Officers Awareness	Current Requirement	Online FEMA Courses – some classroom courses
<a href="#">IS 703. b</a>	NIMS Resource Management – Incident Command Staff and EOC Planning and Logistics Staff	Current Requirement	Online FEMA Courses – some classroom courses
E/L/G 2300	Emergency Operations Center (EOC)	Current Requirement	Classroom
G-191/G-402	Senior Officials	Current Requirement	Classroom
EOC and EOP Trainings and Exercises			
Orientation	LEPC	Annually/as needed	Overview of the Lincoln County EOP and discussion on how the EOP is activated in Lincoln County
Tabletop Exercise	EOC Staff	Annually	Conduct Exercise at the Lincoln County EOC – address target capabilities and/or national priorities
Functional Exercise	EOC Staff	Every 2 Years - actual practice of EOC operations	Conduct Exercise at the Lincoln County EOC or in conjunction with another agency
Full Scale Exercise	Field Command, EOC Staff	Every 4 Years	Activate the EOC in conjunction with a full-scale exercise – real practice with the field. Can be in participation with another agency

## Glossary of Terms and Acronyms

### Terms

Basic Plan	The Basic plan is the core planning document that established the emergency authority, mission, and scope of emergency response management for the jurisdiction. Appendices and addenda are detail plans and are based on the Basic Plan.
Concept of Operations	The Concept of Operations establishes leadership guidance for the execution of the plan. These are statements of protocol that set forth common understandings for the agencies, departments, and jurisdictions in the implement the operations. By adhering to the Concept of Operations, multiple agencies and staff can work in synch for one mission, under established leadership, and with assigned integrated responsibilities.
Continuity of Operations (COOP)	Continuity of Operations is the planning to ensure county critical and essential services are continued during times of emergency and the interruption of normal services and facilities. These operations are both for public services and for critical county infrastructure, such as emergency communications and IT.
Continuity of Government (COG)	Continuity of Government is a plan that provides for the delegated succession of authority for the governing entity during an emergency when key officials and officers may not be available to maintain the viability of the government. Continuity of Government may be determined by state and/or local laws and authorities and augmented by administrative codes and/or policies.
Direction and Control	Direction and Control refers to special disaster authority to direct response operations, request and allocate resources, control access to disaster areas, make emergency decisions, determine policies, and issue orders during declared emergencies and disasters. This authority is implemented and delegated from the local governing board through the jurisdictions and to the Incident Commander at the field Incident Command post.

Emergency and Disaster Proclamations	Declarations and Proclamations of Emergency and/or Disaster are official actions of the governing body or council, as authorized by law, to make a statement declaring a state of emergency caused by events or circumstances that impact a specified geographic location, population, or operation for a specific period of time. When emergencies are declared, a second action is needed to declare the end of the state of emergency. Emergency authorities for the governing entity are then enabled to implement and manage operations for the immediate protection of life and property within their jurisdiction. Such authority may be called —Extraordinary Powersll.
Emergency Management Agency	Department in Lincoln County that has the responsibility to develop, management and implement emergency management programs in Lincoln County and with all municipalities, local districts, and participating public and private entities, and coordinates with the Local Emergency Planning Committee (LEPC).
Emergency Operations Center (EOC)	The Emergency Operations Center is a secure facility for the coordination of information and operations for the county during the response to and recovery from an emergency or disaster. The EOC supports the county, cities, and other jurisdictions.
Emergency Support Function (ESF)	An Emergency Support Function is a functional annex for a specified resource or operation. There 15 standard ESFs in the National Response Plan that are models for state and local plans.
Functional Annex	A Functional Annex is a detailed plan that provides specific functional mission, purpose, operational concepts and assigned responsibilities to the Emergency Operations Plan.
Incident Command System (ICS)	The Incident Management System is a functional management structure that is organized for the response management of an incident until that incident is resolved. ICS is used for managing field operations at the Incident Command Post and is applied at the County EOC to support the coordinating management.
Incident Type	Under NIMS, there are (5) Incident Types, from V (the lowest level) to I (the highest level). Resources, including Incident Management Teams are typed according to their capability for management and deployment consistent with Incident Type ranking.

Level of Activation	The Level of Activation refers primarily to the EOC and local office of emergency management and is established with a general set of actions and response operations corresponding to a Level of Activation.
Local Emergency Planning Committee (LEPC)	The Local Emergency Planning Committee is comprised of representatives of local governments, emergency response officials, environmental and citizen groups, industry, and other interested parties. There is an LEPC in each county. The LEPC is an advisory group for the County's Emergency Operations Plan.
National Incident Management System (NIMS)	The National Incident Management System is a set of emergency management protocols addressing emergency management and key components of multi-agency response operations. All jurisdictional plans in the United States are to adopt the NIMS guidelines for their emergency management organizations and operations.
Phases of Emergency Management	<p>The Phases of Emergency Management are:</p> <ul style="list-style-type: none"><li>• Mitigation – to remove or lessen the effects of a hazard or risk</li><li>• Prevention – to remove the possibility that something can occur or if it does occur, that it will not cause an impact</li><li>• Preparedness – to establish plans for, train, equip, stock, and implement systems for staff, facilities and operations for response and recovery</li><li>• Response – to implement emergency operations to threats, pending situations, and/or occurring incidents to control and resolve</li><li>• Recovery – to clean-up debris, repair damage and restore community services to normal</li></ul>
Multi-Agency Coordinating (MAC) or Policy Group	MAC Groups consist of agency administrators, executives, or their designees. Organizations at any level (e.g., local, state, tribal, or federal) or within any discipline (e.g., emergency management, public health, critical infrastructure, or private sector) may establish a MAC Group depending upon the complexity of an incident. The functions of the MAC Group are to function as policy-level bodies during incidents, supporting resource prioritization and allocation, and enabling decision making among elected and appointed officials and those responsible for managing the incident. MAC Groups do not perform incident command functions, nor do they replace the primary functions of operations, coordination, or dispatch organizations.



Resource Management

Resource Management refers to the listing, assignment, staging, deployment, demobilization, and financial cost accounting for each type of resource that is available for use in an emergency. Resources are typed according to NIMS criteria. Credentialing is a system of resource management in which the qualifying certifications for 1<sup>st</sup> Responders are documented and displayed on a badge or identifier.

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## Acronyms

ARC	American Red Cross
CAP	Civil Air Patrol
CBRNE	Chemical, Biological, Radioactive, Nuclear, Explosive
CHEMTREC	Chemical Transportation Emergency Center
CISM	Critical Incident Stress Management
CEO	Chief Elected Official
DHS	Department of Homeland Security
DNRC	Department of National Resources and Conservation
EAS	Emergency Alert System
EMA	Emergency Management Agency
EmComm	Emergency Communications (amateur radio operators)
EMPG	Emergency Management Performance Grants
EOC	Emergency Operations Center
EOP	Emergency Operation Plan
EPA	Environmental Protection Agency
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
THIRA	Threat and Hazard Identification and Risk Assessment
ICS	Incident Command System
LEPC	Local Emergency Planning Committee
LGDIM	Local Government Disaster Information Manual
MOU	Memorandum of Understanding
MCA	Montana Code Annotated
MERF	Montana Emergency Response Framework

MT DES	Montana Department of Emergency Services
NAWAS	National Warning System
NGO	Non-Governmental Organizations
NIMS	National Incident Management System
NPG	National Preparedness Goals
NWS	National Weather Service
PDM	Pre-Disaster Mitigation
PH	Public Health
PIO	Public Information Officer
PSAP	Public Safety Answering Point
RACES	Radio Amateur Civil Emergency Service
RSS	Really Simple Syndication
SARA	Superfund Amendments and Reauthorization Act
SOG	Standard Operating Guide
SOP	Standard Operation Procedures
UAV	Unmanned Arial Vehicle
USFS	United States Forest Service
WMD	Weapons of Mass Destruction