

SHERIDAN COUNTY  
EMERGENCY OPERATIONS PLAN

**Basic Plan**

I. **INTRODUCTION** – This plan describes the county’s Emergency Management program to cope with hazards that threaten the county. It describes the concept of operations for the response to disasters or emergencies of such scope requiring implementation of this plan, and delineates the roles and responsibility of agencies and organizations responsible for the protection of people and property.

II. **PLANNING AND ASSUMPTIONS**

A. Situations

1. The county is exposed to many hazards, all of which have the potential for disrupting the community, causing damage, and creating casualties. Potential hazards which may occur in or around the county fall into two general categories.
  - a. Natural Hazards including floods, fires, earthquakes, severe storms, dam failure, and drought.
  - b. Manmade Hazards including incidents involving hazardous substances, major air and ground transportation accidents, civil disturbances, power failure, nuclear incidents and terrorism.
2. Local government has the responsibility to protect life and property. This is accomplished by the use of government and volunteer agencies that have capability to provide emergency services or resources.

B. Assumptions

1. The county is vulnerable to the hazards indicated above as well as others which may develop in the future.
2. Warning time available to implement this plan will vary from little or no warning to days or weeks, depending on the type of hazard.
3. Local government officials, both elected and appointed, will, to the best of their abilities carry out all responsibilities regarding public safety and the protection of property. These responsibilities include attention to all phases of comprehensive emergency management and provisions to ensure the continuity of an effective, constitutional form of government.
4. Departments and organizations with emergency responsibilities are to be properly trained, familiar with existing plans and are capable of implementing them in a timely and effective manner.
5. Outside assistance will be available to supplement local government resources as needed to cope with a disaster emergency.
6. Events could occur elsewhere in the state which may require this county to host evacuees.
7. Events could occur that would cross jurisdictional boundaries necessitating a cooperative response.

### III. ROLES AND RESPONSIBILITIES

Continuity of Government (COG) preserves maintains or reconstitutes the civil government's ability to carry out the executive, legislative and judicial processes under the threat or occurrence of any emergency condition that could disrupt such processes and services. Specifically, the purpose of the COG program is to:

1. Preserve lawful leadership and authority.
2. Prevent the unlawful assumption of authority.
3. Preserve vital government documents.
4. Assure that mechanisms and systems necessary for continued government direction and control are in place prior to the crisis.
5. Assure that government services essential to the continued welfare of the public can be delivered during an emergency.

Primary Succession of Leadership. The line of succession for continuity of government for Sheridan County is as follows:

Task(s): County Data

- (a) Chairman, County Commissioners
- (b) County Commissioner
- (c) County Commissioner
- (d) In the event of a major disaster, the Board of County Commissioners has the authority to issue a disaster declaration.

Task(s): Cities/Towns

- (e) Mayor
- (f) Senior Council member
- (g) In the event of a major disaster, the Mayor or the Senior Council member in the Mayors absence has the authority to issue a disaster declaration for their individual jurisdictions.

Task(s): Line of succession for the Emergency Management Coordinator will be the Assistant Coordinator.

Task(s) Line of succession for each agency/department head is according to the department rules and/or standing operation procedures established by each department.

Primary Emergency Operating Centers (EOC's)-The Board of County Commissioners designates a centralized facility as an EOC, for direction and control of disaster operations. Upon notification of an actual or impending disaster, the Chairperson, Board of County Commissioners, or in his/her absence, the next senior member of the board, or a preauthorized representative activates the EOC and declares a specific emergency response phase of operations to be in effect.

Primary Preservation of Records-County departments and agencies develop and maintain procedures which preserve essential records, files and reference documents.

Primary Protection of Government Resources, Facilities and Personnel-The Board of County Commissioners, with advice from the Emergency Management Coordinator and other county officials, take actions as necessary to disperse resources, facilities and personnel in a manner that facilitates sufficient redundancy to ensure that county government can continue to function during emergency conditions.

Primary DECLARATION OF A DISASTER-The Board of County Commissioners and the Mayors of each incorporated municipality has the authority to issue a Disaster Declaration.

Primary Most departments of local government and various outside agencies have emergency functions in addition to their normal operations. Each department/agency is responsible for developing and maintaining emergency management standard operating procedures that coordinate with city/county emergency operations plans.

Primary General responsibilities are outlined in this section of the emergency operations plan. Specific responsibilities are outlined in the annexes to this plan.

Task(s): **Emergency Management Board (EMB).** The composition of the EMB can be tailored to fit the specific situation. The service policy making officials who should be considered for inclusion on the EMB area:

- (i) \*Board of County Commissioners (Chairperson also chairs EMB)
- (ii) \*Mayors
- (iii) \*Town and City Council members
- (iv) \*Sheriff
- (v) \*School Superintendent
- (vi) \*Others as needed

Task(s): **The EMB:**

- a. Monitors operations of city and county departments and agencies during all phases of emergency.
- b. Monitors implementation of the County Emergency Operations Plan and mutual aid agreements.
- c. Issues public proclamations on emergency matters such as evacuation and movement to shelters.
- d. Monitors and supports the Incident Command System and the National Incident Management System.
- e. Establishes the Emergency Public Information Service.
- f. Implements policy for emergency funding, control of expenditures and allocation of resources to achieve optimum utilization.
- g. Assesses the need for a disaster declaration, advising the Chairman, Board of County Commissioners.
- h. Provides for preparedness and planning requirements (i.e., succession, predelegation of emergency authorities, emergency operating centers (EOC's) alternate EOC's, protection of government resources, personnel and facilities) associated with Continuity of Government (COG) responsibilities.

Task(s): **Board of County Commissioners:**

- a. Implements the county emergency operations plan, all or in part, as the situation requires.
- b. Provides direction and control of all county agencies before, during and after a disaster (through the EMB).
- c. Monitors status of mutual aid agreements.
- d. Implements emergency public information service to provide accurate disaster information to the public.

- e. Issues public proclamations relative to the disaster emergency (through the EMB).
- f. Establishes policy for expenditure of funds and for the management and distribution of resources during the emergency.

Task(s): **County Department and Agency Directors:**

- a. Prepare and maintain department Standard Operating Procedures identifying functions to be performed in time of emergency and assure continuity of governmental operations.
- b. Provide staff members to the Emergency Operations Center to coordinate their emergency response functions with those of other agencies.
- c. Inform the Emergency Management Board during emergencies by reporting events and activities to the Emergency Operations Center in a timely fashion.

Task(s): **Emergency Management Coordinator (EMC):**

- a. Acts as staff advisor to the Board of County Commissioners, the EMB and other county officials as required and assumes responsibility to keep them informed of the situation.
- b. Activates the Emergency Operations Center at the direction of the Emergency Management Board and is responsible for its staffing and operation.
- c. Keeps the Board of County Commissioners apprised of overall readiness of the county to respond to all types of emergencies.
- d. Coordinates county disaster planning and operations with industrial installations, public utilities, welfare agencies and adjacent jurisdiction emergency management coordinators to ensure integrated emergency planning/operation.
- e. Conducts or coordinates training programs and exercises necessary to maintain and improve the general disaster readiness posture of all elements of the county's disaster response organizations, followed by update of the EOP.
- f. Develops, in cooperation with local media, an Emergency Broadcast System (EBS) access and use plan.
- g. Keeps the State Office of Homeland Security informed of the disaster situation.
- h. Obtains the assistance of Radio Amateur Civil Emergency Services (RACES) personnel in establishing a logistics and resources communications net.

Task(s): **Sheriff's Department:**

- a. Assumes responsibility for response to incidents such as hazardous substance spills, mass transportation accidents, severe winter storms and floods in their respective jurisdictions.
- b. Establishes and maintains law and order within their respective jurisdictions.
- c. Warns the public regarding the nature of the emergency or disaster.
- d. Maintains contact with the county communications center.
- e. Directs and coordinates search and rescue activities.
- f. Establishes a Forward Command Post, when required.
- g. Establishes traffic control.

- h. In coordination with EMB, authorizes and conducts evacuation of all or part of an area to include:
  - (a) Coordination with Department of Family Services and volunteer agencies such as The American Red Cross and The Salvation Army to assure availability of appropriate shelters for evacuees and food/clothing/medical/counseling support.
  - (b) Designating evacuation routes and modes of transportation; coordinating and providing transportation; assessing number of people to be moved; determining location of staging areas and rest areas.
  - (c) Securing evacuation routes including traffic control points and road blocks.
  - (d) Arranging for evacuation of special populations such as the disabled, infirm, elderly and handicapped in nursing homes, retirement homes, emergency shelters, jail, group homes, institutions, etc.
  - (e) Providing security for evacuated areas; and in areas accommodating evacuees, such as reception centers, lodging and feeding facilities and emergency shelters.
  - (f) Coordinating road service support in movement of population (evacuation/shelter).

Task(s): **Sheridan Police Department**

- a. Responsible for assisting the Sheriff in major field operations that are required in an emergency.
- b. Ensures that a status record of assigned traffic controls, security locations, police and rescue manpower, vehicles and equipment is maintained.
- c. Makes recommendations regarding operation activity.
- d. Responsible for planning, coordination and operation of the municipal Police Department.
- e. Coordinates activity with County Sheriff.
- f. Participates in evacuation and special contingency planning.
- g. Maintains communications capabilities for law enforcement and supporting agencies.

Task(s): **County Engineer:**

- a. Assists in facilities protection and emergency repairs to county public buildings, roads, hospitals, utilities and other essential facilities. Assists the County Commissioners and EMB to establish priorities for repair of damage.
- b. Assists in development of damage assessment information.
- c. Provides removal of debris on thoroughfares to permit emergency rescue operations.
- d. Provides emergency traffic control measures including barricades, street flares and marking of emergency traffic routes and dangerous areas in coordination with Sheriff's Department.
- e. Provides emergency shutdown of utilities to prevent damage. Monitors repair of electrical, gas and water distribution systems. Provides emergency sources of electricity, gas and potable water for essential county and relief activities.
- f. Coordinates repair of the sewer systems and sewage disposal plants.

- g. Acts as central point-of-control and repairs of all transportation assets for maximum emergency utilization of all county vehicles, facilities, heavy equipment, fuels, supplies and personnel.
- h. Assists in decontamination of facilities, areas, roadways and equipment during a radiological or hazardous material spill.

Task(s): **Fire Protection Districts:**

- a. Conduct all regularly assigned functions relating to fire prevention and control prioritizing to minimize loss of life and property.
- b. Establish fire district command posts and maintain continuous communications between all such command posts, the Forward Command Post and the EOC.
- c. Establish and maintain continuous communications with the Sheriff's Department and/or appropriate Police Department during any emergency.
- d. Assist in rescue operations.
- e. Assist in warning public of impending danger and as necessary, evacuate potential danger areas within zone responsibility and provide fire security in evacuated areas.

Task(s): **Health Department**

- a. Coordinates all county medical and public health services and disaster operations including requests for additional personnel, equipment and supplies.
- b. Advises the Board of County Commissioners on actions to be taken regarding all public health and medical matters.
- c. Coordinates and/or provides inoculations for the prevention of disease, water purification, insect and rodent control, and any other health protection measures.
- d. Coordinates with the Department of Agriculture/Environmental Health inspecting food and water stocks, evaluating and recommending methods for the disposal of contaminated or spoiled foods and animal carcasses with the assistance of the Public Works Department.
- e. Identifies residents with health problems that would require special equipment or extra assistance in event of an evacuation.
- f. Plans for providing and supervising nursing services as needed.
- g. Coordinates with the Department of Environmental Quality (DEQ) in performing radiological and chemical analysis, environmental assessment, biological sampling, plume tracking, etc. as necessary.

Task(s): **Department of Family Services:**

- a. Maintains ongoing assistance programs for the needy such as Food Stamps, LEAP, etc.
- b. Establishes plans and procedures for assistance to the public following a disaster.
- c. Collaborates with volunteer agencies such as the Red Cross, the Salvation Army and church groups to provide for a coordinated response to individual disaster needs such as food, counseling, clothing, occupational needs, furniture, emergency location services, housing, etc.

- d. Coordinates plans for emergency feeding of disaster victims and emergency response personnel.
  - e. Implements Individual/Family Grant Program and food stamps program following a presidentially declared disaster.
- Task(s): **County Coroner:** Establishes and maintains a system for body identification and disposition and initiates action to expand mortuary services, when required.
- Task(s): **County Treasurer:** Establishes and maintains incidents related to financial record keeping system.
- Task(s): **County Clerk and Recorder:** Makes provision for the safekeeping of vital records.
- Task(s): **County Assessor:** Works cooperatively with Public Works and the Planning Department to establish and maintain a system for damage assessment.

#### IV. CONCEPT OF OPERATIONS

- A. National Response Plan (NRP) and National Incident Management System (NIMS)
1. In accordance with NIMS processes, resource and policy issues are addressed at the lowest organizational level practicable. If the issues cannot be resolved at the level, they are forwarded up to the next level for resolution. Reflecting the NIMS construct, this EOP includes the following County command and coordination structures:
    - Incident Command Posts on-scene using the Incident Command System (ICS/Unified Command);
    - Area Command (if needed); and
    - Local and private-sector Emergency Operations Centers (EOC)
  2. If an emergency occurs with little or no warning, an immediate response by the governments concerned is required. Only trained personnel following established plans and procedures can make the coordinated effort necessary to protect life and/or property.
  3. Request assistance from the state through The Office of Homeland Security when the required response exceeds local capabilities.
  4. Emergency response functions will generally parallel the normal daily operation of local government agencies. To the extent possible, the same personnel will be utilized in both cases. Those day-to-day functions that do not contribute to emergency operations may be suspended for the duration of the emergency and recover period. Resources normally required for day-to-day operations may be redirected to support emergency operations.
  5. The Board of County Commissioners implements this Plan (EOP) as the situation requires.
  6. An Emergency Management Board, (EMB) composed of county and/or municipal elected officials, is established to ensure policy making leadership is available for comprehensive emergency management. During a disaster the EMB provides leadership necessary to provide the maximum response and decision making capability. The EMB is supported by senior appointed officials,

county and municipal communication facilities and the EOC staff. (See Basic Plan, Part III.G.1).

7. Functional responsibilities such as Direction and Control, Warning, Communications and Public Information, are detailed in Functional Annexes A-K of this plan. Responses to specific manmade and natural hazards are to be delineated in agency specific procedural guides and checklists which are to be developed, maintained and implemented by appropriate agencies.
8. Standard Operating Procedures (SOPs), developed at the department level to support this plan, set forth tasks, activities or operations in any functional area that require a definite or standardized procedure. SOPs are supplemented by a checklist when sequence of actions is critical or actions must be verified.
9. Definitions of Terms are listed in Basic Plan, Appendix 1.
10. A comprehensive emergency management plan is concerned with all types of hazards which may develop in the community. As shown below, it is more than an operations plan because it accounts for activities before, during and after the disaster.

#### B. Phases of Management.

##### 1. Mitigation:

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. It also includes those long-term actions which lessen the undesirable effects of unavoidable hazards.

##### 2. Preparedness:

Preparedness actions serve to develop the response capabilities needed in the event an emergency should arise. Planning, training and exercises are among the activities conducted under this phase.

##### 3. Response:

Response is the actual providing of emergency services during a crisis. These actions help to reduce casualties and damage, and speed recovery. Response activities include warning, evacuations, rescue, and similar operations.

##### 4. Recovery:

Recovery is both short-term and long-term process. Short-term operations seek to restore vital services to the community and to provide the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. Examples of recovery actions include restoration of non-vital government services and reconstruction in damaged areas. The recovery period offers an opportune time to institute mitigation measures, particularly those related to the recent disaster.

#### C. Specific

1. An Emergency Operations Center (EOC) is established (or designated) within the county from which elected officials and supporting agencies exercise direction and control over an emergency situation. The EOC is normally activated at the direction of the Chairman of the Board of County Commissioners. (See Annex A)

2. An Emergency Management Coordinator is appointed and acts as the agent for the Board of County Commissioners for emergency management matters and the development and coordination of this plan and the county program.

## **V. INCIDENT MANAGEMENT ACTIONS**

### **a. Emergency Authority.**

1. A summary of existing Wyoming legislation pertaining to emergency management is listed in Section VII.
2. Provisions for local emergency powers are found in the Wyoming Code and local ordinances which include but are not limited to:
  1. Declaration of States of Emergency.
  2. Contracts and Obligations.
  3. Control of Restricted Areas.
  4. Liability.

### **b. Agreements and Understandings.**

Should county resources prove to be inadequate during an emergency; requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capability. All agreements and understanding will be entered into by duly authorized officials and will be formalized in writing whenever possible.

### **c. Reports and Records.**

Required reports will be submitted to the appropriate authorities in accordance with instructions in annexes to this plan. All records of emergency management activities will be maintained at the EOC.

### **d. Relief Assistance.**

All individual disaster assistance provided by the government will be administered in accordance with policies set forth by the Wyoming Department of Homeland Security and those Federal agencies providing such assistance.

### **e. Consumer Protection.**

Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the Wyoming Attorney General's Consumer Protection Division.

### **f. Nondiscrimination.**

There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of emergency management functions. This policy applies to all levels of government, contractors, and labor unions.

### **g. Administration and Insurance Claims.**

Insurance claims are normally handled on a routine basis by the commercial insurance companies and adjustment agencies. Complaints should be referred to the Wyoming Insurance Commissioner. Adjusters of private insurance

companies are usually dispatched to a disaster area to assist with claim problems.

h. Management of Manpower (Paid and Volunteer).

Manpower, both paid and volunteer, will be managed by the County Emergency Management Coordinator.

i. Duplication of Benefits.

No person will receive assistance with respect to any loss for which he has received financial assistance under any other program or for which he/she has received insurance or other compensation. This also applies to business concerns or other entities.

j. Use of Local Firms.

When major disaster assistance activities may be carried out by contract or agreement with private organizations, firms or individuals, preference will be given, to the extent feasible and practicable, to those organizations, firms and individuals residing or doing business primarily in the areas affected.

k. Preservation of Historic Properties.

The Wyoming Historical Preservation Officer (OHPO) will be notified when the Governor declares that a state of emergency exists as the result of a disaster. The Director, Wyoming Department of Homeland Security, will arrange for the OHPO to identify any existing historic properties within the designated disaster area.

## **VI. ONGOING PLAN MAINTENANCE.**

a. The contents of this plan must be known and understood by those people responsible for its implementation. The County EM Coordinator is responsible for briefing staff members and county officials concerning their role in emergency management and the contents of this plan in particular.

b. Department directors are responsible for development and maintenance of their respective segments of this plan and their appropriate supporting SOPs.

c. The EM Coordinator will ensure an annual review of this plan is conducted by all officials involved in its execution. The EM Coordinator will coordinate this review and any plan revision and distribution found necessary.

d. The plan will be tested at least once a year in the form of a simulated emergency exercise in order to provide practical, controlled experience to those emergency managers tasked within the plan.

e. Any emergency support function under this plan may be transferred from one governmental agency to another with the consent of the head of the agencies involved.

f. If a part of this plan, including assigned responsibilities and tasks, is found to be invalid for any reason, all valid parts that are severable from the invalid part remain in effect.

## VII. REFERENCES AND AUTHORITIES

### A. Federal:

- Homeland Security Act of 2002
- The Hazard Mitigation Act of 2002
- Aviation and Transportation Security Act
- Public Health Security and Bioterrorism Preparedness Response act of 2002.
- Presidential Decision Directive-39
- Presidential Decision Directive-62
- Homeland Security Presidential Directive-5
- Homeland Security Presidential Directive-7
- Homeland Security Presidential Directive-8
- Homeland Security Presidential Directive-12
- National Incident Management System (NIMS)
- National Response Plan (NRP)
- Wyoming Homeland Security Act (W.S. Title 19, Chapter 13)
- Wyoming Emergency Response (W.S. Title 35, Chapter 9)
- Public Law 93-234, as amended, The Flood Disaster Protection Act of 1973.
- Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Act of 1988, as amended July 1997.
- Title 44, Part 206, the Cody of Federal Regulations.
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to events, emergencies and disasters.

**B. State:**

- The Wyoming Homeland Security act, Wyo. Stat. 19-13-101
- W.S. 19-5 (Wyoming Disaster & Civil Defense Act of 1977) as amended
- W.S. 18-2-101, W.S. 18-3-105 and W.S. 18-3-504 (powers of county commissioners).
- W.S. 18-3-606 and W.S. 18-3-609 (powers of county sheriffs)
- W.S. 6-5-204 and W.S. 7-2-101 (powers of peace officers generally).
- W.S. 15-1-108 (Powers of Mayors).
- W.S. 35-9-01 (Powers of Local Fire Protection Districts).
- Assignment of Disaster/Emergency Mitigation, Preparedness, Response and Recovery Functions to State Agencies, Executive Order 1988-7.
- Assignment of Emergency Response, Preparedness, and Recovery Functions for Radiological Materials Transportation Accidents, Executive Order 1990-4.

**C. Local:**

- Emergency Management Resolution, date 6/29/92
- Sheridan County Emergency Operations plan.
- Mutual Aid Agreement, Letters of Agreement, and/or Memorandums of Understanding.

**VIII. APPENDICES**

1. Incorporation of NIMS in the Emergency Operations Plan
2. Definition of Terms