MILWAUKEE COUNTY Courthouse Complex Emergency Action Plan

December 19, 2014

Milwaukee County Courthouse Complex
Office of Emergency Management
Department of Administrative Services – Risk Management
901 North 9th Street, Milwaukee, WI 53233



PROMULGATION STATEMENT
The U.S. Department of Labor, Occupational Safety & Health Administration (OSHA) regulation
29 CFR 1910.38 ¹ and the International Fire Code, Chapter 4, Emergency Planning and
Preparedness, 2009, ² dictate minimum emergency planning standards herein.
Proper employee training of the following elements will minimize employee and occupant injury and infrastructure damage during an emergency or disturbance.
The Emergency Action Plan (EAP) Coordinator for Milwaukee County is the Office of Emergency Management with a strong partner in Risk Management. Staff awareness, annual training and new employee orientation to the actions herein are the responsibility of designated EAP Coordinators within each department, as required by the signatures below.
For additional information, please contact:
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Or,
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This plan is for the Courthouse Complex, which contains the Milwaukee County Courthouse, Safety Building and the Criminal Justice Facility (CJF). This plan is the parent of many departmental plans contained within the Complex; the amalgamation of which enhances the readiness posture of Milwaukee County and increases the preservation of life and environment.
Matthew (March

2015 Director, Office of Emergency Management

Christine Westrich

Director, Risk Management

12/19/2014 Page 2 of 19

¹ https://www.osha.gov/SLTC/etools/evacuation/evac.html, December 19, 2014.

² International Fire Code, Chapter 4, *Emergency Planning and Preparedness*, and Chapter 10, *Means of Egress*, 2009.

COMMUNICATIONS

REPORTING AN EMERGENCY -

Milwaukee County employees and the facility occupants are empowered to report an emergency situation by:

CALLING 9-1-1

Calling 9-1-1 will alert the dispatchers in the Milwaukee County 911 Communications Center who can then make complex-wide notifications.

When calling 9-1-1 from the Courthouse Complex or other County facilities or grounds, *mobile* calls will be routed to the local municipal dispatch center. The municipal 9-1-1 call-taker will forward the call to the Milwaukee County 911 Communications Center.

9-1-1 calls from a County *landline*, however, will be routed directly to the Milwaukee County 911 Communications Center, ensuring the most immediate rescue response.

The 9-1-1 dispatchers have three means of notification:

- 1. Public Address system (PA);
- 2. Fire Alarms;
- 3. Outdoor Warning Sirens (a.k.a. tornado sirens); and
- 4. Milwaukee County Notification System (MCNS).

FIRE ALARMS

Manual Fire Alarms are located throughout the Complex and shall only be pulled when an evacuation of all personnel is required for life safety. A fire or other immediate threat to life may dictate the use of the fire alarms.

The use of the fire alarm will sound an audible siren and visually illuminate strobes alerting employees and the public to evacuate the building.

Pulling a fire alarm in a situation other than a fire may inadvertently place evacuating personnel into harm's way and/or it may prevent immediate law enforcement response due to sirens that mask the location of the threat.

VERBALLY WARNING OTHERS

Verbal warning in conjunction with calling 9-1-1 or pulling a fire alarm will most certainly save lives. Later, in this document, the concept of Team Leaders and Crowd Marshalls will be discussed; these are members who are responsible to provide direction during an emergency or in crowded spaces.

12/19/2014 Page 3 of 19

Verbal direction should be visualized and practiced by all employees to ensure the immediate safety of others.

Verbal aid can include declaring which direction to go, warnings to turn-off mobile devices, reminders to lock the door, etc. Pointing and using body movements to illustrate the direction of safety are also encouraged.

RECEIVING ALERTS -

Upon receipt of an alert or emergency notification, personnel should take immediate action without delay. Under no circumstances should staff call Facilities Management or administrative phone numbers to confirm whether the alarm is a drill. All alarms are to be treated as a real event until an ALL CLEAR is given.

Milwaukee County employees and facility occupants may receive emergency notification through:

Public Address system (PA)

The Milwaukee County 911 dispatchers utilize the PA system to alert employees and occupants of an incident. The voice alert is transmitted through the fire alarm speaker boxes preceded by a series of bells. The notification includes the nature of the incident, location and what action to take.

Fire Alarms

The Fire Alarm system can be activated by any person pulling a manual pull-station device or by the Milwaukee County 911 Communications Center. The alert will be an audible horn and visual strobe illumination.

Outdoor Warning Sirens

The Milwaukee County 911 Communications Center and Emergency Management control the county's Outdoor Warning Sirens. The sirens are sounded for a minimum of three minutes in approximately 58 locations countywide. All County sirens are sounded when the National Weather Service (NWS) has issued a Tornado Warning for any portion of our county.

The American Red Cross Tornado app and the additional URL below offer free weather alerts to mobile devices.

http://www.redcross.org/mobile-apps/tornado-app

http://mystateusa.com/signup/

MILWAUKEE COUNTY NOTIFICATION SYSTEM (MCNS)

The Milwaukee County 911 Communications Center dispatchers control the MCNS contracted web-based service, which is used to send notification via text message, email, and voice. The system is strictly based on self-registration, meaning, staff is responsible to sign up for the alerts. The URL is:

https://entry.inspironlogistics.com/milwaukee_wi/wens.cfm

An MCNS notice may be ordered by senior elected officials and/or their designees, the Director of DAS, the Director of DAS-Operations, the Director of DAS-Facilities Management, the Director of the Office of Emergency Management, MCSO Sergeants and higher, and the Chief Investigator for the District Attorney's office.

Additionally, an Incident Commander (typically a first responder such as law enforcement or fire service) may order an MCNS alert.

An MCNS notice may include any incident that requires emergency response actions or which alerts registered users of unusual events.



CRITICAL STAY-BEHIND OPERATIONS -

Portable fire extinguishers serve to control/extinguish small stage fires and to protect evacuation routes. A person must have immediate access to the extinguisher, know how to actuate the unit, and know how to apply the agent effectively. Portable extinguishers contain a limited amount of agent and can be discharged in a matter of seconds.

Thus, fire extinguishers require operational training and the use of one against even a small fire may inadvertently delay evacuation and cause imminent danger to life and property. Only trained staff shall operate fire extinguishers. Should a fire occur all staff should immediately evacuate while notifying others and calling 9-1-1.

In determining whether staff is sufficiently trained, one must consider if flammable solvents are involved, if oxygen depletion is imminent and toxic gases are present, if radiated heat prevents proximity for extinguishing, and whether a clear evacuation path is available.-

The following staff are responsible to mitigate additional hazards to first responders and evacuees by conducting the following critical operations in the event of an emergency. Critical operations may also include the shut down of systems or special equipment that could be damaged if left operating, or that could cause an explosive or cascading event.

- A. Facilities Management and cafe staff to operate fire extinguishers; and
- B. Facilities Management and cafe staff to shut down gas and/or electrical systems and other special equipment.

These staff shall be thoroughly trained in their egress route in order to visualize when to abandon the operation and evacuate before this path is blocked.

EMERGENCY PROCEDURES

Emergency procedures are immediate response actions that can minimize the risk of injury, protect life, and preserve property.

If response actions are taken, then "business as usual" ceases and the situation becomes emergent; a delay in the operations of mission essential functions will occur. Additionally, traditional rights protected under the Constitution of the United States may be affected.

There is a period of NO response and this is detailed below as:

O. Business as Usual.

There are four response actions:

- 1. LockOUT for secure the perimeter and listen for information;
- 2. LockDOWN for flight to a safe room;
- 3. EVACUATE to an assembly area; and
- 4. SHELTER to a tornado shelter area.

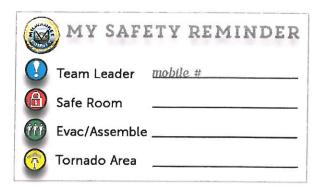
Alert to take such action may be through the MCNS, PA, or verbal direction.

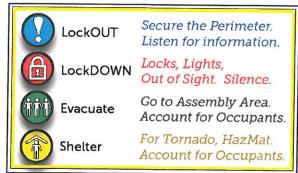
County employees shall maintain awareness of visitors or general public that may be occupying their space. Staff shall guide and encourage all occupants to execute the same response actions.

Persons with disabilities and/or access and functional needs shall pre-plan the best response action to take with the Team Leader. This may include consultation with the Office for Persons with Disabilities and the Office of Emergency Management.

Response actions are defined on the MY SAFETY REMINDER business cards (see image below). It is recommended that staff carry one of these cards denoting their emergency action, with their County ID card.

The Team Leader blank is to identify the name and mobile phone number of the responsible supervisor or colleague with Team Leader responsibilities (see Chapter 4, Team Leaders).





0. BUSINESS AS USUAL

Business as usual are times of normal operations, when staff and public are functioning in ordinary times and service is generally uninterrupted; there are no unusual circumstances affecting a department's mission essential functions.

Entryways into public buildings must, at all times of "business as usual", remain open for civic society to exercise First Amendment rights to the United States Constitution.

Entrances shall remain unobstructed to ensure there is no abridgement or interference with freedom of speech and the right to peaceably assemble. ³

Assemblies, events, or exhibits which do not impose a breach of peace and which adhere to the Milwaukee County Facilities Access Policy are considered scenarios for business as usual operations. ⁴

Business as usual ensures that there is no infringement upon an individual's constitutional rights, such as the right to a speedy and public trial. ⁵

12/19/2014 Page 8 of 19

³ http://www.law.cornell.edu/wex/first amendment, First Amendment of the United States Constitution, December 18, 2014.

⁴ Milwaukee County Facilities Access Policy, dated December 14, 2014.

⁵ Office of Corporation Counsel, Legal framework regarding public access to Courthouse, dated December 11, 2014.

1. LOCKOUT: SECURE THE PERIMETER, LISTEN FOR INFORMATION

A LockOUT occurs when a credible threat against the safety of persons occurs and a geographic area perimeter is secured. During a LockOUT, law enforcement action may occur external to this perimeter. When LockOUT is announced, persons should raise awareness to their surroundings and await information.

A LockOUT may be announced when an adjacent facility or outside acreage is experiencing suspicious or disruptive activity. ⁶

A LockOUT may also be announced when spaces become occupied by an unusually large number of persons and surpass occupant load limits. First responders and other public safety personnel may increase their presence in order to encourage peaceful dispersal.

A LockOUT may occur when an assembly, event, or exhibit becomes unlawful. Unlawful assembly is defined as a gathering of persons that causes reasonable belief that injury to persons or damage to property will occur. Additionally, blockage or obstruction of a thoroughfare, access or exit, makes an assembly unlawful. ⁷

In such a situation of unlawful assembly, sworn officers of law enforcement have the duty to suppress and disperse such populations in their jurisdiction, which may include securing a perimeter and ordering a LockOUT. ⁸

A LockOUT will cause a disruption in service and a disruption in the performance of mission essential functions.

A LockOUT will cause the closure of avenues and/or entry into public spaces containing Executive, Judicial and Legislative functions, and impact constitutional rights guaranteed under the Constitution of the United States.

A LockOUT may cause the suspension or mistrial of court proceedings. 9

A LockOUT must be coordinated with senior leadership to include the Chief Judge of the First Judicial Administrative District of Milwaukee County.

Information will be provided to individuals immediately following LockOUT and persons should refrain from unnecessarily calling 9-1-1 or Facilities Management. News outlets and social media may provide additional information.

12/19/2014 Page 9 of 19

10

⁶ Assemblies, events, or exhibits, in public spaces that peaceably adhere to the Milwaukee County Facilities Access Policy, do not warrant a LockOUT. Reference, Milwaukee County Facilities Access Policy, dated December 14, 2014.

⁷ http://docs.legis.wisconsin.gov/statutes/statutes/947/06, Wis. s.s. 947.06 (2), December 18, 2014.

⁸ http://docs.legis.wisconsin.gov/statutes/statutes/947/06, Wis s.s. 947.06 (1), December 18, 2014.

⁹ Office of Corporation Counsel, *Legal framework regarding public access to Courthouse*, dated December 11, 2014.

2. LOCKDOWN: LOCKS, LIGHTS, OUT OF SIGHT. SILENCE.

A LockDOWN may be ordered by an Incident Commander when a violent event is occurring or may be imminent. Facility occupants shall seek a "safe room" which is a place that provides minimal protection from a violent event. Ideally, it can be considered a hiding place.

A safe room provides better protection when each of the following is true:

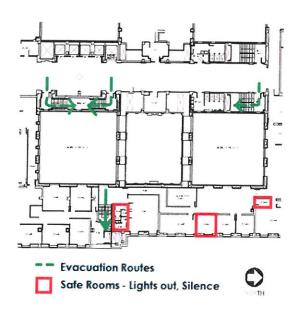
- The access doors and windows can be locked from the inside;
- The lights can be turned off from the inside;
- Heavy furniture can be used to blockade the door;
- A communications device is inside the room (e.g., mobile phone);
- An interior label tells the personnel their building and room number; and
- A first aid kit is inside the room.

When in a safe room, staff and others should crouch low so as to minimize their visibility and their profile. Additionally, it is crucial that persons in a safe room remain quiet and silence all mobile devices so their presence will be hidden.

Communications with 9-1-1 may be crucial to identify where a violent intruder is located. However, talking during an event and remaining quiet to avoid detection must be balanced and visualized during training.

The first aid kit, when properly trained to, may save lives. Strong preparedness activities include basic first aid training, and tourniquet and compression bandage application. A place to start is: http://www.redcross.org/mobile-apps/first-aid-app.

A sample departmental diagram denoting safe rooms is below.



3. EVACUATE: GO TO ASSEMBLY AREA. ACCOUNT FOR OCCUPANTS.

The occupancy limits, or load limits, of the Courthouse Complex can vary during special events such as holidays when a large evergreen or decorations limit space. The occupancy limits are located in the Milwaukee County Facilities Access Policy, Appendix A, and have been verified through DAS – Architecture, Engineering and Environmental Services.

These occupancy limits are based on assessments by Milwaukee County DAS – Architecture, Engineering and Environmental Services. The limits are intended to align with International Fire Code guidance on means of egress and occupant load. ¹⁰

Occupancy loads are to be posted publicly and adhered to in order to ensure the life safety of all persons within the Courthouse Complex. Exceeding such loads may endanger lives and cause egress chokepoints, causing a cascading series of emergencies.

Fire exits are illuminated throughout the Complex. The sample diagram at the end of this Chapter is posted in public corridors, typically by the elevators to prepare occupants for evacuation. All persons should evacuate via the nearest exit that makes sense under existing circumstances. Unpredictable events may alter initial plans and flexibility is important to maximize safety.

Areas of Rescue Assistance are pre-designated area for persons with disabilities and/or access and functional needs to wait for fire and rescue assistance. Personnel waiting in such areas should call 9-1-1 to alert the call-taker that they are in need of evacuation assistance. Pre-planning for staff members with such needs should occur with their Team Leader at a minimum. A buddy-system procedure may be established where a staff person waits with the individual to enlist emotional support and to assist in alerting first responders of their location.

Persons who know they will utilize an Area of Rescue Assistance during an evacuation should write on their **MY SAFETY REMINDER** card the floor and location (southeast corner) of the stairwell closest to the area. This reminder will assist the individual in identifying their location to first responders or 9-1-1.



12/19/2014 Page 11 of 19

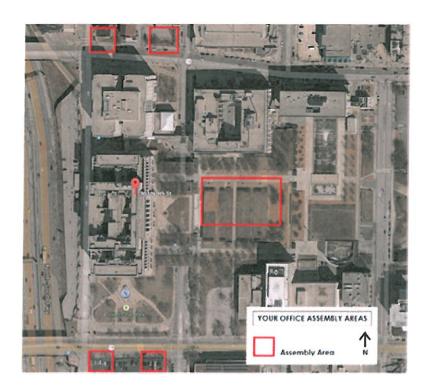
¹⁰ International Fire Code, Chapter 4, *Emergency Planning and Preparedness*, and Chapter 10, *Means of Egress*, 2009.

Courthouse Complex Assembly Areas are shown below. The Assembly Area allows the safe accountability of staff and building occupants following an evacuation. The rally or assembly point may be outside and/or inside another public building.

Employees located in areas outside their primary work location will follow the emergency actions of those they are visiting. Once assembled at the visiting department's assembly point, the employee shall attempt to notify their Team Leader via mobile phone, if possible. This Team Leader is identified on the MY SAFETY REMINDER card. Attempts to relocate to their department's rally point may unwittingly put the employee in harm's way and is not encouraged.

Department's should consider texting when notifying Team Leaders, or conversely, when notifying team members of their location and that they are safe and well.

Primary Office Location	Assembly Area	
Courthouse, SOUTH END, floors B, G, 1, 2, and 3	10 th St, SOUTH of Wells, NORTH of Wisconsin Ave	
Courthouse, NORTH END, floors B, G, 1, 2, and 3	10 th Street, NORTH of State, SOUTH of Highland Ave	
Courthouse, SOUTH END, floors 4, 5, 6, 7	9 th St, SOUTH of Wells, NORTH of Wisconsin Ave	
Courthouse, NORTH END, floors 4, 5, 6, 7	9 th St, NORTH of State, SOUTH of Highland Ave	
Safety Building, floors G, 1, 2, 3, 4, 5 and 6	MacArthur Square	
Facilities Management	10 th St, NORTHWEST corner of State St	
County Officials	Public Museum, WEEST parking lot	



12/19/2014 Page 12 of 19

4. SHELTER: TORNADO, HAZMAT. ACCOUNT FOR OCCUPANTS.

The tornado shelter areas in the Courthouse Complex provide the best protection available within minutes of a tornado warning for the primary workplace. Severe weather brings unpredictable risks to every person; however, annual shelter training can minimize risk during an emergency. This training shall occur annually, in April.

The National Weather Service (NWS), Sullivan, is the NOAA reporting agency for a Tornado Warning for Milwaukee County. The Outdoor Warning Sirens will be sounded by the Milwaukee County 911 Communications Center upon receipt from the NWS. Additionally, personnel may elect to sign-up for free weather alerts through MCNS and the additional URLs below:

https://entry.inspironlogistics.com/milwaukee_wi/wens.cfm

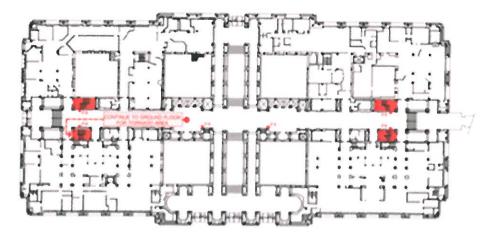
http://mystateusa.com/signup/

Alerting to shelter-in-place during an event such as a hazardous material spill, e.g., anhydrous ammonia, may include instruction such as covering one's nose and mouth, closing windows, or suspending operations of ventilation systems.

A sample Shelter Plan is below.

EMERGENCY EVACUATION & SHELTER PLAN

N EMERGENCY DO NOT USE ELEVATORS USE EXIT STARS "FOR EMERGENCY CALL 911"







12/19/2014

Page 13 of 19

TEAM LEADERS

Team Leaders are responsible to make notifications and to receive notifications from members of their team. In lieu of the operation of a mass notification system, a simple call-down phone tree may prevent redundancy and maximize notification efficiencies.

Team Leaders are also leaders who guide employees and the building occupants to areas of safety during an emergency. Fire exit routes, assembly areas, tornado shelter areas, safe rooms, and rescue assistance areas should all be second-hand to a Team Leader so they may immediately verbalize and gesture the safest area for others to go. Team Leaders are willing to help others and are able to operate under high stress.

Departments may use sign-in sheets in order to ensure all occupants are accounted for; however, this may not be feasible for every public space. Team Leaders shall maintain awareness of visitors and the general public in their space and make a sweep prior to final evacuation.

A hard-copy or electronic file of a Notification Table (sample is shown in Chapter 6) can be used in normal operations or during emergencies. At a minimum, they will be practiced in conjunction with Continuity Planning, which occurs annually during February.

12/19/2014 Page 14 of 19

CROWD MARSHALLS

Crowd Marshalls may be designated by the Office of Emergency Management (OEM) or the DAS – Facilities Management Division in order to encourage the safe order of large assemblies within the public space of the Courthouse Complex; e.g., a peaceful protest or holiday gathering. Every effort shall be made to coordinate Crowd Marshall activity with the Office of the Sheriff.

Crowd Marshalls that are County employees shall be trained in the operation of a County handheld radio with earpiece, although they may or may not deploy with such a device depending on the nature of the event.

Volunteer organizations such as the American Red Cross or the Salvation Army operate on a daily basis with large assemblies and may serve as excellent Crowd Marshalls. OEM shall coordinate such activity with elected officials, DAS-Facilities Management, and Risk Management.

The following characteristics of Crowd Marshalls are critical:

- C. Display a County or volunteer organization identification card:
- D. Ability to operate a County hand-held radio (County employees only);
- E. Maintain general decorum and politeness to all visitors;
- F. Encourage visitors to establish a line for entry;
- G. Verbally announce the "end of the line" to newcomers;
- H. Assist in identifying persons which may need to advance ahead of others for entry due to court proceedings or other critical County operations;
 - I. Alert the Milwaukee County 911 Communications Center on (414) 278-4788 of any activity that may escalate or may require law enforcement assistance; and
 - J. Maintain situational awareness through radio transmissions, mobile device, or visual contact.

ACCOUNTABILITY OF OCCUPANTS

Team leaders shall make every effort to account for staff and facility occupants. Texting to Team Leaders and staff members may be the most viable communications option during an emergency as the cellular network may tolerate only minimal byte transfer. Voice communications may be impeded or entirely unavailable, therefore, texting is a recommended skill set of every employee.

Departments are encouraged to maintain old-fashioned phone tree lists or roster of all persons; additionally a department group email is an efficient way to disseminate and receive information. Such lists should be updated annually and exercised during all drills and special events.

TRAINING

Countywide training on this Emergency Action Plan shall occur for all new employees as they are integrated into their Department.

Additionally, minimal annual training shall occur in accordance with the schedule below. Training will be coordinated with the Office of Emergency Management, DAS-Risk Management, and Human Resources.



Evacuation Drill - Unannounced, annual basis Safe Room Drill - TBD

AUTHORITIES AND REFERENCES

- U.S. Labor Department, Occupational Safety and Health Administration, https://www.osha.gov/SLTC/etools/evacuation/evac.html
- International Fire Code, Chapter 4, Emergency Planning and Preparedness, and Chapter 10, Means of Egress, 2009.
- Office of Corporation Counsel, *Legal framework regarding public access to Courthouse*, dated December 11, 2014.
- Milwaukee County Facilities Access Policy v.1, dated December 11, 2014.

12/19/2014 Page 17 of 19

GLOSSARY AND ACRONYMS

All-Hazards — The spectrum of all types of hazards including accidents, technological events, natural disasters, terrorist attacks, warfare, and chemical, biological including pandemic influenza, radiological, nuclear, or explosive events.

Alternate Facilities – Locations, other than the primary facility, used to carry out essential functions, particularly in a continuity event. "Alternate facilities" refers to not only other locations, but also nontraditional options such as working at home (teleworking) and mobile-office concepts.

Continuity – An uninterrupted ability to provide services and support, while maintaining organizational viability, before, during, and after an event.

Continuity Event – Any event that causes an agency to relocate its operations to an alternate or other continuity site to assure continuance of its essential functions.

Courthouse Complex – The geographic area east of 10th Street and south of State Street, Milwaukee, WI 53233; which contains the Milwaukee County Courthouse (901 N 9th St), the Safety Building (821 W State St), and the Criminal Justice Facility (CJF, 949 N 9th St).

Crowd Marshalls – Persons designated by the Office of Emergency Management or DAS-Facilities Management Division, to encourage decorum and safe order in large assemblies of persons. Crowd Marshalls may be a County employee or a designated volunteer from an organization such as the American Red Cross or the Salvation Army.

EOC, Emergency Operations Center – After a significant incident, an EOC becomes active and serves as a location where leaders make decisions such as resource allocation and relocation. Consider the second or third successor of a Department to be the designated representative with authority who can serve the County in an EOC. An EOC can be anywhere; a conference room with mobile phones and Internet access will suffice. The significance of an EOC is the colocation of decision-makers for an extended period of time.

GETS, Government Emergency Telecommunications Service – A series of numbers which are dialed from a landline (or mobile device in conjunction with WPS) in order to increase call completion rates during a crisis when the public telephone network is experiencing congestion due to increased call volumes and/or damage to network facilities. Subscription is free, through DHS (http://www.dhs.gov/government-emergency-telecommunications-service-gets); usage is billed at a rate of 7 to 10 cents per minute.

Occupants — Persons that are occupying space within a County facility. This includes the general public, visitors, attorneys, jury members, etc. Inmate occupants and their respective emergency protocols are handled solely by the Office of the Sheriff.

Rescue Assistance Area – A pre-designated area for persons with disabilities and/or access and functional needs to wait for fire and rescue assistance. Personnel waiting in such areas should call 9-1-1 to alert the call-taker that they are in need of evacuation assistance.

12/19/2014 Page 18 of 19

Risk Management – The process of identifying, controlling, and minimizing the impact of events whose consequences are or may be unknown, or events that are fraught with uncertainty.

Team Leaders – Teams are identified by a letter (e.g., Team A). The Team Leader pushes and receives notifications to others on their team. During an emergency, Team Leaders assist their group to correct fire exits, routes, assembly points, rescue assistance areas; lead members to their Tornado Shelter Area; and they direct their team to a safe room during a violent event.

Vital Records – Electronic and hardcopy documents, references, and records that are needed to support essential functions during a continuity situation.

WPS, Wireless Priority Service – The series, *272, which is dialed from a mobile device, increases call completion rates during a crisis when the public telephone network is experiencing congestion due to increased call volumes and/or damage to network facilities. Subscription is available through DHS (https://www.dhs.gov/wireless-priority-service-wps). Verizon Wireless, AT&T and Sprint absorb all activation costs and monthly service charges (US Cellular is not WPS capable). However, an airtime rate of up to 75 cents per minute is charged for usage to the end-user's department. WPS subscriptions may occur on government-issued phones only.

12/19/2014 Page 19 of 19