



Montana Disaster Recovery Framework (MDRF)



January, 2025

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Montana Disaster and Emergency Services Division

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Letter of Promulgation

The State of Montana is committed to protecting lives, property, the environment, and the economy from the effects of emergencies and disasters. All levels of government bear the responsibility to prepare for, mitigate, respond to, maintain continuity during, and recover from such events. Acts of nature, accidents, and deliberate criminal acts may create situations that require widespread cooperation in response and recovery. As we all know, every Montanan is responsible for taking reasonable measures to help prepare themselves for emergencies.

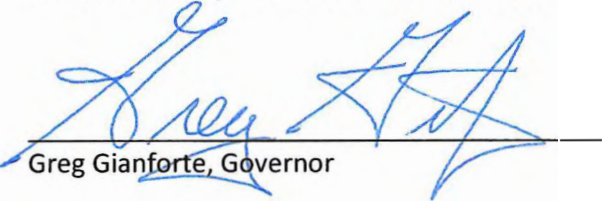
The purpose of the Montana Disaster Recovery Framework (MDRF) is to provide directions for disaster recovery planning and guide statewide actions to recover from incidents and disasters in support of a resilient, safe, physically accessible, sustainable, and economically strong community. The MDRF, authorized by Montana Code Annotated (MCA) Title 10, Chapter 3; Part 301, is the main coordinating policy document for disaster recovery by state government.

The effectiveness of the State's capability to recover from incidents depends on an understanding of this document. I fully expect each agency to participate in disaster planning and exercises coordinated by Montana Disaster and Emergency Services (MT DES) or relevant partners. I respectfully request Agency Directors to continue to review their roles and responsibilities in accordance with the MDRF to promote a prompt and coordinated recovery from all incidents, emergencies, and disasters we may face in our state.

I direct all the state departments, entities, and other instrumentalities of state government to cooperate fully with each other and DES in the execution of the MDRF.

I hereby adopt the enclosed document as the state's official Disaster Recovery Base Plan and its Annexes. My approval of this plan is pursuant to the authority vested in me by Title 10, Chapter 3 of the Montana Code Annotated.

GIVEN under my hand and Executive Seal of the State of Montana, this 1st day of August, 2025.



Greg Gianforte, Governor

Record of Change

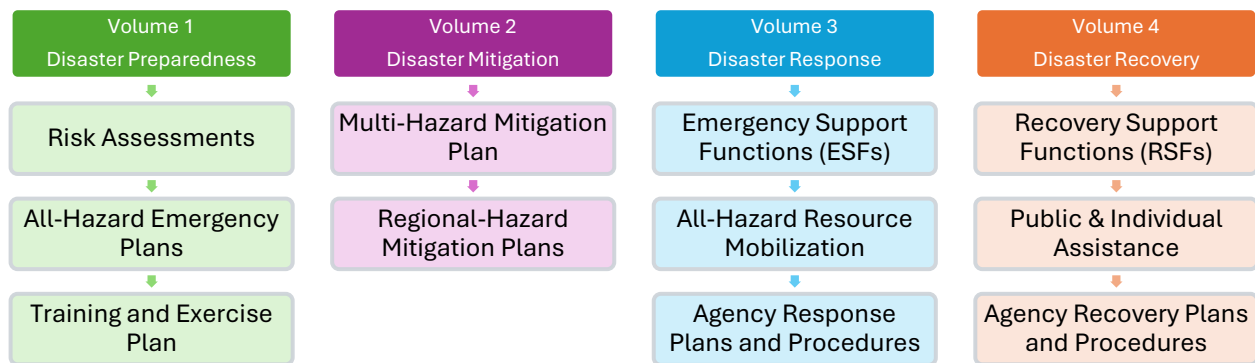
Date all changes to this framework on the master copy, which is retained by MT DES.

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Introduction

This MDRF is part of the suite of plans that make up the State Disaster and Emergency Plan. Consisting of four volumes, the State Disaster and Emergency Plan describes the comprehensive approach to how the State of Montana prepares for, mitigates the effects of, maintains continuity during, responds to, and recovers from emergencies and disasters.

Figure 1 – State Disaster and Emergency Plan Structure



Section I: Purpose, Scope, Situation, and Assumptions

Purpose

The purpose of the MDRF is to provide the direction and purpose for disaster recovery planning and guide statewide actions to recover from incidents and disasters in support of an inclusive, resilient, safe, physically accessible, equitable, sustainable, and economically strong community. It establishes a scalable and flexible recovery organization framework, describes roles and responsibilities, identifies relevant regulations, provides a coordination concept, provides planning and decision-making processes, and establishes a mechanism to align federal and Montana’s funding programs to local priorities. It contains high-level objectives and strategies for the preparedness (also known as pre-disaster) and short-, intermediate-, and long-term post-disaster phases.

Although government bears ultimate responsibility for public safety and welfare, the MDRF assumes the public sector’s primary role in recovery is to act as an organizer, coordinator, and facilitator. Many of the resources required in recovery are not owned or directly controlled by the State. Rather, government coordination ensures Montana’s sustained engagement toward its goals. Depending on the scope and scale of an incident, the MDRF provides potential options, potential roles to staff a scalable recovery organization, potential issues, and tasks that agencies involved in recovery activities may need to address, and the primary lead and supporting agencies in Recovery Support Function (RSF) roles. This provides flexibility appropriate to the unpredictable nature of the threats facing the State of Montana.

The MDRF overarching goals are to:

- Define the roles and responsibilities of the RSFs and other positions within the state recovery coordination structure, in alignment with the National Disaster Recovery Framework.
- Identify methods to support locally driven preparedness, short-term, intermediate, and long-term recovery priorities.

- Describe the State role, responsibility, and process for managing support to local and tribal disaster recovery efforts.

The MDRF broad objectives are to:

- Describe the transition of response/short-term recovery actions to continue support of intermediate and long-term recovery efforts.
- Facilitate the integration of State recovery support to local and tribal communities through close coordination with local and tribal emergency management and key partners throughout the short-term, intermediate, and long-term recovery phases.
- Alleviate obstacles and promote community recovery by ensuring a timely deployment of State resources to reduce interruptions to the local recovery process.
- Provide predictability of resources and extra support to assist local and tribal agencies in the development of local recovery strategies and in the restoration, maintenance, and enhancement of local and tribal community lifelines and public facilities.
- Provide effective support, communication, collaboration, and coordination between RSF partners and with impacted local and tribal emergency management partners.
- Promote mitigation and foster resilient redevelopment and construction.
- Identify and maximize funding and resource opportunities, and efficiency and effectiveness.

Scope

The MDRF is not a tactical plan or field manual, nor does it provide Standard Operating Procedures (SOP). Rather, it is a foundational document on which to establish organized and flexible plans and operations within a scalable framework. Specifically, the MDRF addresses recovery from incidents that:

- Require a high level of coordination among state departments
- Persist for an extended duration or scope, and/or
- Exceed capacity of state resources and operations.

The MDRF applies to recovery from incidents of various scales and guides statewide management of recovery activities from incidents that adversely impact housing, the economy, infrastructure systems, natural and cultural resources, public health and social services, and community assistance programs.

Situation

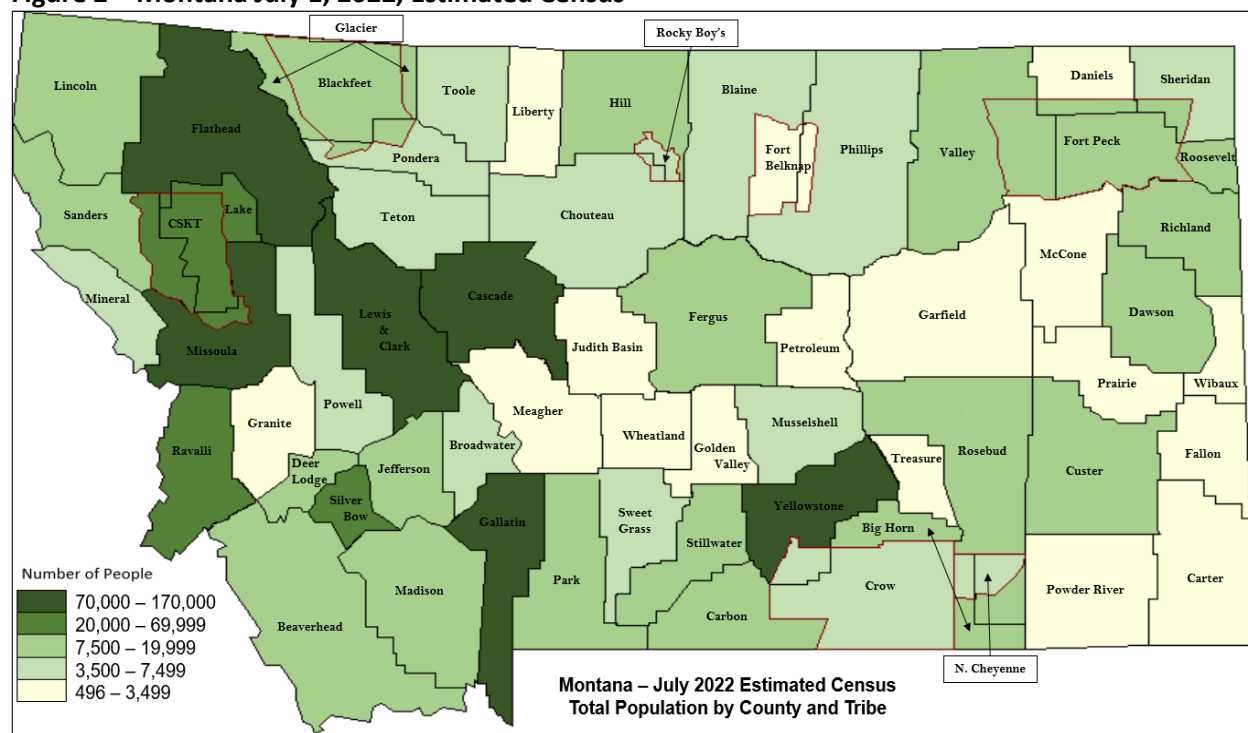
Geography

Situated along the Canadian border in the western United States, Montana is the fourth largest state in the nation with approximately 145,509.2 square miles and a water area of 1,493.4 square [miles](#). The state may be divided into three geographic areas, the eastern third is plains, the central third is plains surrounding what are called “island” mountain ranges, and the western third is comprised of mountain ranges and valleys. The state's prominent geological feature is the Rocky Mountains. The Rocky Mountain Front extends from Glacier County in the north to Madison County in the south. Most mountain ranges run north to south through Montana and account for one-third of the state's land surface area. The [Federal Congressional Research Service](#) approximates that roughly 29% of Montana's land mass is owned by the federal government and is managed by the United States Forest Service, Bureau of Land Management, and the National Park Service. The seat of state government is located in Helena in southwestern Montana.

Population and Growth

There are fifty-six (56) counties, six hundred and twenty-four (624) cities and towns, and eight (8) federally recognized sovereign Tribal Nations within the boundaries of the state. Of the 56 counties in the state, 45 have population densities of less than 6 persons per square mile. According to the estimated July 1, 2022, US Census data, Montana has an estimated population of 1,122,878, with most of the growth occurring within Yellowstone, Gallatin, Missoula, Flathead, Cascade, Lewis and Clark, and Ravalli Counties (see figure 2). With an overall ratio of 7.6 persons per square mile, most jurisdictions in Montana deal with challenges unique to rural areas. County populations range from as few as 524 residents in Petroleum County to more than 169,870 in Yellowstone County. According to data from [Headwaters Economics](#) on April 11, 2024 (an independent, nonprofit research group that works to improve community development and land management decisions), the population in Montana increased by 132,137 from 2010 – 2022. Of that amount, 83.1% was from migration into Montana.

Figure 2 – Montana July 1, 2022, Estimated Census

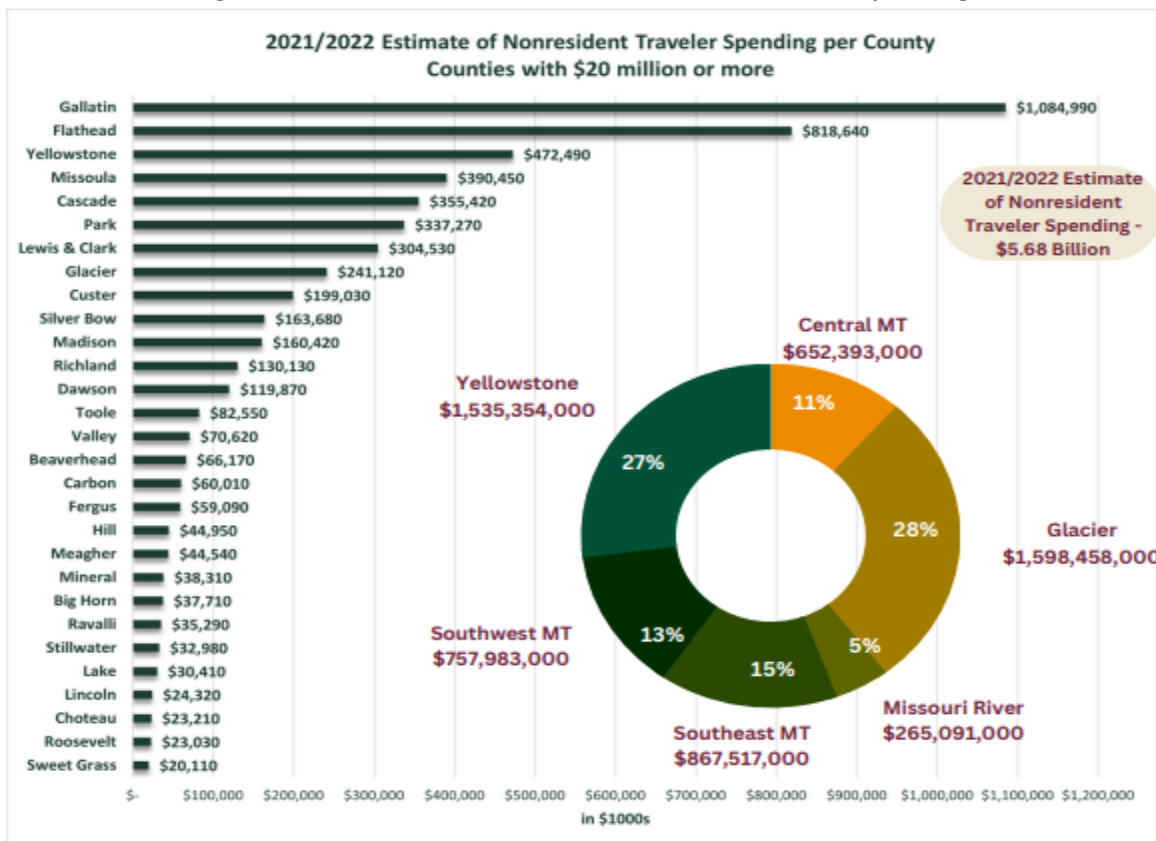


Economics and Tourism

Data from Headwaters Economics also indicate the federal, state, and local governments employ 12.9% of the workforce and the private sector employ 87.1% of the workforce in Montana. The largest private industries in terms of employment are Health Care and Social Assistance (15%), Retail Trade (12.5%), and Accommodation and Food Services (11.8%). The median household income is \$66,341. Income from non-labor (e.g., dividends, interest, rent, government retirement and disability insurance benefits, medical payments from Medicare and Medicaid, unemployment insurance, etc.) accounts for 45.3% of total personal income. In 2022, 12.5 million nonresidents came to the state, spending more than \$5.8 billion, according to the University of Montana's Institute for Tourism and Recreation Research ([ITRR](#)). Tourism supports 43,900 jobs in the state, and 1 in 13 Montana workers are supported by out-of-state travelers. The national parks were a big driver of visitation in recent years, with Glacier hitting more than 3 million visitors in 2021 and 2.9 million in 2022. Yellowstone hit 4.8 million in 2021 and 3.2 million in 2022 (despite

parts of the park being closed due to flooding). The top five counties with the largest 2021/2022 estimate of nonresident traveler spending were Gallatin, Flathead, Yellowstone, Missoula, and Cascade, indicating these counties receive the largest surge of tourism during tourist season in Montana (see Figure 3).

Figure 3: ITRR Data on Estimated Nonresident Traveler Spending



Access and Functional Needs

There are significant vulnerable populations and disadvantaged or underserved communities who may need special assistance during times of emergency. Table 1 provides the characteristics and estimated percentages of vulnerable populations and disadvantaged or underserved communities in Montana as of April 2024, which was obtained from [Headwaters Economics](#).

Table 1: Montana Vulnerable Population and Disadvantaged or Underserved Communities Estimates	
Population Characteristics	Percentage of Population
Percent of Population under 5	5.4%
Percent of Population over 65	19.4%
Percent of Population Non-White (all other races)	13.6%
Percent of Population Hispanic	4.2%
Percent of Population without a High School Diploma	5.5%
Percent of Population that speak English "Not Well"	0.3%
Percent of Population in "Deep Poverty"	5.4%

Percent of Families Below Poverty	7.3%
Percent of Families that are Single Mother Households and Below Poverty	2.7%
Percent of Household Receiving Food Stamps (SNAP)	8.6%
Percent of Population that “Did Not Work”	18.5%
Percent of Rentals where Gross Rent Exceeds 30% of Household Income	40.4%
Percent of Housing that are Mobile Homes	9.5%
Percent of Households that are Single Female with Children under 18	5.1%
Percent of Households with No Car	4.6%
Percent of Population over 65 and Living Alone	13.4%
Percent of Population with Disabilities	14.1%
Percent of Population without Health Insurance	8.4%

Hazards and Threats

The State of Montana is subject to a variety of hazards that could result in the need for small- or large-scale coordination of recovery activities. The MDRF is designed to be an all-hazard planning document that applies to any hazard that may require state coordination of recovery activities. However, it is most likely that the MDRF will be implemented following large-scale or catastrophic events that involve any one or a combination of the following characteristics:

- Exceeds community capacity across multiple counties and tribes.
- Displaces a large percentage of people from their homes.
- Creates widespread damage to infrastructure, including public works and transportation systems.
- Causes large scale economic disruption.
- Damages natural or cultural resources.
- Disrupts public health or emergency medical and hospital services.

The 2023 State of Montana Multi-Hazard Mitigation Plan (MHMP) – Risk Assessment and Vulnerability Analysis profiles a total of eleven (11) natural, accidental human-caused, intentional human-caused, and technological hazards that could potentially threaten lives, property, and the environment, listed below in order of priority ranking (more information on how the MDRF addresses recovery for the hazards below can be found in the Concept of Operations Section):

1. Wildland and Rangeland Fire
2. Flooding
3. Drought
4. Severe Weather (Winter and Summer)
5. Earthquake
6. Disease
7. Haz-Mat & Transportation Accidents
8. Terrorism, Violence, Civil Unrest & Cyber Security
9. Dam Failure
10. Landslides & Avalanches
11. Volcanic Ash

Assumptions

This current Framework operates considering the following assumptions:

- Local and tribal governments are the primary decision makers driving community recovery.

- Recovery begins immediately with incident response and can continue for weeks, months or years after the response phase is complete.
- The State Emergency Coordination Center (SECC) is responsible for gathering Initial Damage Assessments (IDAs) from local jurisdictions and supports the transition from response to recovery.
- Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level.
- Existing federal, state, and local laws and regulations will play a role in disaster recovery.
- Short and long-term recovery priorities established by local and tribal governments are driven by local Initial Damage Assessments (IDAs) and information is communicated by local and tribal governments to the appropriate county or tribal emergency management office and shared with the SECC.
- While recovery is locally driven, communities differ significantly in their preparation to plan for or enact recovery operations. Local governments request disaster recovery assistance from the state (through the SECC) when recovery needs exceed local government resource capabilities.
- The state has a role in supporting whatever the local posture of recovery may be. State support may range from minimal support (e.g., facilitating recovery grants) to very active and engaged support (e.g., staff on the ground working with the community to stand up and execute the recovery operation).
- A Governor-proclaimed State of Emergency may trigger additional recovery support by state agencies. State agencies may be directed or asked by the Governor to assist recovery efforts by implementing programs, providing certain waivers, easing restrictions or re-allocating funds and resources.
- Pre-disaster recovery planning significantly improves the ability for a community to recover.
- Mitigation plays an essential role in the recovery process and provides an opportunity to help build community resilience.
- Federal assistance may become available for disaster recovery operations under the provisions of 44 CFR and the Stafford Act, Public Law 93-288, as amended.
- Federal agency resources and expertise are used to augment local, tribal, and state recovery activities that are beyond the state, local, and tribal government capacities.
- Federal assistance may not be available to State and local governments.
- The Montana Voluntary Organizations Active in Disaster (MT-VOAD) is an association of volunteer organizations and government partners that provide disaster-related services to individuals in the state of Montana. MT-VOAD and other private and nonprofit entities are essential to supporting the immediate and long-term needs associated with disaster recovery.
- To achieve an efficient and effective recovery, all levels of government, non-government and the private sector must work together.
- Disaster recovery requires the coordination of multiple stakeholders working in closely related activities. Recovery is most successful when organizations involved have processes in place to share information, collaborate on projects, and identify and fill gaps in services.
- Portions or all of the MDRF's operational components (i.e., Recovery Support Functions) may be activated to support disaster recovery operations.
- The MDRF is flexible and scalable to provide interagency structures and processes applicable to varying incident magnitudes and integrate with pre-existing or newly formed task forces, committees or otherwise coordinating bodies.
- The coordinating, primary and supporting state agencies, departments and local entities will provide recovery technical assistance and/or programming within existing policy, regulatory, authority and financial constraints.

Section II: Organizations, Roles, & Responsibilities

A basic premise of emergency management is that disaster recovery begins and ends at the community level. Effective recovery depends on integration of whole communities executing their roles and responsibilities. The whole community includes individuals, families, households, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, and federal governments. Each level of government and their agencies will differ in their roles, functions, and in coordinating resources as it relates to disaster recovery. Additionally, the MDRF recognizes roles and responsibilities may change over time or based on the circumstances of the incident and adjusts to the recovery priorities accordingly. Recovery priorities and plans should be inclusive, equitable, and should include the Whole Community throughout the process.

Federal Government

The federal government has responsibilities to aid states when an emergency or disaster is beyond their capability to handle. The Federal Emergency Management Agency (FEMA) has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local, Tribal, and state government capabilities with resources.

State Government

The state government has a mandate to prepare for, mitigate the consequences of, respond to, maintain continuity during, and recover from disasters through the enactment of emergency management legislation. The state provides direct guidance and assistance to its local jurisdictions in program development and channels federal guidance and assistance down to the local level. The state coordinates recovery through the combined efforts of local government, state and federal agencies, and volunteer and private sector organizations – [Declaration of Policy 10-3-101 MCA](#).

Governor

As the Executive Head of state, the Governor has the inherent responsibility and the constitutional and statutory authority for directing state recovery activities, setting priorities, and committing state and local resources (personnel, equipment and financial) to emergency or disaster recovery. The Governor authorizes and provides for coordination of activities relating to emergency or disaster recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities (in which political subdivisions and tribal governments may participate) – [Declaration of Policy 10-3-101 MCA](#).

Governor's Multi-Agency Coordinating (GMAC) Group

The Governor may establish a GMAC Group, which consists of selected state department subject matter experts, department heads designated by their directors, members of the Governor's cabinet, and appropriate Elected Officials; formed expressly for the purpose of addressing policy for a specific incident. While strategic and tactical issues are managed by Incident Commanders (IC) and the SECC, the GMAC Group assists the Governor in matters of policy during complex emergency or disaster situations. The primary function of the GMAC is to prioritize the incident demands for critical or competing resources. Under the direction of the Governor, the GMAC may coordinate and oversee the Governor's policies for maintaining situational awareness as an incident evolves; advising preparedness, response, recovery, and risk management activities; coordinating interagency and public communications; and providing guidance and support to State and local agencies.

Governor's Authorized Representative

The Governor's Authorized Representative, normally the MT DES Administrator or a member of the Command Staff (staff assigned to carry out functions needed to support the SECC), serves as the state's representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster. The MT DES Administrator will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration.

Montana Disaster and Emergency Services (MT DES)

In accordance with MCA § 10-3-105, the Governor has delegated MT DES responsibility for the management and coordination of state emergency operations and, when necessary, federal resources. MT DES is responsible for the organization and operation of the State Emergency Coordination Center (SECC). MT DES is responsible for coordinating with state departments, assisting local government in all phases of emergency management, and in developing and maintaining of the Framework. In emergency or disaster situations, the MT DES Administrator, or their designee, will make recommendations to the Governor on state declarations of a disaster or emergency, requests for federal assistance, and provide situation reports on ongoing activities.

The MT DES Administrator or their designee, operating on behalf of the Governor, provides the necessary coordination, direction, and control for state rendered emergency assistance to local jurisdiction(s) in those situations that do not warrant a Gubernatorial Declaration of Disaster or Emergency. If an emergency or disaster situation is of such severity as to warrant a Presidential declaration, the MT DES Administrator may designate a Public Assistance Officer, a Mitigation Officer, and Individual Assistance Officer if not already appointed by the MT DES Administrator.

State Departments

Within their statutory authorities, state agencies are responsible to assist local jurisdictions when local capabilities are overwhelmed by an emergency or disaster. Upon implementation of this Framework, primary agencies are responsible for their assigned RSF. The operational roles, responsibilities and intra-organizational relationships of state departments are described in assigned RSFs to this framework. State policy allows for personnel and expenses to be shared between state agencies for disaster and emergencies.

State Hazard Mitigation Officer

Serves as the state's representative for all mitigation activities, technical and financial.

State Public Assistance (PA) Officer

Serves as the state representative to the local, state, and federal Preliminary Disaster Assessment (PDA) team assessing damage to public infrastructure. The State PA Officer manages the Public Assistance program at the state level through initial project development, disbursement of funds, all the way to project closeout.

State Individual Assistance (IA) Officer

Serves as the state representative on the federal PDA team when an Individual Assistance declaration is being sought. The IA Officer coordinates with multiple state agencies, local Emergency Management Coordinators and Commissioners, the Small Business Administration (SBA), Montana Voluntary Organizations Active in Disaster (MTVOAD), the Farm Service Agency (FSA), and FEMA to identify potential individual needs and facilitate assistance.

Local & Tribal Governments

The elected officials of each political subdivision (counties, municipalities, and tribes) have the responsibility to reduce the hazard vulnerability to people and property from the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. Local and tribal governments are responsible for the development of a disaster and emergency program with deliberate, purposeful plans and well-trained emergency personnel to provide immediate and effective relief and recovery assistance to the limits of their capability. The local emergency plans should be prepared based upon a valid hazards and risk analysis – [Local and Interjurisdictional Disaster and Emergency Plan 10-3-401 MCA](#).

Local jurisdictions and/or tribes establish their recovery priorities. Local initial damage assessments (IDAs) drive locally established short and long-term recovery priorities and information is communicated by local and tribal governments to the appropriate county or tribal emergency management office and shared with the State Emergency Coordination Center (SECC) and the Public Assistance Program at MT DES.

Non-governmental Organizations (NGOs)

NGOs play an essential role in a disaster or emergency to needs within the state. Non-political, non-profit services, and faith-based organizations that have no affiliation with a government of any nation other than the support from government sources in the form of financial or in-kind contribution may assist during or after a disaster or emergency.

NGOs may be a member of the Montana Voluntary Organizations Active in Disasters (MT VOAD) or Community Organizations Active in Disasters (COAD). VOAD has been primarily used on the State level and COADs have been more localized, such as to serve an entire County or local jurisdiction. VOAD or COADs are a community organization made up of public, private, volunteer, and nonprofit agencies and organizations who may be active in all phases of disaster: preparation, response, recovery, and mitigation. They enhance the ability for all communities involved to mitigate, prepare for, respond to, and recover from disasters.

Private Sector Entities

Private sector entities play an essential role in a disaster or emergency through partnerships with each level of government. Businesses, commerce, private cultural and educational institutions, and industries provide resources specifically for emergency management purposes. Private sector entities have significant responsibility for critical infrastructure protection and business restoration.

Some NGOs and private sector entities may have existing Memorandums of Understanding/Agreements with the state, have pre-identified supporting roles to specific Emergency Support Functions. These organizations may be called upon, as appropriate, to assist in disaster preparedness, response, and recovery.

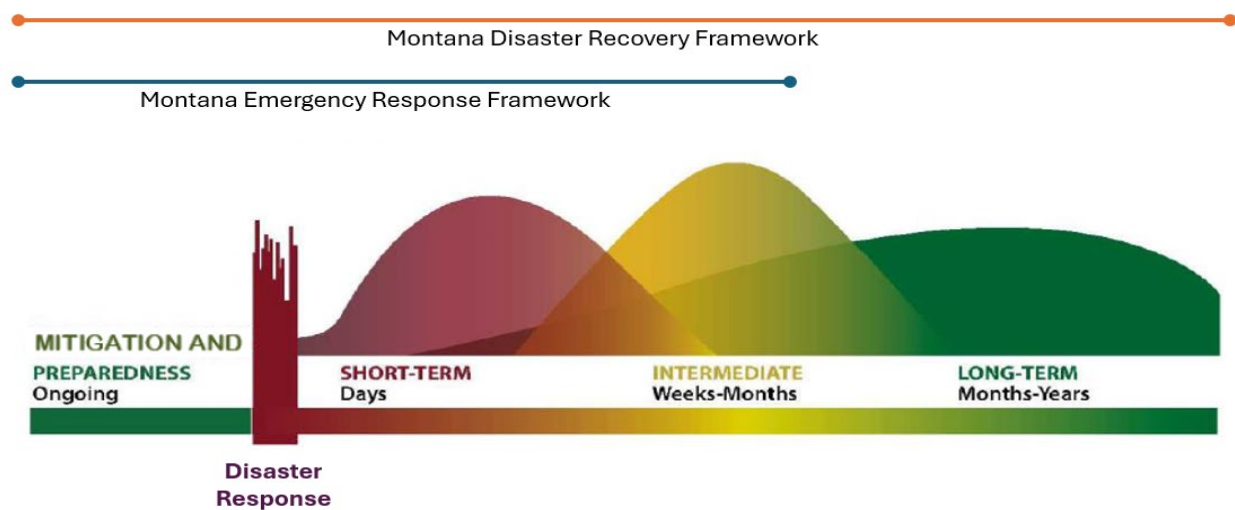
Multi-Agency Coordinating (MAC) Groups

MAC Groups (sometimes called policy groups) typically consist of agency administrators, executives, or their designees. Organizations at any level of government 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 act 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.

Section III: Concept of Operations

Figure 4 – Recovery Continuum



Recovery capacity is defined as the capabilities necessary to assist communities affected by an incident to recover effectively. Such capabilities include, but are not limited to:

- Rebuilding infrastructure systems.
- Providing adequate interim and long-term housing for survivors.
- Restoring health, social, and community services, promoting economic development, and restoring natural and cultural resources.

The timeframes identified in figure 4 for each phase in the recovery continuum are meant as guidelines, but the timeline of actual recovery activities may vary depending on the size and complexity of the disaster.

Mitigation and Preparedness

Preparedness efforts that build community and organization resiliency are paramount to the initiation, implementation, and success of recovery efforts. Specific efforts that must be undertaken in the preparedness phase include:

- Pre-disaster planning, including maintenance and improvements of this plan, as well as local and tribal recovery plans, based on lessons learned and after-action reports.

- Mitigation planning and project implementation at all levels (local, tribal, state) for natural, technological, and human-caused disasters.
- Building community capacity, including policy development and implementation, resource management, community education, infrastructure protection, recovery organization maintenance, and whole community planning and coordination.
- Conducting disaster preparedness exercises and after-action meetings.

Short-term Recovery

Short-term recovery focuses on stabilizing communities. This phase of recovery addresses health and safety needs beyond rescue, the assessment of damages and needs, the prioritization and restoration of basic infrastructure, and the mobilization of recovery organizations and resources. Short-term recovery activities may include:

- Assess and validate unmet needs and damage.
- Mass care and sheltering.
- Restore essential services and community lifelines (e.g., public communication systems, public health services, utilities, etc.).
- Conduct temporary repairs to critical facilities.
- Supporting businesses with temporary infrastructure.
- Debris removal and disposal.
- Providing ongoing surveillance and response to the public health impacts of a disaster.
- Assessing and understanding risks and vulnerabilities to mitigate impacts.
- Appropriately scale and activate primary and supporting agencies of the RSFs.

Community Lifelines

Community lifelines represent the most basic services a community relies on and which, when stable, enable the majority of other activities within a community. Stabilizing community lifelines is the primary focus in short-term recovery to lessen threats and hazards to public health and safety, the economy, and security. Community lifelines are composed of multiple components that encompass infrastructure, assets, and services within a community. Below are descriptions of each community lifeline. Lifelines rely on multiple government entities, businesses, and infrastructure sectors. Because of this, community lifelines seldom fit within a single department, agency, infrastructure sector, or industry. Failure in one community lifeline may cascade across to other community lifelines.

Figure 5: FEMA Community Lifelines



Safety and Security - Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety



Food, Hydration, Shelter - Food, Hydration, Shelter, Agriculture



Health and Medical - Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management



Health and Medical - Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management



Energy - Power Grid, Fuel



Communications - Infrastructure, Responder Communications, Alerts Warnings and Messages, Finance, 911 and Dispatch



Transportation - Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime



Hazardous Materials - Facilities, HAZMAT, Pollutants, Contaminants



Water Systems - Potable Water Infrastructure, Wastewater Management

Intermediate Recovery

Intermediate recovery focuses on rebuilding the community. This phase of recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. Intermediate recovery activities may include:

- Identifying funding streams to support impacted local governments, businesses, and communities.
- Implementing a coordinated communications strategy to monitor and report on recovery progress.
- Addressing challenges arising from a specific disaster event as well as challenges that existed pre-disaster and were exacerbated by the event or post-disaster.
- Providing interim housing.

- Repairing and restoring infrastructure.
- Providing support to reestablish businesses.
- Ensuring continuity of public health and health care services.
- Providing social services assistance to vulnerable populations, including food programs, unemployment programs, and self-sufficiency programs.
- Mitigating future impacts through education of the community on ways to rebuild stronger.

Long-term Recovery

Long-term recovery may continue for months or years and focuses on revitalizing the community through the following activities:

- Redeveloping and revitalizing the impacted area.
- Transitioning to self-sufficiency, sustainability, and resilience. Providing long-term housing solutions.
- Rebuilding of infrastructure to meet future needs.
- Implementing long-term economic revitalization.
- Reestablishing disrupted public health and health care resources.
- Ensuring continuation of key social services to support vulnerable populations.
- Implementing long-term mitigation strategies
- Reviewing/revising existing emergency plans to address lessons learned from the event
- Implement mitigation strategies to reduce the likelihood or degree of future disaster-related damage
- Transitioning from temporary to permanent housing and rebuild damaged residences.

Table 2 – Phases of Recovery

Recovery Phase	Short-Term	Intermediate	Long-Term
Focus	Stabilizing	Rebuilding	Rejuvenation
Timeline After Disaster	Up to one month	Up to 18 months	>18 months
Guiding Plan	MERF	MERF/MDRF	MDRF
Coordination	Recovery activities coordinated through SECC		

Recovery Core Capabilities

Core capabilities are used to organize, analyze, and build the functions and services needed to recover from emergencies and disasters. There are eight (8) distinct core capabilities that each have separate objectives and list critical tasks required to achieve recovery. All plans that fall under the MDRF need to address the eight (8) recovery core capabilities and take the critical tasks of each core capability into consideration while preparing for and supporting recovery from incidents to achieve the objectives of each core capability. Table 2 below provides a description of each recovery core capability, their objectives, and critical tasks.

Table 2 – Overview of Recovery Core Capabilities and Critical Tasks



Planning

Description:

Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.

Critical Tasks:

1. Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.
2. Complete an initial disaster recovery plan that provides an overall strategy, objectives, roles, responsibilities, addresses all core capabilities, and integrates socioeconomic, demographic, accessibility, technology, and risk assessment considerations, which will be implemented in accordance with the timeline contained in the plan.



Public Information and Warning

Description:

Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available.

Critical Tasks:

1. Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency; protect the health and safety of the affected population; help manage expectations; and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.
2. Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, state resources for long-term impacts, and monitoring programs in an effective and accessible manner.



Operational Coordination

Description:

Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.

Critical Tasks:

1. Establish tiered, integrated leadership and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.
2. Define the path and timeline for recovery leadership to achieve the jurisdiction's objectives that effectively coordinates and uses appropriate local, state, tribal, territorial, insular area, and Federal assistance, as well as nongovernmental and private sector resources. This plan is to be implemented within the established timeline.



Infrastructure Systems

Description:

Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

Critical Tasks:

1. Restore and sustain essential services (public and private) to maintain community functionality.
2. Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility, and sustainability.
3. Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.



Economic Recovery

Description:

Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.

Critical Tasks:

1. Conduct a preliminary assessment of economic issues and identify potential inhibitors to foster stabilization of the affected communities.
2. Return affected area's economy within the specified timeframe in the recovery plan.
3. Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of citizens



Health and Social Services

Description:

Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community

Critical Tasks:

1. Identify affected populations, groups, and key partners in short-term, intermediate, and long-term recovery.
2. Complete an assessment of community health and social service needs; prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline.
3. Restore health care (including behavioral health), public health, and social services functions.
4. Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.



Housing

Description:

Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

Critical Tasks:

1. Assess preliminary housing impacts and needs, identify currently available options for temporary housing, and plan for permanent housing.
2. Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market.
3. Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified timeframe in the recovery plan.

**Natural and Cultural Resources****Description**

Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders.

Critical Tasks:

1. Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.
2. Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.
3. Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
4. Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.

Operational Management, Collaboration, Coordination, & Integration

Recovery from incidents should be handled at the lowest jurisdictional level. The overall objective is to ensure the effective management of efforts in recovering from situations associated with disasters and emergencies. The MDRF is the primary guide for managing recovery from incidents and details the coordinating structures and processes used in Montana. Other state departments and agencies' plans provide details on authorities, protocols, and technical guidance for recovering from specific situations such as hazardous materials spills, wildland fires, health emergencies, etc. The following section describes the managing, collaborating, coordinating, and integrating structures used within the State of Montana:

Local & Tribal Collaborating and Integrating Structures:

Local and Tribal collaborating and integrating structures in Montana include Local Emergency Planning Committees (LEPCs), Tribal Emergency Response Commissions (TERCs), Tribal Emergency Planning Committees (TEPCs), local Office of Emergency Management (OEM) or Disaster and Emergency Services (DES), local Emergency Operations Centers (EOCs), Public Health Emergency Preparedness (PHEP), Disaster Planning Committees (DPCs), Community Emergency Response Teams (CERTs), and chapters of associations whose procedures are inclusive in the local EOPs. These structures organize and integrate their capabilities and resources with neighboring jurisdictions, the state, the private sector, and NGOs.

Private Sector and Non-Governmental Collaborating and Integrating Structures:

Private sector collaborating and integrating structures include business EOCs, industry trade groups, and private sector information and intelligence centers. These organizations support collaboration and can coordinate with and support NGOs, and in many situations, they serve as a conduit to local and state government coordinating structures.

State Collaborating and Integrating Structures:

State collaborating and integrating structures include the State Emergency Response Commission (SERC), MT DES, SECC, Emergency Support Function (ESF) partners, RSF partners, and state independent committees or councils focused on specific areas or functions which develop or upgrade procedures and guidelines.

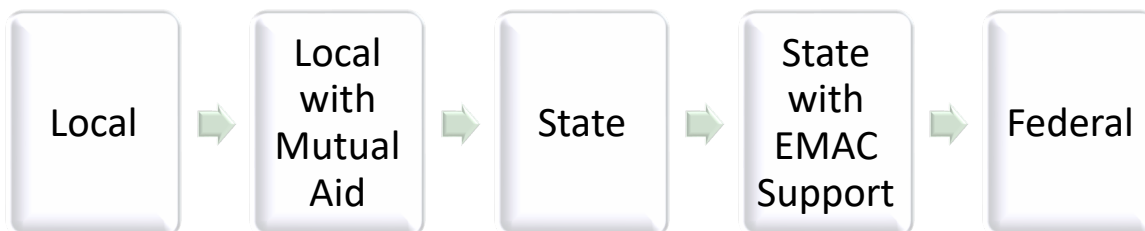
State Level Management and Coordination:

The state recovery operation organizational structure is designed to be flexible, easily expandable, and proactive to the needs of local government. There are certain similarities in the sequence of recovery operations, with few exceptions, followed by each level of government when recovering from an emergency or disaster.

Federal Level Management and Coordination:

If the emergency is of a magnitude that federal assistance is granted, the federal agencies' actions are in support of the state and local governments. Coordination will take place from the appropriate state RSF to the federal RSF. If one is established, coordination will take place at the SECC or a Joint Field Office (JFO). The typical sequence is:

Figure 6: State Level Management and Coordination



Montana's planned recovery operations is based on the premise that the Governor may exercise authority to use the resources of state government when the capabilities and resources, including mutual aid, of the local or Tribal jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. The management of the state's recovery efforts is guided by the MDRF and its implementing procedures. Such assistance, when authorized, will be provided by state agencies operating as part of an effort coordinated by MT DES operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of local, tribal, and state governments and Emergency Management Assistance Compact (EMAC) are exceeded.

Through state resources, the Governor communicates with the public, facilitates coordination and assistance within Montana as well as with other states, and makes, amends, or suspends certain orders and regulations appropriate with emergency response and recovery. The Governor has the authority to

suspend the provisions of any regulatory statute if the strict compliance with the provisions of any statute, order, or rule would in any way prevent, hinder, or delay necessary action in recovering from the emergency or disaster – [General Authority of Governor 10-3-104 MCA](#).

State Emergency Coordination Center

The SECC's principal emergency management function is not that of an initial responding entity, but that of coordinating entity and is the primary location through which MT DES can coordinate support, acquisition, prioritization, and distribution of state, private, voluntary, and if needed, federal resources to local governments in disaster situations. Based upon the timely receipt and verification of the emergency request of a local or tribal jurisdiction, MT DES will task the appropriate state agency to provide requested resources, services, or information. The state department receiving a task or mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance, the state, through the SECC or a Joint Field Office (JFO) if one has been established, will coordinate that operation.

Assistance available to local and tribal governments depends on the incident, and upon some key milestones. Jurisdictions who request financial assistance from the state disaster appropriation will be asked to provide a copy of their emergency or disaster declaration. The declaration, along with the local decision to Levy their 2-mils, will be reviewed to determine if the local entity is beyond its capability to manage the event. Tribal governments are not required to impose any levies. The SECC is always available to assist in locating resources and connecting local and tribal officers with technical experts, but local and tribal governments remain responsible for all costs associated with those services. The Governor may, but is not obligated to, authorize state general funds to assist local and tribal governments during times of emergency and disaster – [Emergency or Disaster Expenditures 10-3-311 MCA](#).

Recovery Support Functions

RSFs are the state's organizing principle for effecting recovery support. Because the needs of recovery frequently require coordinating actions and resources from multiple agencies, RSFs group the state's capacities in domains specifically relevant to recovery purposes. RSFs are organized to correspond to federal RSFs as described in the National Disaster Recovery Framework (NDRF), to facilitate and accelerate communication, whole community coordination, and delivery of resources.

The SECC mobilizes the RSFs as soon as it becomes apparent that intermediate and/or long-term recovery will require special coordination among agencies. During disaster response and short-term recovery, the state's response is organized by ESFs, as described in the Montana Emergency Response Framework (MERF). The transition of recovery actions from ESFs to RSFs is coordinated by the SECC. During transition, there may be an overlap where both an ESF and the associated RSF are active. The level of RSF engagement depends on the demands of incident and the requirements for each RSF. Staff may be assigned, as necessary, to the SECC by departments and agencies supporting Framework RSFs to assist in recovery operations. See Table 3 for a graphic illustration of the transition of ESFs to their respective RSFs.

Standard operating guidelines for managing disaster recovery (e.g., incident management structure to be established, required positions, agency roles, resource management, public information, joint information center management, etc.) can be found in the MT DES SECC Operating Guide and Disaster Communications Plan.

Table 3: State ESF-RSF Crosswalk

Emergency Support Functions (ESFs)	Recovery Support Functions (RSFs)					
	Community Assistance	Economic Recovery	Health and Social Services	Housing	Infrastructure Systems	Natural and Cultural Resources
ESF 1 – Transportation		X			X	
ESF 2 – Communications		X			X	
ESF 3 – Public Works and Engineering		X			X	
ESF 4 – Firefighting						X
ESF 5 – Information and Planning	X	X	X	X	X	X
ESF 6 - Mass Care, Emergency Assistance, and Human Services			X	X		
ESF 7 – Logistics	X					
ESF 8 – Public Health and Medical Services			X			
ESF 9 – Search and Rescue	-None-					
ESF 10 – Oil and Hazardous Materials Response						X
ESF 11 – Agriculture and Natural Resources		X			X	X
ESF 12 – Energy		X			X	
ESF 13 – Public Safety and Security						
ESF 14 – Private Sector and Critical Infrastructure		X			X	
ESF 15 – External Affairs	X	X	X	X	X	X
ESF 16 – Cybersecurity					X	

In accordance with the provisions of [MCA Title 10, Chapter 3, Part 105](#), MT DES will perform the responsibilities of the coordinating agency for each of the state’s RSFs. RSF tasks will be performed, in large part, through the SECC’s Operations Section. MT DES, as the coordinating agency is responsible for:

- Planning, organizing, coordinating, and engaging the various RSFs during disaster recovery.
- Collaborating with the primary agencies to identify appropriate support agencies for an RSF.
- Developing and maintain an effective procedure for the alert and notification of all RSF primary and support agencies. This task will require the coordinating agency to develop and maintain a

call-down list with 24-7-365 contact information for key personnel for all RSF primary and support agencies.

- Helping RSF partners identify appropriate roles and responsibilities for themselves.
- Facilitate and where appropriate, host working meetings of the RSF partners.
- Establishing the operational requirements for the RSF.
- Tasking RSF agencies.
- Developing, facilitating, and maintaining the RSF annexes to the MDRF

RSF Primary and Support Agency

An RSF primary agency is a state agency that provides significant authorities, roles, resources, or capabilities to a particular RSF. An RSF support agency are those agencies with specific capabilities or resources that support the overall RSF mission. The primary agency for each RSF is designated by the Coordinating Agency – MT DES. The responsibilities of a primary agency include:

- Providing a Point-Of-Contact (POC) or Liaison for the SECC when requested by the SECC
- Assigning a liaison to the SECC when requested by the coordinating agency. The role of the RSF POC or Liaison incorporates the following duties:
 - Collaborate with the SECC to identify appropriate Support Agencies for the specific mission of the RSF.
 - Coordinate and collaborate with support agencies as needed.
 - Provide and maintain situational awareness with the SECC
 - Report current resource capabilities to the SECC on a regular basis.
- Conducting operations and providing services, staff, equipment, and supplies consistent with their own authority and resources when requested by the SECC.
- When necessary, participate in planning for short- and long-term recovery operations.
- Developing and maintaining the necessary supporting agency Emergency Operational Plans (EOP), Emergency Action Plans (EAP), Standard Operating Procedures (SOP) or Standard Operating Guidelines (SOG), checklists, notification lists, and resource inventories.
- Assisting in the SECC After-Action Review.
- Ensuring appropriate agency personnel are trained to support interagency emergency recovery and support teams.

With information gathered from the local and tribal Emergency Coordination Center (ECC) or Emergency Operations Center (EOC), the SECC works with the RSF primary agency to define intermediate- and long-term objectives for each RSF upon mobilization. Those objectives are then reviewed and revised at pre-established milestones in recovery operations throughout the recovery phases based on the progress of recovery and direction from the Governor. These objectives will be documented in the SECC Incident Action Plan (IAP). The SECC will also work with each activated RSF to develop a State Recovery Support Strategy (SRSS) which guides state support to local and tribal governments. The SECC demobilizes each RSF once their objectives have been substantially met. RSFs may remain engaged until recovery is complete.

Upon mobilization of an RSF, the SECC may seek resources to further the capabilities of RSFs as appropriate. When mobilized, primary and supporting agency resources dedicated to the RSF are under the authority of their own agency. Conflicts of authority between agencies under a mobilized RSF are resolved by the SECC, who may request the intervention of the Governor. State departments or agencies not assigned to specific RSFs may be called upon to support any or all RSFs. These departments and agencies must be prepared to provide a reserve of material and personnel resources; and may be

required to perform previously unassigned tasks or supplement other response agencies. Table 4 below list the various RSFs, the scope of each RSF, and the MT state agencies assigned as primary agencies and support agencies.

Mutual Aid

The Statewide Mutual Aid System Act allows any political jurisdiction in Montana to request resources from or make resources available to any other political jurisdiction. Sovereign Indian Nations may choose to participate in the intrastate mutual aid system by adopting a Tribal Government Resolution declaring the tribe's desire to be a member jurisdiction. Intrastate mutual agreements may be formal or informal, written, or oral. Intrastate mutual aid should be exhausted prior to requesting support from MT DES – [Intrastate Mutual Aid System 10-3-9 MCA](#).

[Montana Code Annotated 10-3-205](#) allows Montana to enter into an interstate mutual aid compact that provides voluntary assistance among participating states in recovering from any disaster or imminent disaster that overextends the ability of local and state governments to reduce, counteract, or remove the danger. Montana participates in the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system administered by the National Emergency Management Association (NEMA).

Montana may also enter intergovernmental arrangements with neighboring provinces of Canada for the purpose of exchanging disaster and emergency services. Occasionally, MT DES personnel may be deployed to local or tribal emergency management programs to assist with emergencies or disasters. Mutual aid agreements between Montana and emergency and disaster response partners are kept on file at MT DES - [Intergovernmental Arrangements 10-3-204 MCA](#).

Local Level Management and Coordination

Local and tribal governments are responsible for recovery operations within its jurisdiction. When recovery activities escalate beyond the capabilities of local and tribal governments, including mutual aid assistance, the local and tribal ECC/EOC may acquire additional resources through the SECC. Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority.

Continuity of Operations for All Levels

Because incidents may affect local, tribal, and state entity's ability to provide assets, assistance, and services, continuity planning, and operations are an inherent component of operational management and coordination. Continuity increases resilience and the likelihood that organizations can perform essential functions and deliver core capabilities that support recovery efforts. The Local, Tribal, and State levels of government are responsible for developing and maintaining their own Continuity of Operations (COOP) Plans.

Regulatory and Administrative Procedures

To assist disaster recovery operations after an emergency or disaster, local, Tribal, and state governments may determine if any normal regulatory and/or administrative procedures shall be suspended, amended, or made optional. Departures from the usual methods of doing business may be stated in the Governor's Declaration or Executive Order of a disaster or emergency, if warranted and issued.

Table 4 – RSF Purpose, Scope, Primary and Support Agencies

RSF 1 – Community Assistance

Purpose: Describes how the State of Montana collaborates with state partners and key stakeholders to integrate state and stakeholder assets and capabilities to help local governments, tribal governments, and impacted communities address long-term community recovery needs after large-scale and catastrophic incidents.	
Scope: Potential activities included within the scope of RSF 1 are (this list is comprehensive but not all-inclusive): • Identify and leverage available funds and services to meet the recovery needs of the impacted community. • Support the capacity of local and tribal governments, nonprofits, and the private sector, as requested. ○ Coordinate with federal and state partners to leverage funds in support of local recovery efforts. ○ Enhance community resilience at the local and regional level by providing recovery training and workshops for elected officials and the general public. ○ Support recovery programs and assist local jurisdictions in applying for federal disaster assistance programs. • Coordinate with federal and state partners to leverage funds in support of local recovery efforts. • Support recovery programs and assist local jurisdictions in applying for federal disaster assistance programs. • Include opportunities for participation from and coordination with the whole community in recovery planning activities. • Work with all RSFs to incorporate principles of mitigation and resilience in recovery planning activities. • Obtain a common operating picture of recovery activities being conducted and resources available to support the impacted community. • Apply a unified and cross-jurisdictional coordination approach to develop a recovery strategy, working with federal, state, local and tribal stakeholders. • Support existing recovery organizations and encourage the development of local long-term recovery groups through technical assistance, best-practice identification, and sustained community engagement.	
State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Commerce
State Supporting Agencies	
▪ Conservation Districts ▪ Department of Administration ▪ Department of Agriculture ▪ Department of Environmental Quality ▪ Department of Fish, Wildlife, and Parks ▪ Department of Justice ▪ Department of Labor and Industry ▪ Department of Livestock ▪ Department of Military Affairs ▪ Department of Natural Resources and Conservation ▪ Department of Public Health and Human Services	▪ Department of Revenue ▪ Department of Transportation ▪ Governor’s Office ▪ Montana Arts Council ▪ Montana Commissioner of Securities and Insurance ▪ Montana Historical Society ▪ Montana Public Service Commission ▪ Montana State Fund ▪ State Library ▪ Office of Public Instruction ▪ University Systems

RSF 2 – Economic Recovery

Purpose: Describes how the State of Montana integrates the expertise of state agencies to facilitate the efforts of local governments, tribal governments, and impacted communities to sustain and rebuild businesses, employment, and economic opportunities that result in sustainable and economically resilient communities after significant natural and human-caused disasters.

Scope:

Potential activities included within the scope of RSF 2 are (this list is comprehensive but not all-inclusive):

- Identify and leverage available funds and services to meet the needs of the impacted community.
- Support the capacity of local and tribal governments, nonprofits, and the private sector to produce a sound economic recovery strategy and enhance community resilience at the local and regional level.
- Support existing recovery organizations and encourage the development of local long-term recovery organizations/groups through technical assistance, best-practice identification, and sustained liaison engagement.
- Consideration for the integration, access, collection, and analysis of data related to economic recovery.
- Alignment of economic recovery planning efforts with other community-driven planning efforts and issues.
- Analysis of post disaster labor demand with supply, retraining programs, the unemployed, and temporary employment.
- Identification of small business needs such as loans, business continuity planning, and the need for technical assistance.

State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Commerce
State Supporting Agencies	
▪ Department of Administration ▪ Department of Agriculture ▪ Department of Environmental Quality ▪ Department of Fish, Wildlife, and Parks ▪ Department of Justice ▪ Department of Labor and Industry ▪ Department of Livestock ▪ Department of Military Affairs ▪ Department of Natural Resources and Conservation ▪ Department of Public Health and Human Services ▪ Department of Revenue	▪ Department of Transportation ▪ Governor's Office ▪ Montana Arts Council ▪ Montana Commissioner of Securities and Insurance ▪ Montana Historical Society ▪ Montana Public Service Commission ▪ Montana Secretary of State ▪ Montana State Fund ▪ Montana State Library ▪ Montana University System

RSF 3 – Health and Social Services

Purpose: Describes how the State of Montana assesses public health, healthcare, and social services needs following a disaster, identify areas of critical need and individuals with access and functional needs, restore basic health services, identify key partners in service delivery, and promote the independence and wellbeing of community members.

Scope:

Potential activities included within the scope of RSF 3 are (this list is comprehensive but not all-inclusive):

Public Health

- Complete an assessment of public health and medical needs; prioritize these needs based on the whole community's input and participation in the recovery planning process; and develop a comprehensive restoration timeline.
- Support restoration of basic health services functions and identify critical health care needs in short-term, intermediate, and long-term recovery.

- Coordinate unified messaging on public health and risk communications related to the disaster.

Health Care Services

- Coordinate information sharing and recovery efforts between related entities including health care coalitions, health jurisdictions and tribal governments to maximize effectiveness, minimize duplication of effort and restore access to health care services in the community.
- Assess health care infrastructure damage including the structural, functional, and operational impacts to these facilities (e.g., hospitals, clinics, blood banks, laboratories, dialysis centers, substance abuse treatment facilities, poison control centers, medical and dental offices, etc.).
- Assess the impact to patient care services and the dependencies on critical health care infrastructure (e.g., drinking water, wastewater, transportation, etc.).
- Prioritize restoration of health care services and determine alternative or interim solutions to provide continuity of health care services.
- Consider population shifts and changes in the community post-disaster that will impact the prioritization of health care services restoration and long-term recovery planning.

Behavioral Health

- Identify and prioritize behavioral health needs in the impacted community along a continuum of care and assess impacts to the capacity of behavioral health systems. These efforts may be augmented through the use of epidemiological data.
- Engage with behavioral health partners including human and social service entities, nonprofit organizations, regional support networks (RSNs), chaplaincies and faith-based organizations and the U.S. Department of Health and Human Services to assess disaster-caused needs and leverage resources to provide assistance and support to impacted communities.
- Coordinate with behavioral and social service health partners on delivering consistent and accurate messaging concerning the short and long-term psychological impacts of the disaster in addition to appropriate coping behaviors and available resources.
- Provide technical assistance to the impacted community on the delivery of disaster behavioral health services and assist with community capacity building for the surge of behavioral health needs post-disaster.
- Identify need and fit for behavioral health assistance support and programs such as FEMA's Crisis Counseling Assistance & Training Program and Red Cross Disaster Mental Health volunteer teams to support locally impacted communities. Engage stakeholders and apply/request for program support if the disaster meets program requirements and it is identified as a potentially useful support to the impacted community.

Environmental Health

- Assess the environmental health and safety risks related to the incident and support the impacted community in minimizing or mitigating the risk potentials.

Food Safety and Regulated Medical Products

- Coordinate with local, state, federal and tribal governments on the assessment of the impacted jurisdiction's food and medical supply networks and provide technical assistance.

Social Services

- Support restoration and bolstering basic social services functions. Identify critical areas of need for social services, including for people with disabilities and other access and functional needs, throughout recovery.
- Complete an assessment of community social service needs and develop a comprehensive recovery timeline.
- Identify specific state agency, local jurisdiction and non-governmental organization roles and responsibilities that support the restoration of social services.
- Incorporate behavioral health considerations and mitigation strategies into the restoration and recovery of social services within an impacted community.

State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Public Health and Human Services

State Supporting Agencies	
▪ Department of Agriculture ▪ Department of Correction ▪ Department of Environmental Quality	▪ Department of Livestock ▪ Department of Military Affairs ▪ Office of Public Instruction

RSF 4 – Housing

Purpose: Describes how the State of Montana addresses pre- and post-disaster housing issues and coordinates the delivery of state resources and activities to assist local and tribal governments as they rehabilitate and reconstruct destroyed and damaged housing, when feasible, and develop new accessible, permanent housing option.

Scope:

The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. It is challenging because many years' worth of housing repair, rehabilitation, reconstruction and new construction often need to occur at an accelerated pace as a result of a disaster. These conditions create design, construction, labor, materials, logistics, inspection, and financing issues.

RSF 4, through its primary and supporting and agencies, works toward addressing disaster housing issues pre-disaster, focusing on solutions that are implementable, sustainable, and resilient. RSF 4 coordinates and effectively integrates available housing-related resources, addresses conflicting policy and program issues, and identifies gaps in service and assistance delivery. RSF 4 involves intermediate and long-term housing for people displaced by a disaster, with a goal of long-term solutions in their own communities.

- Transitional Housing: is needed to remove survivors from the disaster site for an extended period of time to ensure their safety.
- Temporary Housing: is defined by the length of stay. 30 days up to two years is a general timeframe for temporary housing. Apartments, condos, and rental homes are common housing options.
- Permanent Housing: is defined as a long-lasting housing option. A permanent renter is one who may live in a rental home or apartment and that may be determined to be their "permanent" housing option. Other applicants may own a home, condo, or mobile unit.

Note: Emergency Sheltering, which is the immediate housing option for survivors following a disaster to ensure a safe and sanitary environment, is addressed by Emergency Support Function (ESF) 6 in the Montana Emergency Response Framework (MERF).

RSF 4 is designed to provide guidance to state departments in aiding local and tribal partners in addressing housing of individuals and families impacted from disasters. The following are potential activities included within the scope of RSF 4 are (this list is comprehensive but not all-inclusive):

- Identify strategies and options that address a broad range of disaster housing issues, such as those dealing with planning, zoning, design, production, logistics, codes, and financing.
- Build accessibility, resiliency, sustainability, and mitigation measures into identified housing recovery strategies.
- Facilitate coordination between State, local, and tribal governments, as well as involved private sector and non-profit organizations.
- Coordinate transition to disaster housing recovery activities from response support activities.
- Coordinate and leverage state and federal resources to assist local and tribal governments in addressing housing-related recovery needs.
- Encourage rapid and appropriate decisions regarding land use and housing location in the recovering communities or regions.
- Support or provide technical assistance for housing assessments and emergency needs (e.g., emergency permitting for needed repairs, damage assessments of private homes).

• Identify gaps and coordinate resolution of issues involving conflicting policies and programs. • Promote communications and information-sharing throughout the recovery process between all involved partners. • Support local jurisdictions in rehousing the impacted individuals and families as quickly and safely as possible so that people can remain in the area. This will be completed by coordinating and delivering applicable agency programs and technical assistance. • Implement mitigation actions, as part of the recovery process, when possible, to reduce future risk. • Convene necessary state resources, achieving broad representation on the RSF to establish situational awareness, obtain a common operating picture and provide efficient service delivery. • Support the development of a local long-term recovery organization through technical assistance, best-practice identification and continued agency liaison involvement.	
State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Commerce
State Supporting Agencies	
▪ Department of Administration ▪ Department of Environmental Quality ▪ Department of Labor and Industry ▪ Department of Military Affairs ▪ Department of Public Health and Human Services	▪ Department of Transportation ▪ Montana Commissioner of Securities and Insurance ▪ Montana Secretary of State

RSF 5 – Infrastructure Systems

Purpose: Describes how the State of Montana coordinates and supports matching the capacity of all infrastructure systems, including, but not limited to, critical facilities, transportation, energy, water, wastewater, and telecommunications to a community's current and projected demand based on its built and virtual environment.	
Scope: Potential activities included within the scope of RSF 5 are (this list is comprehensive but not all-inclusive): • Developing risk profile information for the purposes of informing disaster recovery and the implementation of mitigation projects. • Promoting the implementation of continuity of operations planning for the purposes of returning services to pre-disaster levels. • Identifying, coordinating, and providing resources, technical assistance, and waivers during the recovery process. • Coordinating and communicating recovery needs with private, nonprofit, and public entities. • Provide a platform to facilitate collaboration and integration among public and private infrastructure organizations. • Provide operators and owners a method of identifying regulatory issues that impede or may impede restoration efforts. • Build strong working relationships across multiple levels of government and non-government sectors to facilitate restoration efforts. • Gain situational awareness from critical infrastructure partners and a better understanding of the restoration priorities, decisions being made among public and private entities which influence regional recovery priorities and any interdependencies.	
State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Environmental Quality
State Supporting Agencies	
▪ Department of Administration ▪ Department of Agriculture ▪ Department of Commerce	▪ Department of Public Health and Human Services ▪ Department of Revenue

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| <ul style="list-style-type: none"> ▪ Department of Fish, Wildlife, and Parks ▪ Department of Justice ▪ Department of Labor and Industry ▪ Department of Military Affairs ▪ Department of Natural Resources and Conservation | <ul style="list-style-type: none"> ▪ Department of Transportation ▪ Montana Historical Society ▪ Montana State Library ▪ Montana Public Service Commission ▪ Montana University Systems |
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RSF 6 – Natural and Cultural Resources

Purpose: Describes how the State of Montana integrates state assets and capabilities to help local and tribal governments, and impacted communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents.

Scope:

Potential activities included within the scope of RSF 6 are (this list is comprehensive but not all-inclusive):

- Assisting in the identification of natural and cultural resources through the State and federal inventories.
- Providing historical and environmental specialists to ensure compliance early in recovery. Specific expertise in National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act (NHPA), and Section 304 of the Endangered Species Act (ESA), could be provided.
- Support the rapid and accurate damage assessment of properties, cultural facilities, and other sites of tribal cultural traditional significance in the disaster impact area.
- Support the rapid and accurate damage assessment of records and collections including artifacts, public artworks, and natural history items of significance in the disaster impact area.
- Provide a plan for state agency support of organizations, tribal governments and local artistic, cultural, and historic resource owners with information and technical assistance about how to mitigate, preserve, stabilize, or protect resources and where funding might be found.
- Support local communities in addressing environmental restoration concerns to develop long-term restoration plans and strategies addressing topics such as contamination and post-disaster pollution, hazardous and non-hazardous debris management and habitat and ecosystem restoration. Help identify and develop hazard mitigation priorities to increase community resilience, such as, reseeding, floodplain restoration, or land acquisition.
- Integrate environmental staff knowledgeable in natural resources and environmental regulatory requirements early in the disaster recovery planning process.
- Assist communities in working through federal, state, local and tribal permitting and environmental policy issues that may inhibit the restoration of natural resources and work among RSF partners to address regulatory concerns.
- Support the impacted community through subject matter expertise and staff knowledgeable in assistance programs and funding options.

State Coordinating Agency	State Primary Agency
Disaster and Emergency Services	Department of Natural Resources and Conservation
State Supporting Agencies	
▪ Department of Administration ▪ Department of Agriculture ▪ Department of Commerce ▪ Department of Environmental Quality ▪ Department of Fish, Wildlife, and Parks	▪ Department of Labor and Industry ▪ Department of Military Affairs ▪ Montana Arts Council ▪ Montana Historical Society

Operational Planning

Planning across the full range of recovery operations is an inherent responsibility of every level of county, Tribal, and state government. Since planning is an ongoing process, a plan is a product based on

information and understanding at the time of event and is subject to revision. Operational planning is conducted across the whole community, including NGOs, and all levels of government. [The Comprehensive Preparedness Guide \(CPG\) 101](#) provides further information on the various types of plans and guidance on the fundamentals of planning.

State Agencies

Montana DES has the overall responsibility for state emergency planning and the coordination of state resources in the conduct of emergency and disaster recovery operations. MT DES oversees the development and maintenance of appropriate planning documents that address responsibilities assigned in the MDRF and standard operating guidelines. Montana DES will ensure the distribution of the Framework and its annexes.

Primary and supporting agencies have the responsibility for maintaining annexes, appendices, standard operating procedures or guidelines, notification lists, and resource data pertaining to their assigned RSF. Agency resource data must be accessible to agency representatives at the SECC to facilitate the capability of the agency to support its emergency management responsibilities.

Components of the MDRF should be exercised annually in the form of a simulated emergency designed and coordinated by MT DES in order to provide practical, controlled, operational experience to those who have SECC responsibilities. Exercises will be designed to evaluate the effectiveness of the MDRF and its associated annexes and procedures. MT DES will have primary responsibility for hazard-specific tasks, in consultation with appropriate primary and support agencies, to develop, conduct, and evaluate operational exercises of the MDRF. As part of the evaluation process, the primary agency will provide written recommendations for revisions to this Framework to MT DES. Montana DES and all RSF primary agencies are responsible for participating in a bi-annual review of the framework, based on lessons learned during actual occurrence events and exercises, and other changes in organization, technologies, and capabilities.

Local & Tribal Governments

Each local government is responsible for preparing a local or interjurisdictional disaster and emergency plan and program that covers the area for which they are responsible - [Local and Interjurisdictional Disaster and Emergency Plan 10-3-401 MCA](#). This entails developing and maintaining their own current disaster recovery plans, specific procedures, and checklists necessary for accomplishing necessary disaster recovery tasks. Plans may allow elected leadership of the legally recognized jurisdictions to delegate authority and re-assign responsibility to designated departments, agencies, divisions, bureaus, offices, or other components of the group. Local and Tribal bodies involved in emergency management should:

- Retain administrative control of their personnel and equipment when tasked to support other local jurisdictions or state departments.
- Maintain detailed logs of personnel and other costs for possible reimbursement.
- Monitor and coordinate with their counterparts during the implementation of emergency assistance programs, as appropriate. As this occurs, the SECC will be kept informed of this coordination.
- Notify MT DES of any information regarding possible/pending incidents or disasters.

Private Sector Entities

The private sector's role in disaster recovery planning is essential because it owns and operates much of the national, state, and local critical infrastructure and key resources such as telecommunications, electric substations, fuel, financial services, agriculture, information technology, and transportation.

The private sector emergency plans (generally known as business continuity plans) focus on the protection of employees, facilities, infrastructure, information, and continuity of business operations. Recognized in Federal Law PL 108-458, §7305 (a)(3) as the standard for the private sector, the NFPA 1660 spells out requirements to prevent, mitigate the consequences of, prepare for, respond to, maintain continuity during, and recover from incidents along with drills, exercises, and training for the private sector emergency planning activities. Private sector and non-governmental organizations are encouraged to engage with and contribute to the emergency planning process in their local jurisdictions prior to incidents.

Non-Governmental Organizations

NGOs are a vital part of the disaster recovery planning process. Because NGOs provide essential services, recruit personnel with emergency management expertise, and influence public policy, NIMS guidelines recommend that government agencies and national organizations pre-establish agreements to share resources and personnel and include these organizations in coordinated disaster recovery planning activities.

Operational Communications

Operational communications describe the means and methods of exchanging communications and information necessary for successful coordination of resources for recovery operations. The degree to which and the type of communications systems needed and utilized is directly related to the scope of the incident. The ability of state agencies to provide sufficient communications to conduct recovery operations could become limited due to systems being damaged, destroyed, overloaded, or otherwise rendered inoperable.

Interoperable Communications

Effective recovery operations of any local, tribal, or state agencies are dependent upon interoperable communications. Interoperable communications entail communication systems and devices allowing the direct, seamless, and satisfactory exchange of information and services between the users of those devices. To enhance statewide interoperable communications, the SECC utilizes diverse communications technology and a statewide common communications frequency for interagency direction and control during disasters or emergencies.

Should internet-based phone systems, radio systems, or other communications systems fail, numerous Amateur Radio Operators within Montana can be called upon to provide VHF/UHF/HF voice and data communication capabilities. Both Auxiliary Communication (AUXCOM) and Military Auxiliary Radio System (MARS) can be utilized to establish a reliable system of communications between on-scene personnel, the SECC, and other resources.

Information Sharing & Dissemination

During a large incident involving all levels of government, a Public Information Officer (PIO) may become a member of, or feed information to, a Joint Information Center (JIC). The JIC is a central clearinghouse established as part of the SECC by state and federal agencies and is designed to allow PIOs from involved agencies to coordinate information released to the media and the public. If a JIC is established, all media releases are through the JIC following approval from the IC(s) and/or EOC/ECC managers. Daily briefings will be conducted, information provided to local and regional governments, and public information posted.

Logistic Support and Resource Requirements to Implement Framework

State Government

State departments and agencies are responsible, within their statutory authorities, for assisting local jurisdictions when local capabilities are overwhelmed by a disaster. The State Emergency Coordination Center (SECC) serves as the principal point for coordinating state, local, tribal, and federal resources as in the delivery of disaster recovery assistance to affected jurisdiction(s).

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support recovery activities. State resources will supplement, not supplant, local resources. When mobilized to support disaster recovery, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC. If the Governor has declared an emergency, resources may be requested through the EMAC, the nation's state-to-state mutual aid system that is processed through the SECC when state resources are not available or inadequate.

SECC Logistics Section

The SECC Logistics Section integrates logistics incident planning and support for timely and efficient delivery of supplies, equipment, services, and facilities for state, county, tribal, and private entities involved in recovery efforts from emergencies or disasters that impact the State of Montana. It also facilitates comprehensive logistics planning, technical assistance, training, education, exercise, incident response, and sustainment that leverage the capability and resources of State logistics partners, RSF partners, public and private stakeholders, and NGOs in support of both responders and disaster survivors.

The SECC Logistics Section is responsible for providing direct and active support to disaster recovery efforts following a disaster which generally includes, but not limited to, the effort and activity necessary to evaluate, locate, procure, provide, ship, or transport the following resources throughout an event:

- Emergency relief and medical supplies
- Office supplies, space, and equipment
- Fuel and generators
- Warehousing and storage space
- Contracting services and personnel
- Heavy equipment
- Personnel with subject matter expertise

The SECC Logistics Section works with retail, wholesale, and other similar private industry associations for logistics information sharing and planning that would produce mutually beneficial results in coordinating how, when, where, and by whom critical resources will be provided during all types of incidents. Support that cannot be provided from local, tribal, or federal partners are secured through direct procurement or donations.

Local and Tribal Government

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local and tribal incident management system. Shortages of resources are adjudicated at the lowest jurisdictional level. Local and tribal mutual aid and assistance networks facilitate the sharing of

resources to support response activities. Local and tribal authorities are responsible for obtaining required waivers and clearances related to recovery support and are responsible for requesting state support through the jurisdiction's emergency management agency when incident exceeds local and tribal capabilities.

Private Sector/Non-Governmental Organizations

Most disaster relief resources to individuals and families are provided by NGO sources, principally the volunteer, nonprofit and faith-based organizations in Montana that have a disaster response and recovery mission. Some organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles which can be found in the Montana Emergency Response Framework (MERF) and Montana Disaster Recovery Framework (MDRF). Resources from NGOs and the private sector may augment local disaster recovery capabilities.

Section IV: Framework Maintenance

The preparation, evaluation, and revision of the MDRF is the responsibility of the MTDES Plans and Assessment Team with the assistance and involvement of all applicable stakeholders and support agencies. The document will be updated following the method and schedule outlined in the *MTDES Plan Development and Maintenance Policy*.

Section V: Authorities & References

State Laws and Statutes:

Montana Code Annotated § 2-4-303

Montana Code Annotated § 10-3

Montana Code Annotated § 90-4-3

Federal Directives, Laws, and Statutes:

- 1) Department of Homeland Security Strategic Plan 2020-2024
- 2) Emergency Management Assistance Compact (Public Law 104-321)
- 3) Emergency Planning and Community Right to Know Act (42 U.S.C. Chapter 116)
- 4) Federal Emergency Management Agency Strategic Plan 2022-2026
- 5) Homeland Security Presidential Directive 10: Biodefense for 21st Century, April 28, 2004
- 6) Homeland Security Presidential Directive 18: Medical Countermeasures against Weapons of Mass Destruction, February 7, 2007
- 7) Homeland Security Presidential Directive 20: National Continuity Policy
- 8) Homeland Security Presidential Directive 21: Public Health and Medical Preparation, October 18, 2007
- 9) Homeland Security Presidential Directive 5: Management of Domestic Incidents
- 10) Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection
- 11) Pets Evacuation and Transportation Standards Act of 2006
- 12) Post-Katrina Emergency Management Reform Act of 2006
- 13) Presidential Decision Directive 39: United States Policy on Counter Terrorism
- 14) Presidential Decision Directive 63: Critical Infrastructure Protection

- 15) Presidential Policy Directive (PPD-8), National Preparedness, March 30, 2011
- 16) Disaster Mitigation Act of 2000
- 17) Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism
- 18) Sandy Recovery Improvement Act of 2013
- 19) The Americans with Disabilities Act (ADA) of 1990
- 20) The National Strategy for Homeland Security – October 2007
- 21) The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288)

Code of Federal Regulations:

- 1) 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in state and local government services
- 2) 44 CFR Part 10 -- Environmental Considerations
- 3) 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements
- 4) 44 CFR Part 14 -- Audits of state and local governments
- 5) 44 CFR Part 59-76 --National Flood Insurance Program and related programs
- 6) 44 CFR Part 201 – Mitigation Planning
- 7) 44 CFR Part 204 – Fire Management Assistance Grant Program
- 8) 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988
- 9) 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management
- 10) 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to state & local governments

References

1. Comprehensive Preparedness Guide 101: A Guide for All-Hazard Emergency Preparedness Planning, FEMA September 2021.
2. Continuity Guidance Circular, February 2018
3. Emergency Management Assistance Compact – 2022
4. National Fire Protection Association (NFPA) 1660, 2024 Edition
5. Local Disaster Guide (LDG) - 2024
6. National Disaster Recovery Framework, June 2016
7. National Incident Management System, October 2017
8. National Preparedness System, July 2020
9. Pre-Disaster Recovery Planning Guide for State Governments, November 2016