

**State of Montana
Disaster & Emergency Services Division**

Distribution Management Plan

This document was prepared by the
Department of Military Affairs (DMA)
Montana Disaster & Emergency Services Division (MT DES)



*"Montana Disaster and Emergency Services
is the lead agency coordinating comprehensive emergency management.
Our vision is to create a disaster resilient Montana."*



Contributive Reviewers
MT DES Staff

Administrative Approver

The State of Montana Disaster and Emergency Service's *Distribution Management Plan* provides the distribution process by the Montana Disaster and Emergency Services Division.

Burke Honzel, Plan Administrator, MT DES

Initial: _____ Date: _____

Table of Contents

RECORD OF CHANGE	4
RECORD OF DISTRIBUTION	4
SECTION I PURPOSE, SCOPE, BACKGROUND AND ASSUMPTIONS	5
PURPOSE	5
SCOPE.....	5
BACKGROUND.....	5
ASSUMPTIONS	6
SECTION II ROLES AND RESPONSIBILITIES	7
SECTION III CONCEPT OF OPERATIONS	9
1. RESPONSE PARTNER INTEGRATION.....	9
2. REQUIREMENT DEFINING.....	9
3. RESOURCE ORDERING.....	11
4. TRANSPORTATION AND DISTRIBUTION METHODS	11
5. INVENTORY MANAGEMENT	12
6. STAGING	13
7. DEMOBILIZATION	14
8. TRAINING AND TECHNICAL ASSISTANCE	15
SECTION IV PLAN MAINTENANCE	15

Record of Change

Date	Description of Change	Initials
12-30-2019	Initial Draft	MWR
12-20-2020	Updated Draft – clarifying and enhancing some sections.	MWR

Record of Distribution

Upon approval, the MT DES Division provided an electronic copy to the following contacts. To provide comments and suggestions for future revisions, call 406-324-4777.

Date	Receiving Partner Agency/Organization

Section I Purpose, Scope, Background and Assumptions

Purpose

The purpose of this plan is to identify and describe the distribution process by Montana Disaster and Emergency Services in the event that Montana must order, receive and distribute commodities to the local jurisdictions in response to an emergency or disaster that disrupts the commercial supply chain to the extent that commodities (food, water, etc.) are not available to affected population.

Scope

This plan is limited to the process that MT DES may use to order, receive, and distribute commodities to local jurisdictions. To provide guidance to local jurisdictions for expectations distributing, operating Commodity Points-of-Distribution (C-POD) and tracking all resources while under their control.

Background

Montana covers approximately 147,046 square miles. The state is 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. Most mountain ranges run north to south through Montana and account for one-third of the state's land surface area. Estimates indicate that approximately 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 Montana State government is in Helena in southwestern Montana.

There are 56 counties, 624 cities and towns, and 7 federally recognized sovereign Indian Nations within the boundaries of the state.

Montana is a large geographically challenging state with limited populations. The population centers are:

- Billings in Yellowstone County (County population of approximately 160,000)
- Missoula in Missoula County (County population of approximately 119,000)
- Bozeman in Gallatin County (County population of approximately 112,000)
- Kalispell in Flathead County (County population of approximately 102,000)
- Helena in Lewis and Clark County (County population of approximately 69,000)
- Great Falls in Cascade County (County population of approximately 82,000)
- Butte in Silver Bow County (County population of approximately 35,000)

Montana’s major travel routes include the North/South I15 corridor and the East/West I90/94 corridor. The I15 corridor connects the Idaho border, Butte, Helena, Great Falls and North to Canada, while the I90/94 corridor connects the Idaho border with Missoula, Butte, Bozeman, and Billings to the I90/94 Junction where the I90 corridor connects with the Wyoming boarder and continues to Sheridan, WY, and the I94 corridor connects the North Dakota and continues towards Bismarck, ND

Several significant highways connect populations to the major freeway corridors. Highway 93 is a north/south route that connects I90 (just west of Missoula) to Kalispell and continues north to the Canadian Border. Highway 2 (frequently referred to as “The High Line”) connects the communities across the Northern portion from the Idaho border to North Dakota, including the towns of Libby, Kalispell, Glacier National Park, Browning, Shelby (at I15), Havre, Malta, and Culbertson.

Many communities in Montana are connected through smaller highways and secondary roads that connect to the major travel routes. The seven most populated counties make up between 60% and 65% of Montana's approximately 1.1 million residents. The remaining 35%-40% of the population are dispersed throughout the remaining 49 counties and 7 reservations.

Assumptions

- Emergencies or disasters that require distribution efforts will only affect a geographical area of Montana and will not affect the entire state.
- The state Emergency Operation Plan and other associated plans and standard operating procedures will be implemented.
- Emergency Support Functions (ESF), such as Transportation (ESF #6), Mass Care, Emergency Assistance, Housing and Human Services (ESF #8) and Public Safety and Security (ESF #12) will be engaged in the distribution efforts, as outlined in the Montana Emergency Response Framework (MERF).
- A detailed and credible common operating picture might not be achievable for 24-72 hours or longer after the incident. As a result, response activities will begin without the benefit of a detailed or complete situation and critical needs assessment.
- Demand may exceed supply, evidenced through shortages of response teams, first responders, equipment, and supplies.
- Multiple jurisdictions will have to work together to share emergency commodities.
- Multiple incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas. This will require prioritization of limited resources.
- The incident may result in significant disruptions (for an extremely long duration of time) of critical infrastructure including transportation, commodities, energy, telecommunications, public health, and medical systems.
- Transportation to impacted areas may be disrupted due to damaged roads, bridges, rail, and airports. The limited capability to refuel delivery vehicles within an affected jurisdiction may become a critical factor in planning.
- Unaffected jurisdictions may be requested to provide personnel and equipment to the affected jurisdiction/region for distribution support.
- An area's response capabilities and resources, including resources normally available through EMAC, MOUs and/or MOAs, may be insufficient and quickly overwhelmed. It is highly likely that local public safety personnel who normally respond to such events may be among those affected and unable to perform their duties.
- An incident might result in such severe damage to a jurisdiction's infrastructure that habitation is not feasible during response operations. Consequently, mandatory evacuation may be ordered by appropriate authority. Distribution of commodities may shift as the population shifts.
- The status of supply chains, infrastructure, fuel, transportation providers, material handling equipment, staffing, and other major systems will have to be evaluated on an on-going basis.

Section II Roles and Responsibilities

MT DES Administrator

The MT DES Administrator oversees all of MT DES and maintains direct communication with the Adjunct General and the Governor of the State Montana, as such the MT DES administrator:

- Maintains and communications overall situational awareness.
- Authorizes emergency expenditures and seeks fiscal approval to utilize state funds when necessary.

SECC Manager

The State Emergency Coordination Center (SECC) Manager is responsible for management of the overall direction of the SECC, including:

- Supervision of the Command & General Staff in the SECC.
- Consultation with the Agency Administrator to determine priorities for response and recovery efforts.
- Ensures that all State Emergency Coordination Center (SECC) actions are accomplished in accordance with established agency policies, procedures and Montana Code Annotated.
- Evaluate requests from local jurisdictions and makes determinations for critical resources.
- Assures situational awareness is provided to command staff and agency administrator.

SECC Operations

The Operations Section Chief is a member of the General Staff and is responsible for:

- Management of all operations of the SECC.
- Activates and supervises organizational elements in accordance with the SECC Incident Action Plan and directs its execution.
- Directs the preparation of unit operational plans.
- Receives & prioritize resource requests and delivers to the appropriate section.

SECC Planning

The SECC Planning Section Chief, a member of the General Staff, is responsible for the planning aspects during emergencies and disasters. Is responsible for collecting, evaluating, and disseminating information about the incident including:

- Development of the incident
- Status of resources and personal
- Current and anticipated needs
- Plan for the demobilization
- Developing the Incident Action Plan

SECC Logistics

The Logistics Section Chief, a member of the General Staff, is responsible for coordinating all resource requests and distribution to the local jurisdictions. To accomplish this, the Logistics Section coordinates and supports the local jurisdictions including:

- Ordering resources through established contacts and channels.

- Work with a State of Montana purchasing/procurement officer to develop contracts, purchase orders and to develop request for bids with approved vendors through the state purchasing and procurement department.
 - A state procurement/procurement officer part of the logistics section, and assures all procurement fall within the established process or through proper emergency procurement procedures.
- Tracking status of all orders processed through the SECC.
- Contacting vendors, suppliers, or key partners to fulfill resource requests, distribution and transportation needs.
- Coordinate the distribution of ordered resources to the requesting jurisdiction.
- Communicate with local points of contacts on order status, incoming inventory, estimated time of arrival and other relevant information.
- Coordinate with the Finance Section Chief for daily cost estimates and financial documentation.
- Maintains situational awareness with other sections on resources status, needs and fulfillment.

State Agencies

Different state agencies will be involved in emergencies or disasters requiring the establishment and execution of distribution strategies. State agencies will communicate and coordinate through the SECC as described in the MERF and the SECC procedures. Representatives may be assigned to represent their agencies to the SECC as liaisons and/or point of contact to assure that appropriate and reliable communications are maintained. State agencies will prioritize their response to field area of authority and will assist other agencies in the state response as coordinated by the SECC. State and local agencies should communicate their needs, capability, or current status through the SECC in order to maintain good situational awareness and to prioritize and address needs across the state.

Federal Government

The federal government may play a crucial role in assisting with the acquiring of resources for distribution or in support of distribution efforts (i.e. logistics, transportation). During a response effort, the federal government will work through operations personnel at the SECC. FEMA may elect to use onsite personnel (FEMA Integration Team) or assign a liaison through region 8 or other personnel. Communication and requests will be conducted through the SECC or the department administration.

FEMA may assist in acquiring resources, including personnel, either through direct procurement or communicating to the SECC about specific assets that are readily available.

National Emergency Management Association (NEMA)

NEMA administers the Emergency Management Assistance Compact (EMAC). EMAC is a national interstate mutual aid agreement that enables states to share resources during times of disaster. EMAC acts as a complement to the federal disaster response system, providing timely and cost-effective relief to states requesting assistance from assisting member states who understand the needs of jurisdictions that are struggling to preserve life, the economy, and the environment. EMAC can be used either in lieu of federal assistance or in conjunction with federal assistance, thus providing a "seamless" flow of needed goods and services to an impacted state. EMAC further provides another venue for mitigating resource deficiencies by ensuring maximum use of all available resources within member states' inventories.

Local Jurisdictions

Local jurisdictions remain in control of local response efforts. These efforts should include:

- Pre-identify C-POD locations.
- Pre-Plan and train for C-POD operations.
- Identify potential commodity needs.
- Identify local resources to fulfill local commodity needs.
- Identify and request resources (including meals, water, and other commodities) following the prescribed resource ordering procedures.
- Receive and track resources requested.
- Coordinate with local officials.
- Identify most appropriate Point of Distribution based on the needs of the event and communicate to Logistics at the SECC.

Section III Concept of Operations

State supported distribution of commodities may be considered when normal or vendor supply chain routes are unavailable to protect the health and safety of individuals in Montana. In an event that requires sustained distribution of commodities or other materiel, many partners will be requested to assist in the response efforts. This plan is considered a guide to distribution efforts. Immediately upon implementing this plan or a distribution strategy, consideration must be given to the demobilization process. Resources and personnel must be tracked and documented from initial mobilization to track costs, personnel, and resource use through the duration of the event until they are fully demobilized.

1. Response Partner Integration

Response partners will be coordinated through the SECC following the Montana Emergency Response Framework, The State of Montana Disaster and Emergency Plan: Volume III Disaster Response Plan, and the State Emergency Coordination Center (SECC) Operating Plan. Liaisons may be assigned by the response partner to work in the SECC, or by DES to work with the response partner.

2. Requirement Defining

Montana's population is dispersed with major population centers being separated from each other by 70 and as much as 140 miles to next closest population center. Smaller communities are distributed throughout Montana. The need to procure and distribution commodities or other resources will be event specific and determined at the time of the event.

Due to the geographical nature of the state, Montana's planning efforts are focused on the major population centers while remaining flexible and scalable to serve any of Montana's jurisdictions and communities.

Local jurisdictions maintain community information including population and demographics such as age groups and other unique needs that may impact quantity or type of commodities required. Anticipated needs for commodities are determined through coordination with the local jurisdiction and the SECC.

Calculating needs

The SECC will use the generic FEMA planning factors of two meals and three liters of water per person of the impacted population each day can be used. The SECC will work with local jurisdictions on specific meal types and actual quantities as determined by the community needs during an event.

Example of calculated meals and water requirements

Affected Population	Liters of Water Per Day	Meals per day
5,000	15,000	10,000
7,500	22,500	15,000
10,000	30,000	20,000
12,500	37,500	25,000
15,000	45,000	30,000
17,500	52,500	35,000
20,000	60,000	40,000
22,500	67,500	45,000
25,000	75,000	50,000
27,500	82,500	55,000
30,000	90,000	60,000
32,500	97,500	65,000
35,000	105,000	70,000

Considerations When Determining Commodity Needs

The SECC will work with local jurisdictions verify needs and validate requests based on the current and projected event conditions and projected needs, populations demographics and unique needs in the communities.

- **Meals:** Specific needs including meal types and quantities will be coordinated with the locally affected jurisdictions.
- **Water:** Common units of measurement and clear communication will be used to identify needs and provided quantities. (I.e. liter versus gallons). Care will be taken to make unit conversions when necessary and to provide clear communication as to unit size and packaging and handling needs.
- **Mass Care Supplies:** Identification of Mass Care supplies will be event dependent and based on the needs of the community. The SECC will coordinate with ESF 6 (Mass Care, Emergency Assistance, Housing & Human Services) to verify and validate needs and requests and to acquire and distribute resources).
- **Support/Transportation:** The SECC will coordinate with ESF 1 (Transportation) to assist with transportation support, including affected and available routes. The transportation needs and requirements may be affected by the event, and current weather and transportations conditions. Other supporting agencies, such as DNRC, may provide support to ESF 1 and the SECC with transportation needs.
- **Capability and Capacity of Distribution Network:** Identify what is possible the state and local supply chains can accommodate. The quantity of resources ordered for the local

jurisdiction should not exceed the distribution network's capacity (e.g., the maximum storage and throughput capabilities of the on-ground staging areas and C-PODs).

- **Private Sector Capability versus Requirement:** Emergency events may affect private and public supply chains, either through disruption in the supply chain or causing an increase in demand that exceeds local, state and national supply chain capabilities. Supply chains are evaluated at the time of the event and when supply chains are affected, the SECC will look to alternate routes including emergency procurement procedures and agreements while coordinating with local, state and federal partners.

3. Resource Ordering

Local jurisdictions may make a resource request when they are unable to meet local needs. When a resource request is received, the State Emergency Coordination Center will evaluate the request and identify what assistance and resource is appropriate.

Resource requests may be procured through emergency procurement procedures, as well as interstate/intrastate mutual aid, the National Emergency Management Assistance Compact as well as the Northern Emergency Management Assistance Compact.

The MT DES does not maintain inventory of perishable items, procurement for anything that is not owned by the state will follow MT DES procurement procedures.

- Local Jurisdictions resource request for commodities, including food, water, etc. are to follow the established resource ordering procedures and may include a request through WebEOC and direct communications with the SECC. All verbal resource requests will be followed up by a written request.
- State resource requests to private vendors will follow established procurement policies and procedures and through a state procurement officer.
 - If the SECC needs to make extensive procurement efforts, the SECC may request that a procurement officer be assigned to the SECC.
 - The state procurement officer will use their resources and contracts established through the state. In declared emergencies, the state may make purchases through the emergency procurement process.

4. Transportation and Distribution Methods

Transportation and distribution methods strategies will be defined by the event.

Logistics will coordinate the distribution of procured resources. Whenever possible, logistics will coordinate the distribution of the procured resources by direct delivery from the supplier to the requesting jurisdiction.

If Montana is required to distribute commodities or other resources from a staging location, the SECC will utilize existing contracts, MOUs, State ESF partnering agencies and local resources to coordinate transportation and distribution efforts to fill prioritized requests.

State managed staging sites and distribution efforts may require additional staffing to manage and control, including the command and control at the site to assure the effective operation of the site where distribution and transportation efforts are coordinated. Staffing may be acquired

through coordination with State ESF partners, volunteer recruitment, emergency hires, the Montana National Guard, or other available resources. Certain policies and procedures must be followed such as the state's and or overseeing department's temporary or emergency hire procedures. The state may also adapt or access other plans such as the State's Strategic National Stockpile Plan as appropriate to fill any distribution needs.

Potential delivery methods may include:

- Direct delivery through state owned distribution vehicles such as semi-trucks, cargo vans, or other box trucks available to the state.
- Contractor/vender supplied vehicles procured through existing or new state contracts coordinated through state procurement process.
- Commercial delivery services such as FedEx, UPS, Mergenthaler's, or other such service may be available and have current contracts with the state.
- Montana National Guard Resources, with the governor's approval.
- Emergency Management Assistance Compact Requests
- Resource requests through FEMA.
- State procurement will be consult and will determine if a current contract is available that fills the current needs, or if new contract is necessary through standard or exigent procurement procedures.

Transportation needs will vary by event, resource characteristics and current conditions. The SECC will coordinate with local jurisdictions, procurement officials, state agencies and private vendors as necessary to assure sufficient transportation to support distribution efforts.

5. Inventory Management

Inventory Management will be tracked through state owned systems such as WebEOC, and the IMATS system used by DPHHS. Orders will be tracked as they are placed and communicated to the requesting jurisdiction. Orders, when at all possible, should be for direct delivery from supplier to the requesting jurisdiction. If necessary, the Logistics Section within the SECC may be assigned an inventory manager to track commodity inventory. Ordered inventory, shipping manifests, etc. received from the supplier will be forward to the requesting jurisdiction.

All inventory, when received either by the local jurisdiction or by the state, will be checked against the placed order and received shipping manifest. Discrepancies in received orders will be documented. Resources that are damaged on receipt will be reported to the SECC and to the supplier and may be held before acceptance.

Returnable durable equipment that is provided such as forklifts, pallet jacks or other returnable items, will be documented and tracked. Damage to returnable equipment will be documented by the operator, local jurisdiction and the SECC.

Montana DES has exigent hiring and procurement plans and policies that may be utilized to perform temporary hiring of personal to expand staffing resources to fill inventory management or any other personnel needs.

Inventory Management Systems (IMS)

WebEOC and the DPHHS IMATS system are the preferred IT solutions assist in managing warehouse resources, as well as tracking assets such as commodities resources, supplies and equipment.

Other solutions may include an electronic spreadsheet, pen and paper, a federally supplied system or other methods appropriate for demands of the event that can be incorporated into the preferred system. Any IMS used will require an orientation or just-in-time training based on several considerations.

- Understanding of the inventory management needs of event
- Training on the IMS program software for those previously not trained on it
- The overall inventory management process including
 - Receiving product
 - Storing product
 - Receiving resource requests/orders from local jurisdiction
 - Validating and approving requests/orders
 - Picking approved orders
 - Quality control check to assure appropriate items and quantity is picked
 - Staging orders for distribution
 - Distribution process
 - Including Chain of Custody, if required
 - Tracking of all orders until they reach their destination
 - Tracking of all returnable items until returned and demobilized

6. Staging

Federal

Currently the only federally identified staging area is located at Malmstrom Airforce Base located Cascade County (Great Falls).

State

In the event, the state must set up a staging area where incoming supplies must be transferred to the state before being transported to the requesting jurisdiction, decisions will be made on the staging area location based off the event location and needs.

The state may identify staging areas by coordinating through the State ESF partners and other state agencies including resources from the Montana National Guards Armory's and Training Centers. State identified staging areas should have proximity to the event, but not within the affected area and with appropriate security protections.

Local

Local jurisdictions may elect to identify a staging area. The staging area may be a designated area of their C-POD or at another location. Local jurisdictions identify potential staging and distribution sites. When it is determined the distribution of commodities is required, the local jurisdiction must communicate which identified sites are selected to the SECC. Identified sites will be confirmed by the logistics staff at the SECC including capability and restrictions of the sites to assure resources can be appropriately delivered and transferred.

In order for the distribution process to be accomplished minimal complications, distribution staging areas C-POD sites planning should be done in advance, establishing appropriate inbound and outbound traffic in order to accommodate the distribution vehicles as efficiently and effectively as possible.

DES works with jurisdictions to identify staging and POD locations which are updated annually. The sites will be integrated into WebEOC and GIS systems for increased awareness and information about each site. Pre-identifying sites does not guarantee their availability when needed, so confirmation of each location's availability and meeting the current needs is required.

A list of receiving locations is included in Attachment A.

7. Demobilization

With the implementation of a distribution effort, personal, resources and costs are tracked. Accurate tracking these resources assists with calculating costs and demobilizing from the event. Some resources may demobilize during the event, others may be demobilized when the resource is no longer needed, including the termination of the event.

Demobilization is the process of:

- Recovering resources and equipment.
- Deactivation and demobilization of staff, facilities, and equipment.
- Maintaining of vital records.

Demobilization starts at mobilization by tracking all resources, especially those that are non-consumable and are required to be returned to a state of readiness or to the owners of the resource. This may include using distribution records and chain of custody forms to account for location, accountability and return of non-consumable items.

Local jurisdictions are responsible for demobilizing their local response efforts following their plan and procedures. Commodities ordered and accepted by the jurisdiction are owned by the jurisdiction and must be handled according to their identified policies. Returnable equipment must be documented and returned to the equipment owner.

State managed distribution, including state operated staging sites will require an organized demobilization process. Logistics will oversee the demobilization process.

During demobilization local jurisdictions and logistics in the SECC will:

- Identify where all recoverable resources are located.
- Inventory all remaining resources on site.
- Coordinate with the Logistics Chief on activities to recover resources.
- Tracking of personnel rosters and time/duration of activation.
- Arrange transportation to return personnel, as necessary.
- Recovery equipment and supplies assigned to personnel.
- Coordinate any debriefing and follow up with personnel, as necessary.
- Coordinate the return of sites, facilities, and equipment to respective owners, including the documentation and the repair of damages that occurred under state or local control.

Documentation during an incident is vital to closing out an emergency response. Vital records can assist with federal reimbursement under the Stafford Act, assuring assets are returned, as well as a variety of other record keeping requirements. Local Jurisdiction and the SECC staff are tasked with maintaining vital records.

Unused commodities are owned by the requesting jurisdiction. A determination of short term, long term or disposal of the commodity is the responsibility of the commodity owner. Consideration should be made as to the life expectancy/expiration date of the commodity, required storage conditions, storage costs and disposal options.

8. Training and Technical Assistance

Planning for distribution efforts includes proper training prior to the incident, as well as just-in-time training. MT DES encourages local jurisdictions to train on Points of Distribution, including FEMA's Guide to Points of Distribution which is a Independent Study Course (IS-26). Local jurisdictions may reach out to MT DES for other technical assistance and training opportunities.

To maintain training and understanding of Logistics and Distribution MT DES has conducted the Logistics Capability Assistance Tool in September of 2017.

MT DES staff will continue to take part in workshops, trainings and evaluations as they are available to strengthen and assure Logistics and Distribution competencies.

Section IV Plan Maintenance

This plan will be reviewed annually to ensure it is current and accurate. The goals of the review include:

- Ensure overall plan accuracy.
- Address and resolve policy, methodology, and technological issues.
- Coordinate with related plans, procedures, and protocols.

Minor corrections, edits, updates, or adjustments that do not impact procedures or roles and responsibilities do not need vetting by the agency administrator. Those changes, however, should be tracked in a versioning method or in the Record of Change log which can be updated by MT DES.