

Montana Integrated Preparedness 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."*



Integrated Preparedness Planning Leads

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Administrative Approval

This plan has been reviewed by the stakeholders listed above, as well as the Division Administrator for the Montana Disaster and Emergency Services Division.

Burke Honzel, MT DES Preparedness Bureau Chief

Signature:  Date: 1/20/22

Record of Change

Date	Description of Change	Initials
1/20/22	Signed IPP	BSH

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 or email mtdesplans@mt.gov.

Date	Receiving Partner Agency/Organization
1/21/22	FEMA

Purpose

The Montana Integrated Preparedness Plan (IPP) has been developed by the Montana Disaster and Emergency Services Division (MT DES) to outline program priorities as well as to meet the requirements of FEMA's Emergency Management Preparedness Grant (EMPG) Program. The IPP includes preparedness priorities along with a roadmap to implement strategies and build upon capabilities for the years 2022 - 2024. The plan contains an overview of threats, hazards, and risks in the state along with other factors that influence the preparedness priorities. The preparedness priorities and associated activities are included in a multi-year calendar. The Montana IPP is a living document that will be updated annually following the IPP Workshop, or as needed as activities and focus areas are adjusted.

Scope

This plan covers emergency management preparedness activities for the state of Montana. Montana Disaster and Emergency Services under the Department of Military Affairs administers this plan and the components listed within. Program activities listed within this plan generally fall within Planning, Organization, Equipment, Training, or Exercise (POETE¹). The activities included are not all encompassing and additional preparedness efforts may arise as real-world incidents occur. Partner agencies and organizations may have additional efforts which support emergency management capabilities.

Concept of Operations

The Montana IPP was developed through stakeholder input and engagement through multiple channels. The state THIRA and Multi-Hazard Mitigation Plan provided data on threats, hazards, and risks. This information comes from local input, historic events, and risk assessments.

Pre-existing plans, such as the MT DES Strategic Plan, served as foundational documents for the IPP. Annual reports, assessments, and surveys from sub-jurisdictions across the state provide data that is compiled and analyzed by MT DES staff.

In addition, an Integrated Preparedness Planning Workshop (IPPW) was conducted with MT DES staff to identify priorities, discuss appropriate activities to support those priorities and develop a multi-year calendar.

Threats, Hazards, and Risks

Threat and Hazard Identification and Risk Assessment (THIRA)

The Montana THIRA was fully updated in 2019 and will go through the next full update in 2022. Through the THIRA, threats, and hazards of primary concern in the state were identified. Some hazards were identified based on historic, real-world incidents while others are hypothetical yet realistic scenarios. Hazard scenarios included in the THIRA are as follows, not ordered by priority:

- Active Shooter
- Wildfire

¹ For a broader description of the POETE categories, see Appendix A.

- Flood
- Cyber Attack
- Chemical/Hazmat Release via Transportation Accident
- Communicable Disease

Multi-Hazard Mitigation Plan

The Montana DES Multi-Hazard Mitigation Plan was last updated in 2018. The planning process engaged multiple stakeholders and included extensive data. The Plan includes a ranking of statewide hazards, factoring in probability, magnitude/severity, warning time, duration, and history of occurrence. Future concerns of vulnerability and areas of development also factored into the ranking. Hazards were ranked as follows:

1. Wildfire
2. Flooding
3. Earthquake
4. Drought
5. Severe Weather
6. Hazmat/Transportation Accidents
7. Disease (includes public health, agriculture, wildlife)
8. Landslide and Avalanche
9. Dam Failure
10. Terrorism, Violence, Civil unrest, Cyber attack
11. Volcanic Ash

The IPP will include data from the next complete update of the Multi-Hazard Mitigation Plan, done on a five-year cycle.

Historic Disasters

Based on real world incidents in the past ten years that have resulted in a Major Disaster Declaration or a Fire Management Assistance Declaration in Montana, the following hazard types have been declared:

- Wildfire (27 FMAGs, 1 Major Disaster Declaration)
- Flooding (5 Major Disaster Declarations)
- Severe Storms (3 Major Disaster Declarations)
- Tornado (1 Major Disaster Declaration)
- Pandemic (1 Major Disaster Declaration)

Assessments and Existing Plans

MT DES Strategic Plan

In 2019, Montana DES completed a comprehensive strategic plan. This plan identifies four overarching goals along with specific objectives and tasks needed to achieve each goal.

Goal 1: Build a culture of preparedness

Goal 2: Ready the state for disasters

Goal 3: Reduce complexity

Goal 4: Cultivate leadership

Through a collaborative process with all MT DES staff, the objectives were prioritized in order of highest need and urgency to address. The following are the top six objectives. The plan is reviewed annually to determine progress made toward goals and to assess any change in priorities.

1. OBJECTIVE 4.1 Provide a consistent overview of Disaster and Emergency Service's roles and responsibilities to executive officials and emergency managers in all jurisdictions.
2. OBJECTIVE 2.1: Build resilient communities by quadrupling the investment in Mitigation.
3. OBJECTIVE 2.4: Reduce statewide preparedness gaps and unmet needs
4. OBJECTIVE 3.5: Establish a statewide business process for disaster information sharing and analysis
5. OBJECTIVE 4.4: Annually provide training on comprehensive emergency management
6. OBJECTIVE 3.1: Develop an actionable State-Led Recovery Plan to help communities recover from disaster.

Stakeholders Preparedness Review (SPR)

The Montana SPR is updated annually through a standard report from local and tribal jurisdictions along with internal MT DES input. The annual update includes ranking core capabilities as high, medium, or low priority for the upcoming year. Based on the 2021 report, the following core capabilities were designated as highest priority:

- Planning*
- Operational Communications*
- Public Information and Warning*
- Operational Communications*
- Public Health, Healthcare, and Emergency Medical Services*
- Fire Management and Suppression
- Cybersecurity
- **Indicates high priority also in 2020*

National Incident Management System (NIMS) Report

Montana DES completes the annual NIMS report for FEMA through internal staff input and from a survey that is distributed to local and tribal emergency managers. Questions in 2021 asked about capability gained, sustained, or lost for the various components of NIMS. Due to the qualitative aspect of some questions, responses have been distilled down to find overarching themes and trends.

- 90% of respondents have a process in place to ensure that incident personnel receive adequate NIMS training
- 100% of respondents apply ICS as the standard approach to the on-scene command, control, and coordination of incidents
- 85% of respondents identify and inventory deployable resources consistent with NIMS resource typing

Areas of NIMS that saw greatest gains in capability include:

- **Communications management and standards**- Gains attributed to new communications equipment and infrastructure, training for staff, and improvements in emergency alerting systems.
- **Multiagency Coordination Groups**- Real world incidents provided opportunities to build partnerships
- **Incident Information**- Due to increased staff training and acquired information sharing tools.

- **Mutual Aid-** Mutual aid agreements have been developed and strengthened through COVID, wildfire season and neighboring jurisdictions

Areas of NIMS that saw greatest losses in capability include:

- **Emergency Operations Centers-** Due to personnel turnover and EOC location changes
- **Communications management and standards-** Losses from fractured systems and challenges training staff

After Action Reports/Improvement Plans

The response to COVID-19 was the longest activation of the State Emergency Coordination Center (SECC). Because of the intensity and longevity of the response, several strengths and areas for improvement were identified. A mid-event hotwash was completed in the summer of 2020 to begin to capture the data and compile into an improvement plan. The hotwash was done over the course of several weeks, with each SECC section having a week to present their findings. An overview is below:

- Some SECC SOPs and processes need to be reviewed and updated
- Increase training of SECC positions and develop job aids to strengthen roster and increase depth
- Develop a proposal for a standardized and updated resource management system for the State
- Collaborate proactively and build capacity with agency PIOs to build relationships and provide training on JIC operations and functions

Integrated Preparedness Workshop

The Integrated Preparedness Workshop (IPPW), formerly known as the Training and Exercise Planning Workshop, is a meeting that establishes the strategy and structure for an exercise program and preparedness efforts while setting the foundation for the planning, conduct and evaluation of individual exercises.

The MT DES IPPW was conducted on September 30, 2021. Prior to the workshop, individual sections within MT DES (Preparedness, Mitigation, Response, Recovery) completed worksheets to narrow down priority activities within the POETE categories. That information was compiled and reviewed during the IPPW. Current priorities and supporting data were reviewed and used to help guide discussion.

Additional Considerations

Because the field of emergency management is a dynamic sector, not all aspects fit neatly into designated categories. Based on input from partners and stakeholders, there are additional considerations that have been factored into the IPP:

- Due to the ongoing COVID-19 pandemic, all levels of emergency management and public health agencies are facing increased job responsibilities and duties.
- There is increased capability and usage of virtual and remote activities.
- Across the state, there are many new emergency managers with varying levels of experience. At the time of writing this plan, more than half of local DES coordinators have less than three years of experience.

Program Priorities

Based on the data summarized above and direction from leadership, the following areas are priorities for the state emergency management program. These priorities are in addition to the day-to-day functions that occur and may change based on current needs.

- **Increase mitigation capabilities and opportunities**
- **State-Led Recovery**
- **Disaster Information Sharing**
- **All-Hazards Preparedness and Response**
- **Supply Chain Logistics and Distribution Management**

Preparedness activities and timelines for implementation are listed in the multi-year calendar in Appendix B. Final dates will be developed with partners and local jurisdictions and may be adjusted as real-world incidents occur.

Priority: Increase Mitigation Capabilities and Opportunities
<p>Core Capabilities:</p> <ul style="list-style-type: none"> • Planning • Community Resilience • Long-Term Vulnerability Reduction • Threat & Hazard Identification
<p>Description: Increase the investment in mitigation through planning, training and education.</p>
<p>Rationale: Providing training and technical assistance to local and state partners on the importance of mitigation is a high priority for Montana. Several local jurisdictions do not have up-to-date multi-hazard mitigation plans so MT DES intends to develop multi-jurisdictional plans to cover all jurisdictions. Mitigation was one of the top five priorities in the Division Strategic Plan.</p>
<p>Planning: Development of three, regional multi-hazard mitigation plans to cover all local jurisdictions with an approved plan. Regional plan development will be staggered. State multi-hazard mitigation plan will be updated in 2022.</p>
<p>Organization/Equipment: Increased equipment, such as cameras, printers, and possible vehicle for mitigation staff.</p>
<p>Training:</p> <ul style="list-style-type: none"> • G318 – Mitigation Planning for Local Governments • L212 – Mitigation Application Development • L213 - Unified Hazard Mitigation Grant Assistance: Application Review and Evaluation • L214 – Unified Hazard Mitigation Grant Assistance: Project Implementation and Closeout • Benefit Cost Analysis training
<p>Exercise: N/A</p>

Priority: State-Led Recovery
<p>Core Capabilities:</p> <ul style="list-style-type: none"> • Planning • Infrastructure Systems • Operational Coordination • Long-Term Vulnerability Reduction

Description: Assist local and tribal governments, individuals, and businesses with disaster recovery efforts through education, outreach, and a state-led recovery program.
Rationale: Having trained and capable Program Delivery Managers (PDMGs) in the state will enhance the current recovery program. As emergencies and disasters become more frequent and increase in intensity, a strong recovery program will be essential the resilience of the state.
Planning: Development of state-led recovery program policy and procedures. Update of the State Recovery Plan.
Organization/Equipment: State cadre of PDMGs capable of providing support to state and local officials through the disaster recovery phase
Training: <ul style="list-style-type: none"> • FEMA PDMG Training • State PDMG/Public Assistance Training • State developed Public Assistance Training • Jurisdiction-specific training on recovery grants management
Exercise: Disaster recovery questions will be integrated into exercises, as practical, to increase awareness of recovery issues and considerations.

Priority: Disaster Information Sharing
Core Capabilities: <ul style="list-style-type: none"> • Situational Awareness • Operational Coordination • Public Information and Warning • Risk & Disaster Resilience Assessment
Description: Continued development and buildout of information sharing platforms and subsequent training and technical assistance campaigns
Rationale: The State has long been without a comprehensive and integrated system to share disaster situational awareness and information. Recently, State GIS capabilities have increased through staffing and programming but there is still much integration that needs to occur with other systems. The WebEOC platform is in need of an update and training for users.
Planning: Development of SOPs for updating situational awareness dashboard. Working group identification of key components of WebEOC or information sharing platform and proposal for updating system.
Organization/Equipment: GIS software and hardware, WebEOC or information sharing program, MT DES website hosting, social media platforms
Training: <ul style="list-style-type: none"> • User training on situational awareness platform • Technical assistance for local jurisdictions and stakeholders
Exercise: Series of exercises that test supply chain logistics, situational awareness and distribution management

Priority: All-Hazard Preparedness and Response
<p>Core Capabilities:</p> <ul style="list-style-type: none"> • Planning • Operational Coordination
<p>Description: Increasing all hazard preparedness and response capabilities in the state through training, outreach on qualifications, and providing support to new emergency managers.</p>
<p>Rationale: Approximately half of the emergency managers in the state are new and the pandemic has made it challenging to provide sufficient training. There has been turnover in other agencies and elected official positions, making basic NIMS and ICS training increasingly important.</p>
<p>Planning: Update the DES Coordinator Handbook. Review and update the State Emergency Coordination Center Operations Guide</p>
<p>Organization/Equipment: NA</p>
<p>Training:</p> <ul style="list-style-type: none"> • Introductory ICS and NIMS training (100, 200, 700, 800) • Orientation to MT DES and emergency management • G 191 ICS/EOC Interface • ICS 300 and 400 • MT Elected officials briefing and basic ICS and NIMS • EOC training- IS 2200 and G 2300 • G235 Emergency Planning • ICS train-the-trainer • Series on exercise development and delivery • ICS Position specific training • Additional training may be offered through national training groups such as the Rural Domestic Preparedness Consortium
<p>Exercise:</p> <ul style="list-style-type: none"> • Series of exercises that test supply chain logistics, situational awareness, and distribution management • Seasonal tabletop exercises for the SECC and ESF partners • Support for other state, local and tribal exercises, as possible

Priority: Supply Chain Logistics and Distribution Management
<p>Core Capabilities:</p> <ul style="list-style-type: none"> • Logistics and Supply Chain Management • Supply Chain Integrity and Security • Operational Coordination
<p>Description: The planning, distribution, reception and storage of emergency response resources and supplies.</p>
<p>Rationale: The COVID-19 pandemic and severe wildfire seasons have highlighted challenges and weaknesses in supply chains and the need for more comprehensive planning and exercising in this area.</p>
<p>Planning: Development of statewide and jurisdiction distribution management plans</p>
<p>Organization/Equipment: GIS software and hardware, WebEOC or information sharing program. State warehousing capabilities.</p>

Training:

- IS 26 Guide to Points of Distribution
- IS 27 Orientation to FEMA Logistics
- Technical assistance on resource request process and distribution management plan template

Exercise: Series of exercises that test supply chain logistics, situational awareness, and distribution management

Plan Maintenance

The MT DES Preparedness Section oversees activities that fall within the integrated preparedness cycle and as part of continuous improvement, will regularly review and assess capabilities for accuracy and effectiveness. Questions and comments on this plan may be directed to mtdesplans@mt.gov. MT DES will use the following activities (non-exclusive) to regularly review the current preparedness priorities and align actions:

- Exercise After-Action Reviews and Improvement Plans
- Division Strategic Planning
- Annual assessments, such as the SPR and NIMS
- Additional input from senior leadership

Appendix A: POETE Description

The Integrated Preparedness Cycle, as defined in the HSEEP Guide, is a continuous process of planning, organizing/equipping, training, exercising, and evaluating/improving. This cycle provides a continual and reliable approach to support decision making, resource allocation, and measure progress toward building, sustaining, and delivering capabilities.

Planning: Development of policies, plans, procedures, mutual aid agreements, strategies, and other publications; also involves the collection and analysis of intelligence and information.

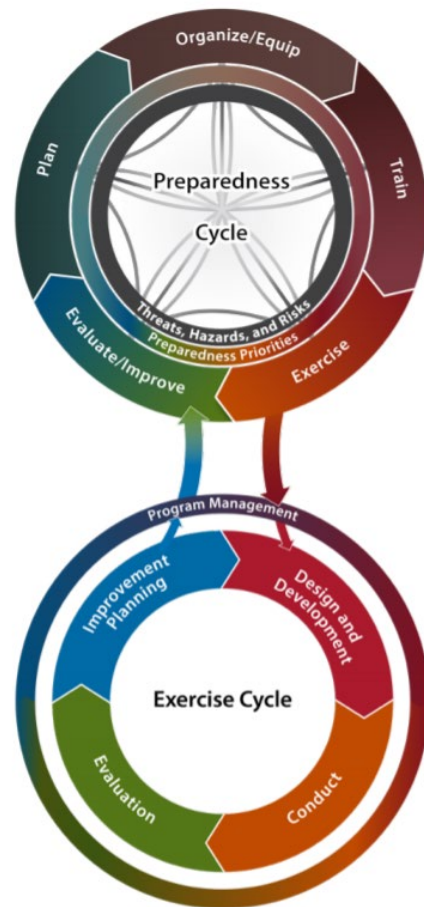
Organization/Equipment: Overall organizational structure, individual teams, and leadership at each level in emergency management. Equipment, supplies, and systems that comply with standards and are critical to closing gaps and increasing capabilities. Response personnel and equipment should be typed consistent with NIMS and pre-existing national resource type definitions.

Train: Training content and delivery methods necessary to increase and maintain capability of emergency management staff, teams, and volunteers.

Exercise: Exercises and actual events that provide an opportunity to test plans, evaluate and improve the ability to perform assigned functions and key tasks. Exercises should be consistent with HSEEP.

Evaluate/Improve: Exercise evaluation ties objectives to priorities, assesses the performance of capability targets and critical tasks, and documents strengths and areas for improvement. Proper evaluation connects exercises to improvement planning. The most common approach to exercise evaluation relies on completion of After-Action Reports (AARs) and Improvement Plans (IPs).

More information can be found within the Homeland Security Exercise and Evaluation Program manual (2020) and the Comprehensive Preparedness Guide 201, 3rd Edition.



Appendix B: Multi-Year Calendar

Activity	2021		2022											
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Planning														
Integrated Preparedness Plan		IPP												IPP
THIRA/SPR		SPR												THIRA/SPR
Resource Management/Distribution Plan		Distro						Local Plans						
Mitigation Financial SOP		SOPs												
MT DES Plan Review SOP			SOPs											
DES Coordinator Manual			Manual											
Montana Emergency Response Framework		MERF	Briefing											
Recovery Admin Plan				Admin										
Mitigation Admin Plan				Admin										
Local EOP Guide				EOP guide										
Community Snapshot					Snapshot			Snapshot						
Disaster & Emergency Plan Mitigation Vol.					Mitigation									
Statewide Communications Plan								Comms						
SECC Operations Plan								SECC						
SECC Continuity Plan								Continuity						
LGDIM/TGDIM									LGDIM					
State Multi-Hazard Mitigation Plan														State Multi-Hazard Mitigation
Central District Mitigation Plan														Central District Mitigation
Western District Mitigation Plan														Western District Mitigation
Eastern District Mitigation Plan														Eastern District Mitigation
MT DES Strategic Plan														Strategic
Grant & Financial Management Plan/SOPs														SOPs
Disaster & Emergency Plan Preparedness Vol.														
Disaster & Emergency Plan all volumes														
Training & Events														
BCA Training														BCA
212 Mitigation Application Development							212							
213 Mitigation Grant Review & Eval									213					
214 Mitigation Implementation & Closeout										214				
G318 Mitigation Planning														
ICS Basics														
Principles of Emergency Management														
Orientation to DES														
Regional Meetings														
IPP Workshop														
G191 ICS/EOC Interface														
Elected Officials- needs more discussion														
ICS 300														
G2300 Intermediate EOC														
EM Forum														
G235 Emergency Planning														
ICS Basics Train-the-trainer														
Exercise														
SECC Winter TTX		VTTX												
Dept. of Livestock TTX														
MT DES Exercise Program Work Group														
EMAC National Coordinating State Response														
SECC Flood TTX														
SECC Logistics POD/WebEOC TTX														
SECC Logistics POD/WebEOC Functional														
SECC Wildfire TTX														
SECC Logistics POD/WebEOC Full Scale														
MT ShakeOut Earthquake Drill														
SECC Winter TTX														
Organization and Administrative														
WebEOC Work Group														
SERC Meeting														
Tribal Nations EM Council														
MADESC														

Activity	2023												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Planning													
Integrated Preparedness Plan												IPP	
THIRA/SPR												SPR	
Resource Management/Distribution Plan													
Mitigation Financial SOP													
MT DES Plan Review SOP													
DES Coordinator Manual													
Montana Emergency Response Framework													
Recovery Admin Plan		Admin											
Mitigation Admin Plan		Admin											
Local EOP Guide													
Community Snapshot						Snapshot							
Disaster & Emergency Plan Mitigation Vol.													
Statewide Communications Plan						Comms							
SECC Operations Plan													
SECC Continuity Plan													
LGDIM/TGDIM													
State Multi-Hazard Mitigation Plan			State Multi-Hazard Mitigation										
Central District Mitigation Plan			Central District Mitigation										
Western District Mitigation Plan			Western District Mitigation										
Eastern District Mitigation Plan			Eastern District Mitigation										
MT DES Strategic Plan									Strategic				
Grant & Financial Management Plan/SOPs													
Disaster & Emergency Plan Preparedness Vol.	Prep Vol												
Disaster & Emergency Plan all volumes		Disaster Vols											
Training & Events													
BCA Training								BCA					
212 Mitigation Application Development				212									
213 Mitigation Grant Review & Eval					213								
214 Mitigation Implementation & Closeout							214						
G318 Mitigation Planning													
ICS Basics	ICS 200, 700, 800 (by DFOs)												
Principles of Emergency Management			Principles										
Orientation to DES													
Regional Meetings													
IPP Workshop													
G191 ICS/EOC Interface									IPPW				
Elected Officials- needs more discussion													
ICS 300												ICS 400 & 300	
G2300 Intermediate EOC		G2300											
EM Forum				EM Forum									
G235 Emergency Planning						G235							
ICS Basics Train-the-trainer										Basic ICS TTT			
Exercise													
SECC Winter TTX													
Dept. of Livestock TTX													
MT DES Exercise Program Work Group													
EMAC National Coordinating State Response													
SECC Flood TTX			Flood TTX										
SECC Logistics POD/WebEOC TTX													
SECC Logistics POD/WebEOC Functional													
SECC Wildfire TTX					Fire TTX								
SECC Logistics POD/WebEOC Full Scale				Distro									
MT ShakeOut Earthquake Drill										Shakeout			
SECC Winter TTX												Winter TTX	
Organization and Administrative													
WebEOC Work Group													
SERC Meeting												SERC	
Tribal Nations EM Council												Tribal EM	
MADESC										MADESC			