Montana Emergency Response Framework (MERF)

2022

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Letter of Promulgation

Acts of nature, accidents, and deliberate criminal acts may create situations that require widespread cooperation in response and recovery. The State of Montana is committed to protecting lives, property, the environment, and the economy from the effects of emergencies/disasters. All levels of government bear the responsibility to prepare for, respond to, mitigate, and recover from such events. All members of our communities are responsible for taking reasonable measures to prepare themselves for emergencies.

The intent of the Montana Emergency Response Framework (MERF) is to establish a coordinated structure connecting individual Emergency Operations Plans, Continuity Plans, and Standard Operating Procedures. The MERF, authorized by Montana Code Annotated (MCA) Title 10, Chapter 3, Part 301, is the main coordinating policy document for emergency response and recovery by state government.

I direct all the state departments, entities, and other instrumentalities of state government to cooperate fully with each other and the Montana Disaster and Emergency Services Division (MT DES) of the Department of Military Affairs in the execution of the MERF.

The effectiveness of the State's response depends on an understanding of this document. I fully expect each agency to participate in disaster planning and exercises coordinated by MT DES. I respectfully request Department Directors to continue to review their roles and responsibilities in accordance with the MERF to promote a prompt and coordinated response to all incidents, emergencies, and disasters we may face in our state.

I hereby adopt the enclosed document as the state's official Emergency Response Plan. My approval of this plan is pursuant to the authority vested in me by Title 10, Chapter 3 of the MCA.

GIVEN under my hand and Executive Seal of the State of Montana, this 18th day of April, 2022.

Greg Gianforte, Governor

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Approval & Implementation

Under Montana statute, each level of government is responsible for the safety and security of its residents. Montanans expect local, tribal, and state governments to keep them informed and provide assistance in the event of an emergency or disaster.

America's National Preparedness Goal (NPG) is to create and maintain a secure and resilient nation by employing an all-hazards approach to national preparedness that is flexible and scalable. The MERF fulfills both obligations as a comprehensive all-hazards plan providing for an effective and coordinated response to disasters and emergencies.

The MERF is designed to integrate quickly and efficiently with the federal National Response Framework (NRF) to provide assistance and facilitate communication and coordination between the state, county, tribal, municipal, and federal governments.

The framework presents a consistent structure for utilizing the emergency response resources and capabilities of state, local and tribal governments, volunteer agencies, the private sector, and nongovernmental organizations (NGOs). This coordination of partners is achieved through the Incident Command System (ICS), a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

Emergency response coordination, responsibilities, and lines of authority are outlined in the MERF, its Emergency Support Function (ESF) Annexes, and agency level Standard Operating Procedures (SOP). Each ESF is assigned to a primary state government agency with other entities in supporting roles. The primary agency will work with MT DES in the development, coordination, and maintenance of appropriate annexes, and ensure tasks are completed during emergency operations.

The MERF can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to a significant event. Selective engagement of one or more of the system's components allows maximum flexibility in meeting the unique operational and information sharing requirements of the situation at hand and enabling effective interaction with various non-federal entities.

The MERF is always in effect for preparedness, response, and initial relief activities and elevated when an emergency or disaster occurs or is imminent.

This document supersedes the MERF of 2012 and 2017. MT DES will be responsible for retaining, updating, and managing the distribution of the MERF and assisting primary agencies in coordinating operational plan development.

Modifications to this plan can be made by the Governor, the Director of the Department of Military Affairs, and MT DES personnel. Modifications to ESF Annexes may be made by the state department functioning as the primary agency for the ESF.

_____ _____

Director, Department of Military Affairs Date

_____ _____

Administrator of Montana Disaster & Emergency Services Date

Record of Change

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

Date Posted	Details of Change	Printed Name	Partners/Individual

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Record of Concurrence

The following agencies agree to provide support and render assistance to state, local, and tribal jurisdictions within the State of Montana during an emergency, disaster, or incident as outlined in the MERF and supporting Annexes:

ESF Primary Agencies	Printed Name of Authorized Representative	Authorized Representative Signature	Date of Concurrence

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Section I: Overview

Under Montana statute, each level of government is responsible for the safety and security of its residents. It is expected that local, tribal, and state governments keep the individuals within their jurisdictions informed and provide assistance in the event of an emergency or disaster. The MERF presents a structure for utilizing the emergency response and recovery resources and capabilities of state, local and tribal governments, volunteer agencies, the private sector, and NGOs in responding to and recovering from natural, technological, and human-caused disasters and emergencies through aligning, collaborating, and integrating local, tribal, and state agency emergency operations plans (EOPs).

This Framework is always in effect for preparedness, response, and initial relief activities when a major emergency or disaster occurs or is imminent. The Framework is in compliance with the NRF and the NPG and functions within the National Incident Management System (NIMS). The MERF is designed to integrate quickly and efficiently with the NRF.

Purpose

The purpose of the Framework is to assist the people within Montana and sovereign Tribal Nations. The structure of the Framework is intended to facilitate effective inclusion of other entities such as other state governments and the federal government by building on scalable, flexible, and adaptable concepts identified in the NIMS. This Framework includes the safe and effective integration and coordination of NGOs and all appropriate levels of government involved in emergency response and relief efforts.

The Framework identifies and illustrates the roles and responsibilities in efforts to respond to and recover from the effects of all-hazard incidents regardless of cause, size, location, or complexity in order to prevent or minimize loss of life, injury, or damage caused by an incident, emergency, or disaster. The Framework provides a consistent structure for integrating different state EOPs as well as coordinating with related emergency management programs of local, tribal, state, and federal governments, participating volunteer organizations, private sector contributors, and NGOs.

Scope

The Framework describes the activities necessary to prepare for and respond to events stemming from natural, technological, and human-caused hazards. The roles, responsibilities, capabilities, and actions required of all participants preparing for, responding to, and recovering from incidents, emergencies and disasters are identified.

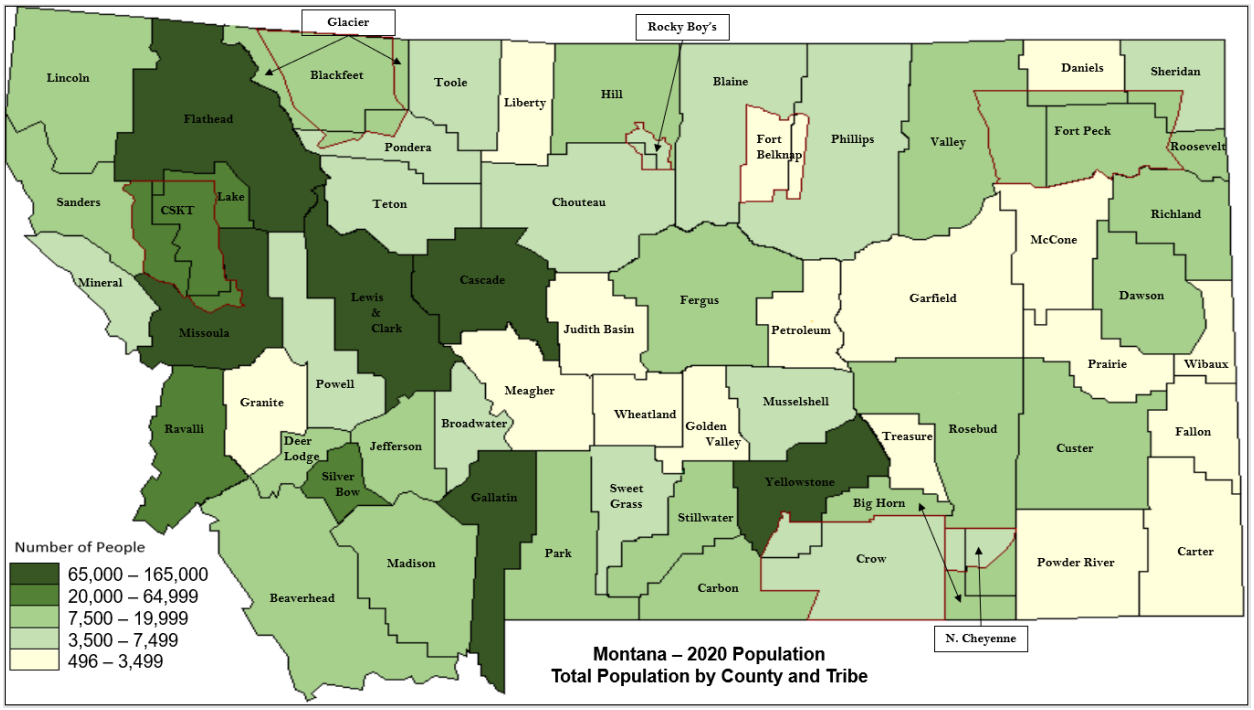
The Framework includes a high-level description of the state's operations strategies. The overall objective of the Framework is to ensure the effective management of emergency efforts in responding to and recovering from situations associated with disaster emergencies. This is accomplished through the ICS, which is a component of NIMS, provides the Framework with the capacity to be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to and recovery from a significant incident. Selective implementation through the engagement of one or more of the Frameworks components allows flexibility in meeting the unique operational and information sharing requirements of the situation at hand and enabling effective interaction with various entities. The operation strategies provided in the Framework are illustrated through 14 Emergency Support Functions (ESFs) which are used to organize resources and capabilities. Each ESF identifies coordinating,

primary, and support agencies based on authorities and availability of resources in a given functional area.

Situation

Situated along the Canadian border in western United States, Montana is the fourth largest state in the nation with approximately 147,138 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 Lewis and Clark 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 Montana Natural Heritage Program 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.

There are 56 counties, 624 cities and towns, and eight federally recognized sovereign Tribal Nations within the boundaries of the state. Of the 56 counties in the state, 45 are considered frontier as defined by having population density of less than 6 persons per square mile. According to the 2020 US Census data, Montana has a population of 1,084,225, with most of the growth occurring within the seven most populous counties. With an overall ratio of 6.8 persons per square mile, most jurisdictions in Montana deal with challenges unique to rural areas. According to the 2020 US Census, county populations range from as few as 496 residents in Petroleum County to more than 164,731 in Yellowstone County.



There are significant vulnerable populations who may need special assistance during times of emergency. According to the 2020 US Census data, nearly 19.3% of the state's population is 65 years of age and over. Approximately 9.3% of Montana’s residents, under 65 years of age, have been identified

as a person with a disability. About 4% of the state's population speaks a second language at home. According to the Institute for Tourism and Recreation Research at the University of Montana, roughly 12 to 13 million non-resident travelers, unfamiliar with local conditions and emergency response capabilities, visit Montana each year. All special needs populations represent a unique emergency planning and response challenge to both state, tribal, and local government that must be met. For further information on Montana's critical infrastructure, hazard analysis, mitigation overview, and capability assessment; refer to the Appendices.

Assumptions

The following statements were assumed to be true when this Framework was updated:

- An emergency or disaster can occur at any time and any location and may create significant degrees of human suffering, property damage, and economic hardship.
- Incidents will not always unfold in a well-defined and predictable manner.
- Local response plans include the unique notification, assistance, and support needs of their community.
- Local, state, tribal and federal responders will have overlapping responsibilities and will respond to an incident within the limits of available resources.
- Numerous volunteer organizations, both locally and nationally recognized and spontaneous volunteers, may mobilize personnel, supplies and equipment to affected areas without coordination or communication with any state or ESF entities.
- All primary and support entities assigned roles within any ESF will develop and maintain their plans, standard operating procedures, mutual aid agreements, contracts, and/or lists necessary for internal use to carry out their responsibilities.
- Private and volunteer organizations respond at the local level to provide support until their resources are exhausted.
- In the early stages of an incident, it might not be possible to fully assess the situation and verify the level of assistance required.
- Not all first responders will be able to respond to an incident with the appropriate resources.
- Counties and tribes will recognize vulnerable populations, identify resources for persons with special needs, and plan appropriately.
- State government and professional organizations have resources and expertise available to assist with emergency or disaster related problems that are beyond the capability of the affected tribal and local government or region.
- Lifesaving and life-protecting response activities have precedence over other emergency response activities, except when national security implications are determined to be of a higher priority.
- The state may be unable to satisfy all emergency resource requests during a major emergency or disaster.
- The ICS will be used as the incident management system for all levels of response; and
- Local plans align with state plans, which in turn align with federal plans, in particular in the utilization of the NIMS.

Section II: Organizations, Roles, & Responsibilities

A basic premise of emergency management is that disaster response begins and ends at the community level. Effective response depends on integration of whole communities executing their roles and

responsibilities. The whole community includes individuals, families, households, 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 and functions and in coordinating resources as it relates to disaster response and recovery.

Federal Government

The federal government has responsibilities to respond to national emergencies and to provide assistance to 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 and state government capabilities with resources.

State Government

The state government has a mandate to prepare for and respond to disasters through emergency management statutes and the responsibility to develop and maintain programs in comprehensive emergency management. 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. In an emergency, the state coordinates response through the combined efforts of local government, state and federal agencies, and volunteer and private sector organizations.

Governor: As the Executive Head of State, the Governor has the inherent responsibility and the constitutional and statutory authority to commit state and local resources (personnel, equipment and financial) in order to authorize and provide for coordination of activities relating to disaster prevention, protection, mitigation, continuity of operations, response, and recovery by agencies and officers of this state and similar state-local, interstate, federal-state, and foreign activities in which the state, its political subdivisions and tribal governments may participate per Declaration of Policy in 10-3-101 MCA.

Governor's Multi-Agency Coordinating (GMAC) Group: The Governor may establish a GMAC, 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 IC and the SECC, the GMAC 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, 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, 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.

MT DES: In accordance with 10-3-105 MCA, 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) daily and when activated for an emergency. MT DES is responsible for coordinating with state departments, assisting local government in all phases of emergency management, and in developing and maintenance 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/emergency. If an emergency or disaster situation is of such severity and magnitude as to warrant a Presidential declaration, the MT DES Administrator may designate a Public Assistance Officer, a Mitigation Officer, and Individual Assistance Officer.

State Departments: Within their statutory authorities, state agencies are responsible to provide assistance to local jurisdictions when local capabilities are overwhelmed by an emergency or disaster. Upon implementation of this framework, primary agencies are responsible for their assigned ESF. The operational roles, responsibilities and intra-organizational relationships of state departments are described in assigned ESFs 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.

Public Assistance Officer (PAO): Serves as the state representative to the local, state, and federal Post Disaster Assessment (PDA) team assessing damage to public infrastructure. The PAO Officer's tasks include coordinating the project worksheets (PW) with the Federal Emergency Management Agency (FEMA) PAO, overseeing project billing and disbursement of federal and state funds, providing for project closeouts, and executing all necessary documents when a Presidential declaration includes Public Assistance.

Individual Assistance Officer (IAO): 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 vulnerability of hazards 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 in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. As per 10-3-401 MCA, 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 Operations Plan should be prepared based upon a valid hazards and risk analysis.

Non-governmental Organizations

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.

Non-Profit and Volunteer Organizations**:** NGOs may be a member of MTVOAD. MTVOAD commonly participates in emergency services, often playing major roles in planning, response, and recovery. MTVOAD may be the organization that provides coordination between the voluntary groups and the local, state, or federal response efforts.

Private Sector Entities

Private sector entities plan 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. The resources and services that private NGOs provide to the public make them an important partner with all levels of government and private response.

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

Community Organization Active in Disaster (COAD)

COAD is an organization composed of representatives from public, private, and not-for-profit agencies. A COAD will enhance the community's ability to mitigate, prevent, prepare for, respond to, and recover from disasters, thus ensuring that human needs inherent in a disaster situation are evaluated and addressed.

Multi-Agency Coordinating (MAC) Groups

MAC Groups (sometimes called policy groups) typically consist of agency administrators, executives, or their designees. Organizations at any level (e.g., local, state, tribal, or federal) 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

The major priorities of Montana disaster and emergency activities and the Framework are the preservation of life; the protection of property, critical infrastructure, the environment, and the economy; and continuity of government operations. The Concept of Operations section of the Framework provides an overview of the State of Montana's framework for emergency response and

recovery, which is illustrated through community lifelines, core capabilities, collaboration and integration, and operational management and coordination. Community lifelines describe the critical services within a community that must be stabilized or re-established to alleviate threats to life and property. The response and recovery core capabilities describe the grouping of response and recovery actions that can be taken to stabilize and re-establish the community lifelines.

Community Lifelines

Lifelines are sectors that provide essential services to communities by enabling the continuous operations of critical business and government functions, and is critical to human health and safety, or economic security. Community lifelines represent only the most basic services a community relies on and which, when stable, enable all other activities within a community. Stabilizing community lifelines is the primary response to emergencies or disasters to lessen threats and hazards to public health and safety, the economy, and security.

Community lifelines can be used by all levels of government, private sector, and other partners and stakeholders to facilitate operational coordination by enabling emergency managers, infrastructure owners and operators, and other partners and stakeholders to analyze the root cause of an incident impact and then prioritize and deploy resources to effectively stabilize the lifeline. Stabilizing community lifelines is not the end state in itself for incident response and recovery, but a construct to achieve efficacy and efficiency throughout the emergency and disaster response phase. Figure 1 displays the seven community lifelines.

Figure 1: The Seven Community Lifelines

Community lifelines are composed of multiple components that encompass infrastructure, assets, and services within a community. Table 1 provides a description of each community lifeline.

Table 1: Community Lifeline and Descriptions

Community Lifeline	Description
Safety and Security	Law enforcement and government services, as well as the associated assets that maintain communal security, provide search and rescue, evacuations, and firefighting capabilities, and promote responder safety.
Food, Water, Shelter	Support systems that enable the sustainment of life, such as water treatment, transmission, and distribution systems; food retail and distribution networks; wastewater collection and treatment systems; sheltering; and agriculture.
Health and Medical	Infrastructure and service providers for medical care, public health, patient movement, fatality management, behavioral health, veterinary support, and health or medical supply chains.
Energy	Service providers for electric power infrastructure, composed of generation, transmission, and distribution systems, as well as gas and liquid fuel processing, transportation, and delivery systems. Disruptions can have a limiting effect on the functionality of other community lifelines.

Communications	Infrastructure owners and operators of broadband internet, cellular networks, landline telephony, cable services, satellite communications services, and broadcast networks (radio and television). Communication systems encompass a large set of diverse modes of delivery and technologies, often intertwined but largely operating independently. Services include elements such as alerts, warnings, and messages, as well as 911 dispatch. Also includes accessibility of financial services.
Transportation	Multiple modes of transportation that often serve complementary functions and create redundancy, adding to the inherent resilience in overall transportation networks. Transportation infrastructure generally includes highway/roadways, mass transit, railway, aviation, maritime, pipeline, and intermodal systems.
Hazardous Material	Systems that mitigate threats to public health/welfare and the environment. This includes assessment of facilities that use, generate, and store hazardous substances, as well as specialized conveyance assets and efforts to identify, contain, and remove incident debris, pollution, contaminants, oil, or other hazardous substances.

In order to function, community lifelines rely on multiple government entities, businesses, and infrastructure sectors. Because of this, community lifelines are unlikely to fit within a single department, agency, infrastructure sector, or industry. Failure in one community lifeline will cascade across to other community lifelines.

Core Capabilities

Core capabilities are used to organize, analyze, and build the functions and services needed in response to emergencies and disasters. There are 19 distinct core capabilities that have distinct objectives and include critical tasks required in achieving the objectives to responding and recovering from emergencies and disasters. All plans that fall under the MERF need to address the 19 response and recovery core capabilities and take the critical tasks of each core capability into consideration while preparing for, responding to, and recovering from incidents in order to achieve the objectives of each core capability. Table 2 on the next page provides a description of each response and recovery core capability, their objectives, and critical tasks.

Response: Includes activities to address the immediate and short-term goals to preserve life, property, the environment, and the social, economic, and political structure of the community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes. Response activities are listed in Table 2 under the critical tasks of each core capability that supports the response mission. During the response stage, State departments and agencies will:

- Implement departmental emergency plans and procedures, as appropriate and when requested by MT DES.
- Alert personnel and mobilize resources in affected and adjacent areas.
- Provide Emergency Support Function Point of Contacts (ESFPOCs) or Liaison to the SECC upon request.
- Coordinate emergency response activities with local, state, federal and other agencies through the SECC.

- Coordinate the release of departmental emergency public information through the Governor's Press Office, MT DES, or the Joint Information Center (JIC), or through the Joint Information System (JIS), if one is established.
- Assist in assessing and reporting damages to any state-owned facility or property under departmental jurisdiction. Report this information to the SECC's Recovery Branch.

Recovery: Recovery involves actions and the implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents. Recovery activities are listed in Table 2 under the critical tasks of each core capability that supports the recovery mission. Typical recovery actions may include:

- Repair and replacement of disaster damaged public facilities (roads, bridges, municipal buildings, schools, hospitals, qualified non-profits).
- Debris cleanup and removal.
- Temporary housing and other assistance for disaster victims.
- Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures.
- Restoration of public services (electric and gas services, water, sewer, telephone)
- Crisis counseling and mental health services.

Table 2: Overview of Response & Recovery Core Capabilities & Critical Tasks

Response & Recovery Core Capabilities & Critical Tasks	
1. Planning Mission Area: Response & Recovery	**Objective:** Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.
Critical Tasks (Response): ▪ Develop operational plans that adequately identify critical objectives based on the planning requirements, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the time frame contemplated in the plan using available resources. ▪ Coordinate planning technical assistance to support recovery capacity and surge needs. ▪ Coordinate the planning, application, and treatment of hazard mitigation and sustainability principles in recovery planning efforts. ▪ Coordinate technical assistance and planning support to aid all levels of government to integrate sustainability principles, such as adaptive re-use of historic properties, mitigation considerations, smart growth principles and sound land use into recovery decision making and planning during the post-disaster period. ▪ Capture after-action recommendations and lessons learned. **Critical Tasks (Recovery):** Pre-Disaster ▪ Promote and support preparedness planning efforts of county and tribal governments to develop effective pre-disaster recovery plans that guide the full range of recovery efforts, both short- and long-term, and ensure all affected populations are included. ▪ Encourage multidisciplinary recovery planning tools and best practices.	

- Promote resiliency measures and enhance coordination of programs that build local leadership capacity, community member involvement, partnerships, and education on disaster preparedness for recovery.
- Promote the importance of pre-disaster mitigation as an essential component of pre-disaster community recovery preparedness planning, including use of multi-hazard risk assessment.
- Encourage communities to prepare, collect and analyze relevant existing and future data necessary to plan and manage complex disaster recovery.
- Integrate mitigation, recovery, and other pre-disaster plans and activities into existing planning and development activities, such as comprehensive plans, land use plans, economic development plans, affordable housing plans, zoning ordinances and other development regulations through technical assistance.
- Support educational and cross-training opportunities for key participants in community recovery planning and capacity support including, but not limited to emergency managers; city managers; planning, economic development, and other local officials; and nonprofit and private sector partners for recovery.
- Develop pre-disaster partnerships with others such as government agency extension programs, universities, professional associations, and nongovernmental organizations, to facilitate recovery capacity-building activities and expansion of resources available to communities after a disaster for planning and decision making.

Post-Disaster

- Maintain information sharing throughout the recovery process between all partners.
- Identify the range and significance of the disaster's effects on local governments in the impacted area.
- Coordinate the provision of resources to units of government for recovery planning technical assistance.
- Identify and track resolution of gaps and conflicts in planning requirements and assistance programs, as well as programs that support and build community capacity and surge needs for recovery management.
- Coordinate the application and treatment of hazard mitigation and sustainability principles in recovery planning efforts.
- Coordinate Community Planning and Capacity Building supported community-centric technical assistance teams with the establishment of local unmet needs committees or groups for assisting individuals and families.
- Aid local governments to identify and integrate the consideration of all affected stakeholders, including vulnerable populations and persons with disabilities, and individuals with limited English proficiency into the public sector recovery plans and decision-making process.
- Provide technical assistance and planning support to aid all levels of government to integrate sustainability principles, such as adaptive re-use of historic properties, mitigation considerations, smart growth principles and sound land use into recovery decision making and planning during the post-disaster period.
- Capture after-action recommendations and lessons learned.

2. Public Information & Warning Mission Area: Response & Recovery	**Objective:** 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 (Response):

- Inform all affected segments of society by all means necessary, including accessible tools, of critical lifesaving and life-sustaining information to expedite the delivery of emergency services and aid the public in taking protective actions.

- Deliver credible messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the transition to recovery.

Critical Tasks (Recovery):

- 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.

3. Operational Coordination Mission Area: Response & Recovery	**Objective:** 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 (Response):

- Mobilize all critical resources to support establish command, control, and coordination structures within the affected community and other coordinating bodies in surrounding communities and across the State and maintain, as needed, throughout the duration of an incident.
- Enhance and maintain NIMS-compliant command, control, and coordination structures to meet basic human needs, stabilize the incident, and transition to recovery

Critical Tasks (Recovery):

- Define the path and timeline for recovery leadership to achieve the jurisdiction's objectives that effectively coordinates and uses appropriate State, local, and Tribal assistance, as well as nongovernmental and private sector resources. This plan is to be implemented within the established timeline.

4. Infrastructure Systems Mission Area: Response & Recovery	**Objective:** 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 (Response):

- Coordinate resources to decrease and stabilize immediate infrastructure threats to the affected population, to include survivors in the heavily damaged zone, nearby communities that may be affected by cascading effects, and mass care support facilities and evacuation processing centers with a focus on life-sustainment and congregate care services.
- Coordinate resources to re-establish critical infrastructure within the affected areas to support ongoing emergency response operations, life sustainment, community functionality, and a transition to recovery.

Critical Tasks (Recovery):

- When engaged by the SECC the primary and supporting departments and agencies deploy in support of the Infrastructure Systems core capability.
- Supports the recovery of infrastructure systems, dependent on the nature and scope of the disaster, and the specific authorities and programs within the jurisdiction of participating departments and agencies.
- Participates in the State-level coordination of damage and community needs assessments as appropriate to ensure infrastructure considerations integrate into the post-disaster public and private sector community planning process.
- Deploys recovery resources, as required by the specific disaster situation and consistent with the specific authorities and programs of the participating departments and agencies, to the field to assist the affected community in developing an Infrastructure Systems Recovery action plan that:
    - Avoids the redundant, counterproductive, or unauthorized use of limited capital resources necessary for infrastructure/recovery.
    - Helps resolve conflicts, including those across jurisdictional lines, resulting from the competition for key resources essential to infrastructure systems recovery.
    - Sets a firm schedule and sequenced time structure for future infrastructure recovery projects.

▪ Works with Recovery partners to leverage available financial and technical assistance, both from governmental and nongovernmental sources, in the execution of the community's Infrastructure Systems Recovery action plan. ▪ Promotes rebuilding infrastructure in a manner which will reduce vulnerability to future disasters impacts. ▪ Maintains robust and accessible communications throughout the recovery process between the State Government and all other partners to ensure ongoing dialogue and information sharing	
5. Critical Transportation Mission Area: Response	**Objective:** Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services to the affected areas.
Critical Tasks (Response): ▪ Coordinate transportation resource allocations during an emergency and/or disaster activation. ▪ Assess transportation system and infrastructure damage immediately following an event and begins determination of potential needs and resources ▪ Determines the most viable transportation networks. ▪ Establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors. ▪ Monitors and reports the status of the transportation system and infrastructure. ▪ Identifies temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed.	
6. Environmental Response/Health & Safety Mission Area: Response	**Objective:** Ensure the availability of guidance and resources to address all hazards, including hazardous materials, acts of terrorism, and natural disasters, in support of the responder operations and the affected communities.
Critical Tasks (Response): ▪ Conduct State-level health and safety hazard assessments and disseminate guidance and resources, to include deploying hazardous materials teams, to support environmental health and safety actions for response personnel and the affected population. ▪ Support operations that assess, monitor, perform cleanup actions, and provide resources to meet resource requirements and to transition from sustained response to short-term recovery.	
7. Fatality Management Services Mission Area: Response	**Objective:** Provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions, sharing information with Mass Care Services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.
Critical Tasks (Response): ▪ Support operations to recover a significant number of fatalities over a geographically dispersed area.	
8. Fire Management & Suppression Mission Area: Response	**Objective:** Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.
Critical Tasks (Response): ▪ Support the provision of traditional first response or initial attack firefighting services. ▪ Conduct expanded or extended attack firefighting and support operations through coordinated response of fire management and specialized fire suppression resources. ▪ Ensure the coordinated deployment of appropriate local, regional, national, and international fire management and fire suppression resources to reinforce firefighting efforts and maintain an appropriate level of protection for subsequent fires.	

9. Logistics & Supply Chain Management Mission Area: Response	**Objective:** Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable to the restoration of impacted supply chains.
Critical Tasks (Response): ▪ Coordinate the delivery of governmental and nongovernmental resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, to include moving and delivering resources and services to meet the needs of disaster survivors. ▪ Enhance public and private resource and services support for an affected area.	
10. Mass Care Services Mission Area: Response	**Objective:** Provide life-sustaining services to the affected population with a focus on hydration, feeding, and sheltering to those with the most need, as well as support for reunifying families.
Critical Tasks (Response): ▪ Coordinate resources to meet the needs of disaster survivors, including individuals with access and functional needs. ▪ Support the operational establishment of staff and equip emergency shelters and other temporary housing options ensuring that shelters and temporary housing units are physically accessible for individuals with disabilities and others with access and functional needs. ▪ Support local jurisdictions as they move from congregate care to non-congregate care alternatives and provide relocation assistance or interim housing solutions for families unable to return to their pre-disaster homes.	
11. Mass Search & Rescue Operations Mission Area: Response	**Objective:** Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.
Critical Tasks (Response): ▪ Coordinate search and rescue operations resources to locate and rescue persons in distress, based on the requirements of state and local authorities. ▪ Support the initiation of community-based search and rescue support operations across a wide geographically dispersed area. ▪ Coordinate local, regional, national, and international teams to reinforce ongoing search and rescue efforts and transition to recovery.	
12. On-scene Security, Protection, & Law Enforcement Mission Area: Response	**Objective:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations.
Critical Tasks (Response): ▪ Support the establishment of a safe and secure environment in an affected area. ▪ Support on-scene security and meet the protection needs of the affected population over a geographically dispersed area while eliminating or mitigating the risk of further damage to persons, property, and the environment.	
13. Operational Communications Mission Area: Response	**Objective:** Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available between affected communities in the impact area and all response forces.

Critical Tasks (Response):

- Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between local, state, and Tribal, first responders.
- Coordinate resources to re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities, provide basic human needs, and transition to recover

14. Public Health, Healthcare, & Emergency Medical Services Mission Area: Response	**Objective:** Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support, and products to all affected populations.

Critical Tasks (Response):

- Support medical countermeasures to exposed populations.
- Support operations in completing triage and the initial stabilization of casualties and begin definitive care for those likely to survive their injuries and illness.
- Support the return of medical surge resources to pre-incident levels, complete health assessments, and identify recovery processes.

15. Situational Assessment Mission Area: Response	**Objective:** Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.

Critical Tasks (Response):

- Deliver information sufficient to inform decision making regarding immediate lifesaving and life-sustaining activities and engage governmental and nongovernmental resources within and outside of the affected area to meet basic human needs and stabilize the incident.
- Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities and engage governmental and nongovernmental resources within and outside of the affected area to meet basic human needs, stabilize the incident, and transition to recovery.

16. Economic Recovery Mission Area: Recovery	**Objective:** 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 (Recovery):

- Works to apply and integrate State and local plans to most effectively leverage State resources and available programs to meet local community recovery needs while aggressively integrating with the private sector to facilitate early and productive engagement.
- Coordinates the resources of all State agencies in the support of local and Tribal governments.
- Incorporates mitigation measures into redevelopment following a disaster to build the community back stronger to minimize future risk.
- Works closely with local community leadership during disaster recovery to provide technical assistance and data related to economic development.
- Maintains robust and accessible communications throughout the recovery process between the State, local, and Tribal Governments and all other partners to ensure ongoing dialogue and information sharing.
- Engages State, local, and Tribal vocational rehabilitation programs, as a means of helping individuals who acquire a disability as part of the disaster return to work with the appropriate supports, accommodation, and retraining (if necessary).

17. Health & Social Services Mission Area: Recovery	**Objective:** 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 (Recovery):

- Maintains situational awareness to identify and mitigate potential recovery obstacles during the response phase.
- Supports response, emergency protection measures and hazard mitigation resources during the response phase to expedite recovery.
- Provides technical assistance in the form of impact analyses and supports recovery planning of public health, health care and human services infrastructure.
- Conducts State Health and Social Services assessments.
- Identifies and coordinates State Health and Social Services specific missions.
- Participates in communication and information-sharing forum(s) for Health and Social Services stakeholders with the State and community.
- Coordinates State resources for health and social services.
- Develops and implements a plan to transition from State Health and Social Services recovery operations back to a steady state.
- Identifies and coordinates with other local, State, and Tribal partners to assess food, animal, water, and air conditions to ensure safety.
- Evaluates the effectiveness of State Health and Social Services recovery efforts.
- Provides technical assistance in the form of impact analyses and recovery planning support of public health, health care, and human services infrastructure.
- Identifies and coordinates with State, local, and Tribal partners the assessment of food, animal, water, and air conditions to ensure their safety.

18. Housing Mission Area: Recovery	**Objective:** Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

Critical Tasks (Recovery):

- Coordinates and leverages Federal and State housing-related resources to assist local, and Tribal governments to address housing-related, disaster recovery needs.
- Encourages rapid and appropriate decisions regarding land use and housing location in the community or region.
- Identifies gaps and coordinates a resolution of conflicting policy and program issues.
- Maintains robust and accessible communications throughout the recovery process between the State Government and all other partners to ensure ongoing dialogue and information sharing.

19. Natural & Cultural Resources Mission Area: Recovery	**Objective:** 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 (Recovery):

- Coordinates State resources and available programs to meet local community recovery needs.
- Identifies opportunities to leverage natural and cultural resource protection with hazard mitigation strategies.
- Addresses government policy and agency program issues, gaps and inconsistencies related to natural and cultural resource issues.
- Coordinate cross-jurisdictional or multistate and/or regional natural and cultural resource issues to ensure consistency of State support where needed.
- Encourages responsible agencies at all levels of government and their important private sector partners to support the local community's recovery plan and priorities by encouraging the development of a Natural and Cultural Resources action plan that identifies how the agencies leverage resources and capabilities to meet the community's needs.
- Encourage synchronizing the Natural and Cultural Resources action plan with other ESFs, as appropriate to support the broader vision of State support to disaster recovery.

- Helps local and Tribal governments to leverage opportunities inherent in recovery to mitigate impacts to environmental or cultural resources.
- Promotes a systematic, interdisciplinary approach to understand the interdependencies and complex relationships of the natural and cultural environments.
- Maintains robust and accessible communications throughout the recovery process between the State Government and all other partners to ensure ongoing dialogue and information sharing.

Operational Management, Collaboration, Coordination, & Integration

Response to incidents should be handled at the lowest jurisdictional level capable of handling the incident. The jurisdiction's structure can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. The overall objective is to ensure the effective management of emergency efforts in responding to situations associated with disaster emergencies.

The Framework is the primary guide for managing incidents and details the coordinating structures and processes used during emergencies in Montana. Other state department and agencies' plans provide details on authorities, response protocols, and technical guidance for responding to and managing 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:

State Collaborating and Integrating Structures:
State collaborating and integrating structures include the State Emergency Response Commission (SERC), MT DES, SECC, ESF agencies, and state independent committees or councils focused on specific areas or functions which develop or upgrade procedures and guidelines.

Local & Tribal Collaborating and Integrating Structures:
Local and Tribal collaborating and integrating structures in Montana include local emergency planning committees (LEPCs), local Office of Emergency Management (OEM) or 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 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.

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 state and local governments. Coordination will take place from the appropriate ESF to the federal Emergency Support Function. If one is established, coordination will take place at the SECC or a Joint Field Office (JFO).

State Level Management and Coordination:
The state emergency 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 emergency operations, with few exceptions, followed by each level of government in response to an emergency or disaster. Local requests for lifesaving emergency assistance may be acted upon verbally and subsequent local declaration and justification documentation should follow as soon as practical. The typical sequence is:

Local => Local with Mutual Aid => State => State with EMAC support => Federal

Montana's planned emergency response is based on the premise that the Governor may exercise his/her authority to use the resources of state government when the capabilities and resources, including mutual aid, of the local/Tribal jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. The management of the state's response is guided by the Framework 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, tribal governments, and the federal government, and makes, amends, or suspends certain orders and regulations appropriate with a response. The governor has the authority to suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business or orders or rules of any state agency if the strict compliance with the provisions of any statute, order, or rule would in any way prevent, hinder, or delay necessary action in coping with the emergency or disaster (MCA 10-3-104).

State Emergency Coordination Center: The SECC's principal emergency management function is not that of an initial responder, but that of coordinator 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 tasking/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 function as the primary coordinating agency for the rendering of federal assistance.

Assistance available to local and tribal governments depends on the incident, and upon some key milestones. Unless a local jurisdiction declares an emergency or disaster and imposes a 2-mil emergency levy on their constituents, the state is unable to provide any financial assistance. 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/or tribal governments during times of emergency or disaster (10-3-311 MCA).

Emergency Support Functions: Specific ESFs are assigned to designated state departments and agencies based on statutory authority and because certain entities serve as the subject matter expert for a particular function, e.g., Mass Care and Human Services (ESF # 6 – MT DPHHS). *Primary* ESF lead agencies can be assisted by *supporting* state agencies, private & public organizations, and NGOs in the execution of a mission. An example of a supporting entity is the American Red Cross acting in support of ESF #6 with sheltering.

A comprehensive all-hazards response requires coordination between all ESFs who have a role in the response. During the initial response phase to an incident, information is often limited and/or incorrect. Ongoing communication and situational awareness among all parties are vital to an effective, comprehensive state response. Timely and proactive engagement between the SECC and appropriate ESFs, regardless of the nature or size of an incident, can minimize loss of life or property.

The SECC may initiate selective ESF engagement upon notification of an incident. However, ESFs may be the first to detect an incident that could require a state response. Departments, agencies, local and tribal authorities should consider engaging the SECC and other ESFs when:

- An incident has the potential to exceed the normal day-to-day capacity of the responding agency.
- There is a potential for cascading effects, such as an extended power outage from a winter storm that begins to affect critical care facilities or other infrastructure.
- The nature of the incident indicates a role for other ESF partners.
- Extra-ordinary resource mobilization may be necessary, e.g., Montana National Guard
- Engagement of the Office of the Governor may be required to release funding and resources
- There is a potential for significant media or political interest

The level of engagement depends on the demands of incident and the requirements for each ESF to exceed their normal day-to-day operations for response operations. Staff may be assigned, as necessary, to the SECC by departments and agencies supporting Framework ESFs to assist in response operations.

Table 3: Emergency Support Function Roles

Coordinating, Primary, & Support Agency Roles & Responsibilities:	
Coordinating Agency	In accordance with the provisions of MCA Title 10, Chapter 3, Part 30 MT DES will perform the responsibilities of the coordinating agency for each of the state's 14 ESFs. During incidents, ESF tasks will be accomplished, 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 ESFs during an incident, disaster, or emergency. • Collaborating with the primary agencies to identify appropriate support agencies for an ESF. • Develop and maintain an effective procedure for the alert and notification of all ESF 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 ESF primary and support agencies. • Helping ESF partners identify appropriate roles and responsibilities for themselves.

	• Facilitate, and where appropriate, host working meetings of the ESF partners. • Establishing the operational requirements for the ESF • Tasking ESF agencies. • Developing, facilitating, and maintaining the ESF annexes to the MERF.

Primary Agency	A primary agency is a state agency that provides significant authorities, roles, resources, or capabilities to a particular ESF. The primary agency for each ESF is designated by the Coordinating Agency. The responsibilities of a primary agency include:
	• Providing a Point-Of-Contact (POC) or Liaison for the SECC when requested by the SECC.
	• When requested by the coordinating agency, assign a liaison in the SECC. The role of the ESF POC or Liaison incorporates the following duties:
	  ○ Collaborate with the SECC to identify appropriate Support Agencies for the specific mission of the ESF.
	  ○ Coordinate and collaborate with support agencies as needed.
	  ○ Provide and maintain situational awareness with the SECC.
	  ○ Reporting 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 incident management and recovery operations.
	• Developing and maintains 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.
	• Ensure appropriate agency personnel are trained to support interagency emergency response and support teams.
	• Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

Support Agencies	Support agencies do not provide significant authorities, roles, resources, or capabilities to a particular ESF but have specific capabilities or resources that support the missions of particular ESFs and compliments the capabilities of a primary agency. Support Agency functions may be assigned to state agencies or volunteer and private organizations who, by their state or national charter or through written Memorandums of Agreements (MOA) with MT DES or the ESF Primary Agency are committed to providing disaster response and/or relief assistance. Support Agencies work in conjunction to their ESF's primary agencies as assigned by the coordinating agency. In large part, the support agencies are responsible for: • Conducting operations, when requested by the designated ESF primary agency or MT DES, consistent with their own authority and resource. • Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOGs, checklists, or other job aids, in concert with existing first-responder standards.

	• Assisting in the conduct of situational assessment. • Furnishing available personnel, equipment, or other resource support as requested by MT DES or the ESF primary agency. • Providing input to periodic readiness assessments. • Maintaining trained personnel to support interagency emergency response and support team. • Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

State departments or agencies not assigned to specific ESFs may be called upon to support any or all Emergency Support Functions. Generally speaking, these departments/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 lists the MT state agencies assigned as primary agencies and the operational functions for each ESF.

Table 4: Emergency Support Functions

ESF #1—Transportation **ESF Primary Agency: MT Department of Transportation**
Key Response Core Capability – Critical Transportation
Coordinate transportation resource support to assist in statewide incident management. The primary and supporting agencies may assist with: • Monitors and reports the status of and damage to the transportation system and infrastructure. • Identifies temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed. • If requested, supports federal implementation of appropriate air traffic and air space management measures. • Coordinates regulatory waivers and exemptions. • Provides long-term coordination of the restoration and recovery of the affected transportation systems and infrastructure if required.
ESF #2—Communications **ESF Primary Agency: MT Department of Administration**
Key Response Core Capability – Operational Communications
Coordinate information transfers and the technology associated with the transfer and processing of data. The primary and supporting agencies may assist with: • Coordinating with state and local partners to ensure the capacity to communicate with both the emergency response community and the affected population • Coordinating the establishment of interoperable voice and data communications between local, tribal, and state responders • Supporting the re-establishment of sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with disabilities and others with access and functional needs; and transition to recovery
ESF #3—Public Works and Engineering **ESF Primary Agency: MT Department of Environmental Quality**
Key Response Core Capabilities – Infrastructure Systems, Critical Transportation, Public and Private Services and Resources, Environmental Response/Health and Safety, Fatality Management, Mass Care Services, Mass Search and Rescue Operations
Coordinates public works and engineering-related support for the changing requirements of statewide incident management. The primary and support agencies may assist with: • Supporting pre-incident and post-incident assessments of public works and infrastructure. Note: This is a primary function of the local and tribal governments.

- Emergency contract support for life saving and life-sustaining services.
- Technical assistance to include engineering expertise, compliance assistance, construction management, and contracting services.
- Emergency repair of damaged public works infrastructure.

ESF #4—Firefighting
ESF Primary Agency: MT Department of Natural Resources & Conservation

Key Response Core Capabilities – Critical Transportation, Operational Communications, Public and Private Services and Resources, Infrastructure Systems, Mass Care Services, Mass Search and Rescue Operations, On-scene Security and Protection, Public Health and Medical Services

Manages and coordinates firefighting activities, including the detection and suppression of fires on state and local lands, and provides personnel, equipment, and supplies in support of state, local, and tribal agencies involved in rural and urban firefighting operations. The primary and supporting agencies may assist with:

- Provides wildland and structure firefighting resources to local, state, and tribal agencies in support of firefighting and emergency operations.
- Provides command, control, and coordination of resources (to include incident management teams, area command teams, and multi-agency coordination group support personnel) to local, state, and tribal agencies in support of firefighting and emergency operations.
- Provides direct liaison with local, state, and tribal emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate.
- Provides support to enhance the resilience of local, state, and tribal firefighting agencies.
- Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance.
- Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the environment to which they are assigned; and ensures that all employees involved in response will be supported and managed by an agency leader, agency liaison, or interagency incident management team.
- Ensures that an incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified.
- Provides expertise and personnel to assist with assessment of emergency services sector critical infrastructure.
- Provides radio communications systems to support firefighters, law enforcement officers, and fire management and suppression operations.

ESF #5—Emergency Management
ESF Primary Agency: MT Disaster & Emergency Services

Key Response Core Capabilities – Situational Assessment, Planning, Public Information and Warning

Serves as the support ESF for all state departments and agencies across the spectrum of domestic incident management in response and recovery. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for operations such as:

- Coordinating with state agency operations centers and local, tribal, and private sector emergency management organizations to facilitate the flow of situational information and coordination for operations involving incidents requiring State assistance.
- Collecting, processing, analyzing, and disseminating situation information to guide response and recovery efforts.
- Collecting and aggregating damage assessment data and tracking local emergency/disaster declarations.
- Coordinating state incident planning in the SECC to manage and support incident activities. State agencies participate in the planning processes coordinated by Montana Disaster and Emergency Services at the SECC. This includes crisis and incident action planning, analysis of risks and capability requirements, and other support as required.

- Coordinate the development of information products for situational information, information management, modeling and analysis, and reports and information analysis on the status of operations and impacts.

ESF #6—Mass Care and Human Services
ESF Primary Agency: MT Department of Human Health & Services

Key Response Core Capabilities – Mass Care Services, Public and Private Services and Resources, Public Health and Medical Services, Critical Transportation, Fatality Management Services

Coordinates the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual disasters. This includes economic assistance and other services for individuals impacted by the incident. ESF #6's primary functions are Mass Care, Emergency Assistance, Housing, and Human Services. The primary and supporting agencies may assist with:

- Supports local and tribal governments in their efforts to provide mass care support to survivors to make sure that basic needs are met, including hydration, feeding, sheltering, tracking, medical needs, and information.
- Supports local and tribal governments in the establishment, management, and operation of congregate and non-congregate care facilities.
- Coordinates with local and tribal governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations.
- Enter into purchase, lease, or other arrangements with any agency of the United States for temporary housing units to be occupied by emergency or disaster victims and to make the units available to any political subdivision of the state or to any tribal government.
- Assist any political subdivision of this state or any tribal government that is the locus of temporary housing for emergency or disaster victims to acquire sites necessary for temporary housing and to do all things required to prepare the site to receive and utilize temporary housing units.
- Acquires, transports, delivers, and manages resources, supplies, and services that meet the needs of disaster survivors from partners via contracts, mission assignments, interagency agreements, and donations.
- Assesses, gathers, prioritizes, and communicates the need for and coordinates the provision of life sustaining services, resources, and supplies from government agencies, NGOs, and the private sector.
- Provides subject matter expertise to identify resource requirements to meet the life-sustaining needs of disaster survivors and their household pets and service animals.
- Acquires and manages resources, supplies, and services from partners via contracts, mission assignments, inter-agency agreements, and donations.
- Coordinates with local and tribal governments, and state and federal agencies to ensure that service delivery locations are appropriately provisioned and operated in a safe, sanitary, secure, and timely manner.
- Gathers, assesses, prioritizes, coordinates, provides, and communicates public health, medical requirements, resources, lifesaving, and life-sustaining needs of survivors and their household pets and service animals in congregate care facilities and where mass care services are provided to core capability providers.
- Collects, analysis, disseminates, and reports transportation infrastructure damages in support of service delivery sites.
- Supports local and tribal governments in Identifying and providing critical transportation resources for survivors.
- Supports mobilization and implementation of mechanisms to track the movement of evacuees, resources, household pets, individuals with disabilities or other access and functional needs with their service animals, medical equipment, and luggage.
- Support local and tribal governments with notification of family members to make appropriate arrangements for deceased relatives.
- Provides support and funding for crisis counseling services to the bereaved, as well as for local, state, tribal, territorial, and insular area crisis counseling programs.

ESF #7 – Logistics
ESF Primary Agency: MT Disaster & Emergency Services

Key Response Core Capabilities – Logistics & Supply Chain Management, Mass Care Services, Critical Transportation, Infrastructure Systems, Operational Communications.

Provides direct and active support to emergency response and recovery efforts following a disaster. Also provides for logistical support for requirements not specifically identified in the other emergency support functions which may be resources unique to the emergency itself. Logistical support generally includes, but not limited to, the effort and activity necessary to evaluate, locate, procure, provide, ship, and/or transport the following resources throughout an event:

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

ESF # 8 – Public Health and Medical Services
ESF Primary Agency: MT Department of Health & Human Services

Key Response Core Capabilities – Public Health, Healthcare, and Emergency Medical Services; Fatality Management Services; Mass Care Services; Critical Transportation; Public Information and Warning; Environmental Response/Health and Safety; Logistics and Supply Chain Management

Coordinates technical support to local and tribal governments for behavioral health, public health, and medical infrastructure. ESF # 8 provides crisis-counseling services to individuals and groups impacted by the disaster situation. Mental health professionals and substance abuse counselors may provide a source of education and outreach regarding unhealthy coping mechanisms that may include alcohol or drug use as a response to stress. Crisis counseling is a time-limited program designed to assist victims/survivors of a disaster in returning to their pre-disaster level of functioning. The primary and supporting agencies may assist with:

- Assessment of public health/medical needs
- Health surveillance
- Medical surge
- Health/medical/veterinary equipment and supplies
- Patient movement
- Patient care
- Safety and security of drugs, biologics, and medical devices
- Blood and tissues
- Food safety and defense
- Agriculture safety and security
- All-hazards public health and medical consultation, technical assistance, and support
- Behavioral healthcare
- Public health and medical information
- Vector control
- Guidance on potable water/wastewater and solid waste disposal
- Mass fatality management, victim identification, and mitigating health hazards from contaminated remains
- Veterinary medical support

ESF #9 – Search and Rescue
ESF Primary Agency: MT Disaster and Emergency Services

Key Response Core Capability – Mass Search and Rescue Operations

Search and rescue is a statutory authority granted to the Sheriff of each county and codified in Montana Code Annotated 7 -32-2121. The State can assist the Sheriff with the use of State resources. Search and Rescue activities may include:

- Structural Collapse Urban Search and Rescue.
- Waterborne Search and Rescue.
- Wilderness Search and Rescue.
- Aeronautical Search and Rescue.

ESF #10 – Oil and Hazardous Materials Response
ESF Primary Agency: MT Department of Environmental Quality

Key Response Core Capabilities – Environmental/Health and Safety; Critical Transportation; Infrastructure Systems; Public Information and Warning

Coordinates response to actual or potential oil and/or hazardous materials incidents. The primary and supporting agencies may assist with:

- Actions to prevent, minimize, or mitigate a release.
- Efforts to detect and assess the extent of environmental contamination, including environmental monitoring; and sampling and analysis of contaminated media such as air, water, soils, sediments, debris, buildings, and structures.
- Provision of environmental technical expertise to support development of Federal recommendations for public protective actions.
- Actions to stabilize the release and prevent the spread of contamination.
- Analysis of options for environmental cleanup and waste disposition, including options for cleanup and disposal of debris that is contaminated by oil discharges and hazardous materials releases.
- Implementation of environmental cleanup efforts

ESF #11—Agriculture and Natural Resources
ESF Primary Agency: MT Department of Livestock

Key Response Core Capabilities – Environmental Response/Health and Safety, Mass Care Services, Public Health and Medical Services, Critical Transportation, Public and Private Services and Resources, Infrastructure Systems

Coordinates for the protection of resources, which includes appropriate response actions to conserve, rehabilitate, recover, and restore resources. ESF #11 ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary/wildlife issues in natural disasters are supported. The primary and supporting agencies may assist with:

- Nutrition assistance needs
- Arranging transportation for food supplies
- Coordinating the Disaster Supplemental Nutrition Assistance Program (D-SNAP)
- Coordinating Natural, Cultural, Historical (NCH) resources identification and vulnerability assessments
- Facilitating development and application of measures and strategies to protect, preserve, conserve, rehabilitate, stabilize, and guide the recovery of NCH resources
- Assisting in emergency compliance with relevant environmental, cultural, and historic preservation laws, such as emergency permits/consultation for natural resources use or consumption, during emergency response activities
- Managing, monitors, and assists in or conducts response actions to minimize damage to NCH resources
- Provides technical assistance, guidance, best management practices, and consultation on a wide range of mitigation and response actions for natural resources
- Assisting in data collection and information analysis to inform decisions to mitigate possible damage to natural and cultural resources
- Providing support to cultural institutions by facilitating the identification of subject matter experts in NCH resources
- Assisting with environmental compliance and with debris removal plans to minimize the impact on sensitive environmental resources
- Managing wildlife diseases
- Managing animal and plant disease and pest infestation response

- Food safety and security including the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, import facilities at ports of entry, laboratory analysis of food samples, control of products suspected to be adulterated, plant closures, food borne disease surveillance, and field investigations.

ESF #12—Energy
ESF Primary Agency: MT Department of Environmental Quality

Key Response Core Capabilities – Infrastructure Systems, Public and Private Services and Resources, Situational Assessment

Coordinate, collects, evaluates, and shares information on energy system damage and estimates on the impact of energy system outages within affected areas. The term "energy" includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components of electrical power, natural gas, petroleum, and coal. The primary and supporting agencies may:

- To coordinate the state's efforts in the restoration and protection of Montana's critical electricity, natural gas, and liquid fuels infrastructure, and related fuel supply systems, during and following a disaster or significant disruption.
- Providing direct coordination with all relevant state, regional, local, and federal entities as well as with private entities.
- To meet the planning and situational awareness needs of the Governor, policy makers, private industry and other ESF partners during an emergency.
- To process requests for assistance from local utilities, fuel suppliers, and deliverers to facilitate restoration and protection efforts, or to channel those requests to the appropriate operational units.
- To provide energy consumers with advice on ways to meet their energy needs during the emergency, and to generally provide an effective source of information to the public.

ESF #13—Public Safety and Security
ESF Primary Agency: MT Department of Justice

Key Response Core Capability – On-scene Security and Protection

Coordinates support to state and local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents. ESF#13 generally is engaged in situations requiring extensive assistance to provide public safety and security and where County/Tribal government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the state government. ESF #13 supports safety and security aspects of incident management. The primary and supporting agencies may:

- Provides and/or coordinates general and specialized State law enforcement resources to support local and tribal law enforcement departments and agencies overwhelmed by natural, accidental human-caused, and intentional human-caused incidents or disasters.
- Protects critical infrastructure during prevention activities or disaster response, when requested.
- Protects emergency responders.
- Determines the role, if any, of private sector/NGOs in the overall public safety and security response.
- Manages the development of pre-scripted mission assignments to address known and anticipated disaster response public safety and security short falls.
- Gives priority to life safety missions first, followed by missions that address security and the protection of infrastructure/property.
- Considers the availability of safety and security resources within the requesting State department or agency when providing support to other State ESFs.

ESF #14—Superseded by Federal Cross-Sector Business and Infrastructure

ESF #15—External Affairs
ESF Primary Agency: MT Governor's Office

Key Response Core Capability – Public Information and Warning

Coordinates state actions to provide the required external affairs support to state, local, and tribal incident management elements. This annex details the establishment of support positions to coordinate

communications to various audiences. ESF #15 applies to all state and local departments and agencies that may require public affairs support or whose public affairs assets may be employed during a disaster. The provisions of this annex apply to any response or other event designated by the Governor's Office where significant interagency coordination is required. ESF #15 is organized into the following functional components:

- Public affairs
- Intergovernmental affairs
- Community and media relations
- Congressional Affairs
- Tribal Affairs
- Joint Information Center
- State and local Coordination

Mutual Aid

In order to assist emergency operations and recovery activities during an emergency or disaster, local, tribal, and state governments may determine if any normal 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.

The Statewide Mutual Aid System Act (MCA Title 10, Chapter 3, Part 9) allows any political jurisdiction in Montana to request resources of 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.

Montana Code Annotated 10-3-205 allows Montana to enter into interstate mutual aid compacts that provide voluntary assistance among participating states in responding to any disaster or imminent disaster that overextends the ability of local and state governments to reduce, counteract, or remove the danger. Montana does participate in the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system administered by the National Emergency Management Association (NEMA). Assistance may include, but is not limited to, rescue, fire, police, medical, communication, and transportation services and facilities to cope with problems which require use of special equipment, trained personnel, or personnel in large numbers not locally available.

Montana may also enter into intergovernmental arrangements with neighboring provinces of Canada for the purpose of exchanging disaster and emergency services (MCA 10-3-204). 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/disaster response and recovery partners are kept on file at MT DES.

Local Level Management and Coordination

Counties or municipalities are responsible for emergency operations within its jurisdiction. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site. Local government is generally responsible for coordination and control of all administrative and overhead functions.

When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the local EOC may be required. The acquisition of additional resources and dissemination of disaster information functions move to the EOC so that the management of these functions can be more easily controlled and coordinated by the responsible authority.

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. Each local and Tribal governmental body will develop and maintain their own current EOP, specific procedures and checklists necessary for accomplishing necessary emergency management 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. Such plans and checklists should be written consistently with this Framework. Local and Tribal bodies involved in emergency management will:

- 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.

Incident Level Management and Coordination

A local incident management system, incorporating the functions, principles, and components of NIMS, to include ICS should be adopted and utilized by all response agencies. The local EOP should delineate the concept for on-scene incident management to be used by all local agencies involved in emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common terminology, make this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multiple agencies and/or multiple jurisdictional emergencies. EOPs should include details on the interface between the on-scene incident command system, EOCs, and the interface with the SECC.

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 response and recovery efforts. The local, Tribal, and State levels of government are responsible for developing and maintaining their own Continuity of Operations (COOP) Plans.

Operational Communications

Operational communications are the means and/or method of exchanging communications and information necessary for successful coordination of resources for incident management. The degree to which and the type of communications systems needed and utilized to achieve a coordinated response and recovery is directly related to the scope of the incident. The ability to provide sufficient

communications to conduct emergency operations could become limited due to systems being damaged, destroyed, overloaded, or otherwise rendered inoperable.

Interoperable Communications
Effective response and 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 managers. Daily briefings will be conducted, information provided to local and regional governments, and public information posted on an incident website.

Operational Planning
Planning across the full range of response and 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 moment 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 operations and is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this Framework and standard operating guidelines. Montana DES will ensure for the distribution of the Framework, as well as annexes.

Primary agencies have the responsibility for maintaining annexes, appendices, standard operating guidelines, notification lists, and resource data pertaining to their assigned ESF. 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 Framework 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 this Framework and its associated annexes and procedures. MT DES will have primary responsibility for hazard-specific tasks, in consultation with appropriate support agencies, to develop, conduct, and evaluate operational exercises of this Framework. 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 ESF 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/or capabilities.

Local & Tribal Governments

According to MCA 10-3-1209, each local emergency response authority shall define in writing its incident management system. Local and Tribal Governments are responsible for the development and maintenance of emergency operation procedures appropriate to local hazards, assessments of vulnerability and risk, and the availability of resources which is mainly detailed in a local EOP.

During an emergency or disaster response the IC will collaborate with staff to develop an Incident Action Plan (IAP). An IAP formally documents incident goals (known as control objectives in NIMS), operational period objectives, and the response strategy defined by incident command during response planning. It contains general tactics to achieve goals and objectives within the overall strategy, while providing important information on event and response parameters. Equally important, the IAP facilitates dissemination of critical information about the status of response assets themselves. Because incident parameters evolve, action plans must be revised on a regular basis (at least once per operational period) to maintain consistent, up-to-date guidance across the system. The Federal Emergency Management Agency (FEMA) IAP Guide provides guidance on the IAP planning process and elements.

Private Sector Entities

The private sector's role in disaster planning is essential because it owns and operates the majority 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 1600 spells out requirements for emergency preparedness, disaster recovery and business continuity, 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.

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Section IV: 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 Statues:
1) The National Strategy for Homeland Security of July 16, 2002
2) Department of Homeland Security Strategic Plan 2012-2016, February 2012
3) Homeland Security Presidential Directive 5: Management of Domestic Incidents
4) Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection
5) Presidential Policy Directive (PPD-8), National Preparedness, March 30, 2011
6) Presidential Decision Directive 39: United States Policy on Counter Terrorism
7) Presidential Decision Directive 63: Critical Infrastructure Protection
8) The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended, provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts
9) Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
10) Emergency Management Assistance Compact (Public Law 104-321)
11) 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
12) The Americans with Disabilities Act (ADA) of 1990
13) Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster

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 November 2010.
2. National Preparedness System, July 2020
3. National Response Framework, Department of Homeland Security, October 2019
4. Emergency Management Assistance Compact – 1999
5. National Planning Frameworks
6. National Fire Protection Association (NFPA) 1600, 2019 Edition
7. National Incident Management System
8. Local Government Disaster Information Manual (LGDIM)

Section V: Acronyms

ADA	Americans with Disabilities Act
AUXCOM	Auxiliary Communication
CERT	Community Emergency Response Team
COOP	Continuity of Operations Planning
CPG	Comprehensive Preparedness Guide
DPC	Disaster Planning Committee
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EMAC	Emergency Management Assistance Compact
EPA	Environmental Protection Agency
ESF	Emergency Support Function
ESFPOC	Emergency Support Function Point of Contact
FAA	Federal Aviation Administration
FCO	Federal Coordination Officer
FEMA	Federal Emergency Management Agency
GAR	Governor's Authorized Representative
GDP	Gross Domestic Product
GMAC	Governor's Multi-Agency Coordinating Group
HSEEP	Homeland Security Exercise Evaluation Program
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IT	Information Technology
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
LEPC	Local Emergency Planning Committee
MARS	Military Auxiliary Radio System
MCA	Montana Code Annotated
MERF	Montana Emergency Response Framework
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MT DES	Montana Disaster & Emergency Services
MTVOAD	Montana Voluntary Organization Active In Disaster
NEMA	National Emergency Management Association
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NPG	National Planning Goal
NRCC	National Response Coordination Center
National Response Framework	
OEM	Office of Emergency Management
PA	Public Assistance
PDA	Preliminary Damage Assessment
PFO	Principle Federal Officer

PIO	Public Information Officer
POC	Point of Contact
PW	Project Worksheets
RRCC	Regional Response Coordination Center
SBA	Small Business Administration
SECC	State Emergency Coordination Center
SERC	State Emergency Response Commission
SOG	Standard Operating Guidelines
SOP	Standard Operating Procedures
SPR	State Preparedness Report
THIRA	Threat & Hazard Identification & Risk Assessment

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Appendices

APPENDIX A

Montana's Critical Infrastructures

Critical infrastructures are assets that are essential for the functioning of a society's economy, governance, health, and security. In Montana, the majority of critical infrastructures are owned and operated by private industry. Critical Infrastructures are vulnerable to or easily disrupted from natural, technological, and human-caused disasters. Montana's 16 critical infrastructure sectors are considered below:

Chemical Sector – The Department of Labor and Industries 2018 Montana Labor Market Information reported there are 65 chemical manufacturing establishments in Montana that employ on average of 1,177 workers. In 2019, 1,596 companies have filed Tier 2 reports (forms that organizations and businesses in the United States with hazardous chemicals above certain quantities, are required to fill out) to the Environmental Protection Agency (EPA). According to the 2019 Montana Economic Development Report, chemicals are one of the top exported products from Montana.

Commercial Facilities Sector – In Montana, the commercial facilities sector operates on the principle of public access which has a diverse range of sites that draw large crowds of people for shopping, business, entertainment, recreation, or lodging and moving freely at these sites without the deterrent of highly visible security barriers. The Commercial Facilities Sector in Montana consists of the following eight subsectors:

- Entertainment and Media (e.g., motion picture studios, broadcast media).
- Gaming (e.g., casinos).
- Lodging (e.g., hotels, motels, conference centers).
- Outdoor Events (e.g., theme and amusement parks, fairs, campgrounds, parades).
- Public Assembly (e.g., arenas, stadiums, aquariums, zoos, museums, convention centers).
- Real Estate (e.g., office and apartment buildings, condominiums, mixed use facilities, self-storage).
- Retail (e.g., retail centers and districts, shopping malls).
- Sports Leagues (e.g., professional sports leagues and federations).

Communications Sector - In Montana, the communications sector is highly interconnected and many businesses, public safety organizations, and government rely upon communication services as an integral component of the economy and underlying operations. The types of communications infrastructures in Montana are wireline communications, wireless communications, satellite communications, cable, and broadcasting. High-speed cable, fiber-optic phone lines, and other telecommunication transmission networks are other essential components of this sector. Montana communications sector consist of the following:

- 45 Telecommunications companies.
- 1,119 public safety fixed transmitter and repeater tower sites.
- 897 public safety mobile transmitters.
- 47 amplitude mode (AM) stations.
- 233 frequency mode (FM) stations.
- 147 amateur radio repeaters.

Critical Manufacturing Sector – Montana's manufacturing industries consist of the following industries:

- Wood, paper, and furniture.
- Chemicals and allied products, stone, clay, and glass.
- Petroleum and coal products.
- Food and kindred products.
- Printing and publishing.
- Primary metals.
- Machinery, equipment, instruments.
- Metal fabrication and machine shops.
- Various light manufacturing industries.
- Industrial services.

According to the University of Montana's Bureau of Business and Economic Research, the summary of facts about Montana manufacturing in 2020 are:

- Over 3,900 manufacturing firms are in operation in Montana.
- Manufacturing accounts for roughly 16% of Montana's economic base.
- Manufacturing jobs paid about $52,111 in earnings, compared to the state average of $46,743.
- Accounts for 5.1% of total private state income equaling $1.1 billion.
- Employs 4.3% of Montana's nonfarm workforce, with about 20,400 employees.
- Produced 6.1% of Montana's output with a value of $3.1 billion.
- Grew more than double the national average in employment, income and output.

Dams Sector - According to the 2020 National Inventory of Dams (NID), administered by the Army Corp of Engineers, there are 3,306 dams in the State of Montana. However, this does not count the small dams on private property. In Montana, there are 197 high-hazard potential dams (a dam in which failure is expected to result in loss of life and may cause significant economic loss) and 201 significant-hazard potential dams (a dam in which failure or mis-operation is not expected to cause loss of life but results in significant economic losses). Of the 3,306 dams listed by the NID:

- 2,508 are privately owned; (76%).
- 541 are federally owned; (16%).
- 152 are state owned; (5%).
- 87 are owned by local governments; (3%).
- 8 are owned by public utilities (1%).
- 10 are reservation owned; (1%).

Defense Industrial Base Sector - This sector provides products and services that are essential to mobilize, deploy, and sustain military operations and is an industrial complex that enables research and development, as well as design, production, delivery, and maintenance of military weapons systems, subsystems, and components or parts, to meet U.S. military requirements. Though not manufactured in Montana, many of the military weapon's systems, subsystems, and components or parts are transported through Montana on the railroad and highway systems.

Emergency Services Sector - Encompassing a wide range of emergency response functions, the primary mission of the Emergency Services Sector is to save lives, protect property and the environment, assist communities impacted by disasters, and aid in recovery from emergencies. The five disciplines in the Emergency Services Sector are law enforcement, fire services, emergency management, emergency medical services, and public works.

- Emergency Management - In Montana, the Department of Military Affairs/Disaster & Emergency Services (DES) division is the lead agency coordinating comprehensive emergency management in Montana. On a local level, the responsibility of implementing a local emergency management program rests with the chief elected officials who may appoint an emergency manager or DES Coordinator to oversee the emergency management program in their behalf. All 56 counties, 7 Tribal Nations, have emergency managers/DES coordinators.
- Emergency Medical Services – Are a type of emergency service dedicated to providing out-of-hospital acute medical care, transport to definitive care, and other medical transport to patients with illnesses and injuries. Most of the communities in Montana rely heavily on volunteers due to Montana being overwhelmingly rural. In 2022, The Department of Labor and Industry's License Lookup reported Montana having a total of 5,619 active licensed Emergency Care Providers.
    - Emergency Medical Responders – 278.
    - Emergency Medical Technician (EMT) – 3,824.
    - Advanced EMT – 732.
    - Paramedics – 785.

  According to the Montana Department of Human Health and Services (DPHHS), as of March 2022, Montana had 246 licenses Emergency Medical Services.
    - 105 non-transporting units.
    - 145 ground transporting ambulance services.
    - 7 rotor-wing flight services.
    - 13 fixed-wing flight services.
- Law Enforcement agencies in Montana include police departments, county sheriffs' offices, state, and federal agencies whose employees have the power of arrest, university police, tribal law enforcement, airport police, and airport security. In 2020, the Montana Board of Crime Control reported there were 103 law enforcement agencies employing 2,966 law enforcement personnel. Out of 2,966 law enforcement personnel, 1,676 are sworn employees and 1,287 are civilian employees. The Montana Board of Crime Control also reported an average of 1.51 full-time law enforcement officers per 1,000 capita.
- Fire Services – Fire services are public or private organization that provides predominantly emergency firefighting and rescue services for a certain jurisdiction, which is typically a municipality, county, or fire protection district. The U.S. Fire Administration reports that there are 280 fire departments in Montana registered with the National Fire Department Registry, of which, 83.9% are volunteer, 11.4% combined (volunteer and career), and 4.6% career. Below is a list showing the percentage of fire departments registered with the registry that provide specialized services across Montana:
    - Advanced Life Support – 13.9%.
    - Basic Life Support – 43.2%.
    - Emergency Medical Services Ambulance Transport – 13.2%.
    - Emergency Medical Services Non-Transport Response – 28.6%.
    - Fire/Injury Prevention/Public Education – 53.6%.

- Fire Inspection/Code Enforcement – 23.9%.
- Fire Investigation/Fire Cause Determination – 33.2%.
- Hazardous Materials Team – 11.8%.
- Technical/Specialized Rescue – 22.9%.
- Vehicle Extrication – 66.4%.
- Wildfire/Wildland Urban Interface – 89.6%.

- Public Works – Is the combination of physical assets, management practices, policies, and personnel necessary for all levels of government within Montana to provide and sustain structures and services essential to the welfare and acceptable quality of life for its citizens. When it comes to public works in Montana, there is no one size fits all, which is why all levels of government and each incorporated city/town and county within Montana has their own unique framework for carrying out public works.

Energy Sector – Montana's energy sector supplies fuel to the transportation industry, electricity to households and businesses, and other sources of energy that are integral to growth and production across Montana. According to the American Society of Civil Engineers (ASCE), Montana's energy generation comes from a number of different sources including coal, petroleum, natural gas, hydro, and other renewables such as wind and solar. Montana's temperature extremes and its small population contribute to the state's residential sector having the second-highest per capita energy consumption of any state. Most of Montana's energy infrastructure is owned and operated by private entities. The U.S. Energy Information Administration has provided the following information:

- Electricity – Montana has one of the nation's eight converter stations that connect the eastern and western U.S. electric grids. Montana consumers use about three-fifths of the electricity generated in the state. The rest is sent over high-voltage transmission lines to other western states. A portion of eastern Montana is connected to the Eastern Interconnection of the U.S. grid. In 2021, the residential sector accounted for about 37% of the electricity retail sales in the state, with the commercial and industrial sectors close behind at 33% and 30%, respectively. About one-fourth of Montana households use electricity for their primary heating source. In 2021, Montana's average electricity retail price was below the national average and less than in two-thirds of the states.
- Coal – Montana has the largest estimated recoverable coal reserves among the states, accounting for about 30% of the U.S. total. In 2020, the state produced about 5% of the nation's coal from six operating mines. Montana consumed about one-third of the coal mined in the state (almost all by the electric power sector) and about two-thirds of Montana's coal production was sent out of state in 2020. Montana's coal production declined in recent years, mainly because of competition from natural gas and renewable energy sources as a fuel for electricity generation and retirements of coal-fired power plants.
- Natural Gas – Montana accounts for about 0.1% of U.S. total natural gas reserves and marketed production. The state's natural gas production is less than one-third of what it was at its peak in 2007, and output in 2021 dropped to its lowest level since the early 1970s. Production from natural gas wells and coalbed methane wells in the state trended downward in recent years as energy companies focused on drilling for oil rather than for natural gas. Montana has the largest single underground natural gas storage site in the nation. Montana consumes twice as much natural gas as it produces, which makes the state a net natural gas importer. The largest amount of natural gas deliveries in Montana goes to the industrial sector and the commercial sector, which each account for about 33% of natural gas consumption. The residential sector accounts for about 26% and the electric power sector accounts for about 7%. About half of Montana households use natural gas as their primary energy source for home heating.

- Oil and Gas – Montana accounts for less than 1% of U.S. total proved crude oil reserves, and the state produces about 1 in every 200 barrels of U.S. oil. Montana has four oil refineries with a combined crude oil processing capacity of about 215,000 barrels per calendar day. Three refineries are in the Billings area, and one is in Great Falls. Although Montana's total petroleum consumption is among the lowest 10 states, its small population helps place it among the top 10 states in petroleum consumption per capita. The transportation sector consumes about three-fifths of the petroleum used in Montana. The state ranks among the top 5 in both per capita annual vehicle miles traveled and per capita gasoline expenditures. The industrial sector is the second-largest consumer of petroleum, accounting for almost one-fourth of the state's total use. The residential sector—where 1 out of 7 households heat with propane, fuel oil, or kerosene—and the electric power and commercial sectors make up the rest, about 13%, of the state's petroleum consumption.
- Renewable Energy – Montana has substantial renewable energy resources, and in 2021, Montana was the seventh-largest producer of hydroelectric power in the nation. Six of Montana's 10 largest power plants by generating capacity are hydroelectric facilities. Wind energy powers two of the state's 10 largest generating plants by both capacity and actual yearly generation. At the end of 2021, Montana had nearly 900 megawatts of wind power generating capacity in operation. In 2021, solar generated less than 1% of Montana's in-state electricity. Montana has biomass resources, and about 7 in 100 households heat their homes with wood. The state has the third-highest share of wood-burning households, after Maine and New Mexico. Montana has geothermal resources, but there are no utility-scale electricity generating facilities in the state.

Financial Services Sector - Financial institutions in Montana vary widely in size and presence. Statewide, Montana has 108 licensed banks, trust companies, credit unions, mortgage lender/brokers, consumer loan companies, escrow businesses, and business development centers. In 2022, the largest Gross Domestic Product (GDP) industries in Montana were finance, insurance, real estate, rental, and leasing. This industry accounted for 8.13 billion dollars.

Food & Agriculture Sector – Food and agriculture is the largest industry in Montana and mainly produces wheat, sugar beets, sheep, goats, barley, beef, seed, potatoes, canola, and organics among other crops and livestock. According to the 2017 Census of Agriculture, Montana has 27,048 farms and 58,122,878 acres in land used for farming. The net cash farm income was $831,073,000. Montana is America's 32nd largest agricultural exporting state, shipping $1.2 billion domestic agricultural exports abroad in 2017. Montana is the third leading exporter of wheat; and ranks among the top fifteen exporters of miscellaneous grains, dry peas, beans, and hay.

Government Facilities Sector - The Montana government facilities sector includes a wide variety of buildings that are owned or leased. Many government facilities are open to the public for business activities, commercial transactions, or recreational activities. These facilities include general-use office buildings, public schools, courthouses, historical property, state parks, and structures that may house critical equipment, systems, networks, and functions. Montana has 22 District Courts that use 26 courthouses statewide. 3 of the 22 District Courts utilize more than 1 courthouse within their District. In 2021 Montana had 826 public schools. Of Montana's 826 public schools, there are 436 elementary schools, 217 middle schools, and 13 high schools. Enrollment for the 826 public schools in 2021 are broken down as follows:

- 52 schools have more than 500 students.
- 156 schools have 250-499 students.
- 173 schools have 100-249 students.
- 125 schools have 50-99 students.
- 319 schools have fewer than 50 students.

Montana has a rich and varied set of heritage properties that represent different themes in Montana history. Over 59,000 historic and precontact sites, buildings, structures, and districts have been identified and recorded in the state, and 1,170 of these have been listed in the National Register of Historic Places. To provide the enjoyment of camping, fishing, hiking, swimming, boating, and exploration of natural and cultural resources Montana has 55 state parks available for the public.

Healthcare & Public Health Sector – As a whole, the healthcare sector entails ambulatory health care services, assisted living facilities, community health centers, home health agencies, hospitals, nursing residential care facilities, personal care agencies, and skilled nursing facilities. According to the Department of Labor and Industry's "Montana Employment and Labor Force Projections 2017-2027", the healthcare industry is Montana's largest employing industry, with over 72,000 employees. Estimates for the healthcare industry indicate annual growth of 1,010 jobs over the next ten years.

As of March 2021, the Rural Health Information Hub data listed that Montana has 49 critical access hospitals, 61 rural health clinics, 57 federally qualified health center sites located outside of urbanized areas and 7 short term hospitals located outside of urbanized areas. There are three hospitals in the state that are classified as Indian Health Services (IHS), located in the communities of Browning, Crow Agency, and Fort Belknap.

In public health the top occupations in Montana include nursing, administrative support, health educator, environmental health, allied health and lead public health official. The major job functions within public health were monitoring, assessment or evaluation; public education, communication and media, administration, and clerical; population-based health promotion, and population-based disease prevention. As of May 2020, the U.S. Bureau of Labor Statistics reported Montana having 29,770 individuals employed in the Healthcare Practitioners and Technical Occupations and 18,810 individuals employed in the Healthcare Support Occupation.

Information Technology Sector – IT infrastructure refers to the composite hardware, software, network resources and services required for the existence, operation, and management of an enterprise IT environment. Typically, a standard IT infrastructure consists of hardware, software, networks, and meat ware (e.g., human users such as network administrators). According to the Montana Department of Labor and Industry, Montana added 153 Information Technology Firms in 2017. That year, the tech industry also employed over 15,000 workers and attracted over $83 million in venture capital investment. This represents a 40-fold increase in venture capital over just a few years prior. The sector as a whole in Montana generated $1.4 billion in revenue in 2017.

Materials and Waste Sector – The solid waste infrastructure in Montana consist of landfills, transfer facilities, and recycling/waste diversion facilities. There are 32 Municipal Solid Waste Landfills (MSWLFs) that handle approximately 1.6 million tons of solid waste annually. Of which, 1.3 million tons of this waste is landfilled annually with the remainder being diverted. The state's facilities have approximately 38 years of capacity remaining. The following are common types of wastes generated in the State:

- Municipal solid waste.
- Construction and demolition wastes.
- Yard waste.
- Industrial wastes.
- Oil and gas wastes.
- Hazardous wastes.
- Other special wastes (e.g., agricultural, sludge, electronic, etc.).

Transportation Systems Sector - Montana's extensive transportation system provides the state's residents, visitors, and businesses with a high level of mobility and is the backbone of the state's economy. Montana's transportation system consists of:

- Approximately 73,567 miles of public road.
- Approximately 3,376 miles of railroad.
- Approximately 15,877 miles of pipeline.
- 4,471 public bridges.
- 124 public-use airports (16 owned and/or operated by the Montana Department of Transportation) and more than 350 private-use airports.
- Approximately 65 different rail, bus, and van services (39 of these are public transit and 36 are classified as rural agencies).

Annually, $101 billion in goods are shipped to and from sites in Montana, mostly by truck, further emphasizing the vital role of the Montana's highway transportation network. The Montana Department of Transportation maintains over 25,000 lane miles of highway and plows on average over 4 million miles per year statewide - the equivalent of driving around the world 160 times or 8 trips to the moon. The primary products shipped out of Montana by rail are coal, grain, petroleum, and wood product. In 2019 it was reported that Gas and hazardous materials are actively distributed up to 277,319 miles across pipelines throughout Montana.

Water & Wastewater Systems Sector – The Montana Department of Environmental Quality (DEQ) reports there are 2,162 water systems in operation in the State. The breakdown of those systems are as follows:

- 34% are communities.
- 53% are transient systems (e.g., restaurants, motels, campgrounds).
- 13% are non-community/non-transient systems (e.g., schools, offices, businesses, and parks).

Over than 400,000 people (39%) are served by just 12 of these community systems. Another 210,000 people (over 20%) are served by another 100 of these community systems. The remaining 41% of the population is served by the remaining small community and individual private systems. Over 359,000 (about 34%) of the State's population rely on surface water as their primary source of drinking water, typically from the Yellowstone, Missouri, and Milk Rivers. The remaining population relies on groundwater sources for their drinking water.

Approximately 62% of Montana's population is served by public wastewater systems owned and operated by municipalities and water and sewer districts, distributed per population groupings shown in the table. Other types of wastewater systems, mostly septic tanks and drain fields, serve the remaining 38% of Montana's population. More specifically, the above wastewater systems consist of 229 public wastewater treatment and collection systems. They include 149 public lagoons systems, 41 public mechanical treatment plants, and 26 lagoon systems owned by tribal governments or other organizations. Lagoon systems are pond-like basins or bodies of water that are designed specifically to treat wastewater. Treatment can occur naturally, and lagoons should be lined with material that will prevent leaks into the groundwater below. These 26 lagoon systems are not regulated by the State.

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APPENDIX B

Montana Hazard Analysis, Mitigation Overview, & Capability Assessment

Note: This information for this Appendix was derived from the Montana Multi-Hazard Mitigation Plan (MHMP) which is updated every five years.

Hazard Analysis

Montana has experienced and continues to be vulnerable to a multitude of emergency situations from natural, technological, and human-cause events. Most hazards Montana deals with are natural, but the possibility of a terrorist or human-caused incident continually increases. The most feasible events are considered below:

Wildland & Rangeland Fires – Montana is susceptible to Wildfire, both natural and human-caused. Cycles of drought, land management practices and fire suppression leave many areas of Montana predisposed to burn. Insect infestation has created many forest areas susceptible to fire by creating large volumes of dead fuel. July thru September is typically the most catastrophic months for fires but does not exclude the possibility of fires at any time of the year.

According to data from the Northern Rockies Coordination Center (NRCC), Montana has averaged close to 1,825 fires per year for the last 20 years. In Montana, wildfires have burned approximately 2,646,458 acres in the last five years, threatening lives, destroying dozens of homes, and costing millions of dollars. Wildland fires near communities' impact public health and safety, water quality, transportation infrastructure, regional economies, and quality of life.

The 2021 fire season set records in some locations for days in extreme fire danger with prolonged hot and dry weather stoking blazes and stretching resources thin. Fire suppression costs ran close to $250 million in Montana.

Figure 1: 2021 Fire Season Statistics
Source: Montana DES, 2022

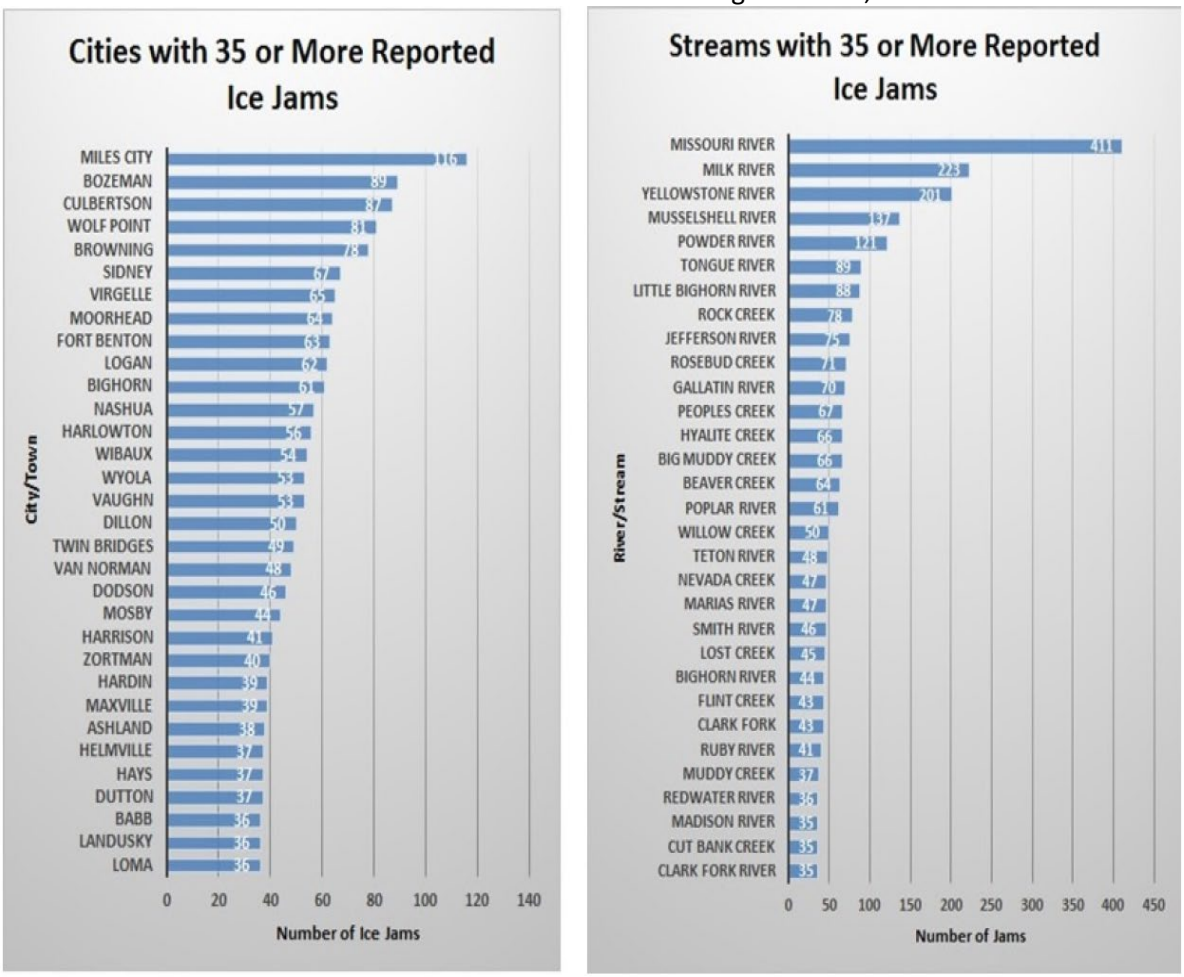
2021 Fire Season Stats

	Human Caused Fires	Human Caused Acres	Lightning Caused Fires	Lightning Caused Acres	Wildfire Totals	
					Fires	Acres
Totals	1,864	180,495	709	567,183	2,573	747,678

Flooding – Montana can experience flooding in almost any area at any time of the year. The types of flooding that affect Montana include regional flooding, flash floods, and ice-jam floods. Over 70% of all major disaster declarations for Montana are due to flooding. Snowmelt flooding occurs as warmer spring temperatures melt snow over the mountains and the runoff overfills creeks and rivers. Flooding may be intensified by spring rains falling over the mountain snowpack adding to the water flowing into waterways.

From 1974 to 2019, there have been 19 Presidential flood disaster declarations with over $91 million in public assistance granted. During a similar period, there have been state flood emergencies granting over $14 million in public assistance to Montana counties, cities, and towns. In Montana, 1,984 ice jam events have been recorded, the most of any lower of the 48 states. Ice jams occur most frequently in the months of February (21%) and March (45%) and have been reported on 380 different streams and rivers.

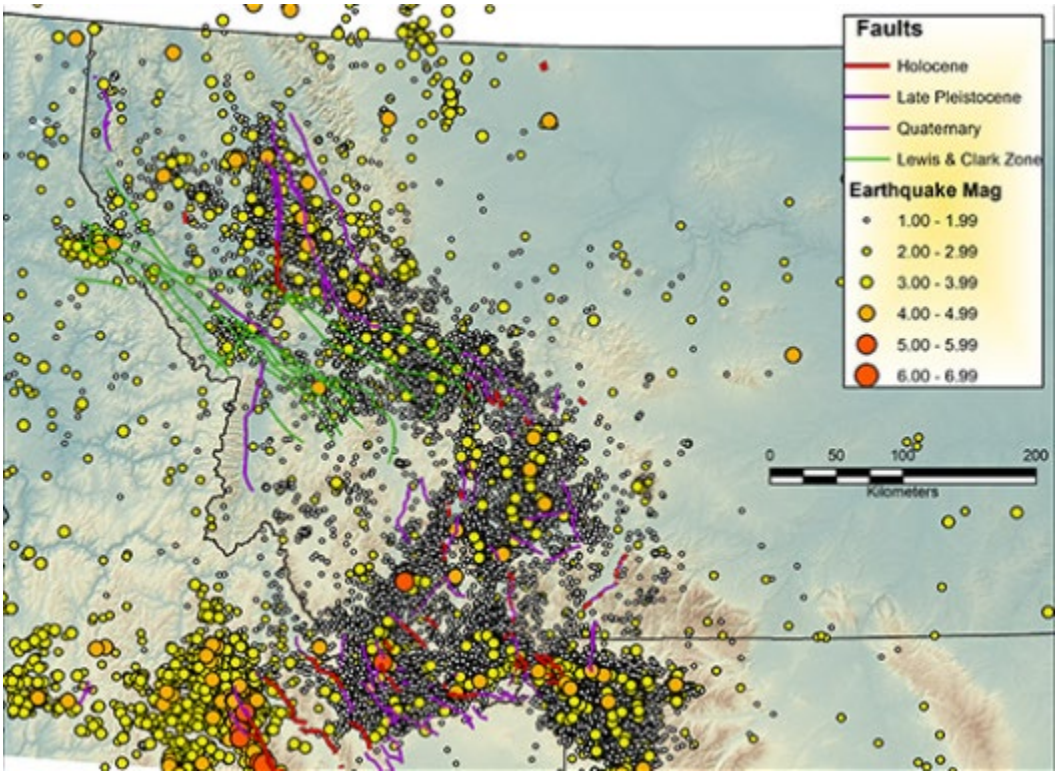
Figure 2: Montana Cities and Streams with Most Reported Ice Jams
Source: Montana Multi-Hazard Mitigation Plan, 2018



Earthquake – Thousands of faults have been mapped in Montana, but scientists think only about 95 of these have been active in the past 1.6 million years (the Quaternary Period). Although it has been over six decades since the last destructive earthquake in Montana, small earthquakes are common in the region, occurring at an average rate of 4-5 earthquakes per day. Montana is one of the most seismically active states in the United States. Since 1925, the state has experienced five shocks that reached intensity VIII or greater (Modified Mercalli Scale). During the same interval, hundreds of less severe tremors were felt within the state. Montana's earthquake activity is concentrated mostly in the mountainous western third of the state, which lies within the Intermountain Seismic Belt.

Figure 3: Montana Intermountain Seismic Belt

Source – Montana Bureau of Mines and Geology, 2020



The largest earthquake in Montana, the 1959 Hebgen Lake event, caused more than $11 million in damage ($93.7 million in 2018 dollars). The second most-damaging earthquakes were the October 1935 Helena earthquakes, which caused more than $4 million in damage ($72.4 million in 2018 dollars).

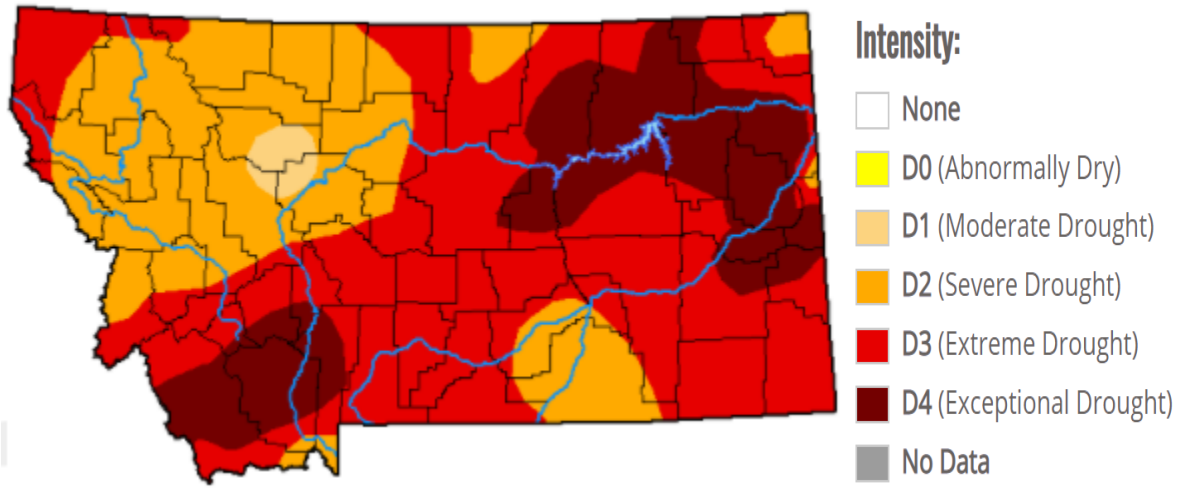
Drought – In the last 100 years, the first drought impacts occurred shortly after homesteaders flooded the state. The homestead boom of 1906 through 1918 “busted” when severe drought swept the state from 1917 through 1923. The drought was compounded by plummeting market prices and banks demanding repayments. The Dust Bowl years further impacted agricultural production and economies throughout the state. The period from 1928 through 1939 was the driest in the historic record.

The drought of the 1930s was exacerbated by poor farming practices, low market prices and a depressed economy. A variety of adjustments ensued: improved farmland management, the establishment of insurance programs, liberalization of credit, and diversification of the regional economy. As a result, impacts caused by the drought of the 1950s were much less severe than those of the 1930s, even though the conditions were similar to those of the dust bowl era of the 1930s.

The drought from 2000-2007 suggests the dryness and hydrologic deficit mimics the Dust Bowl years in everything but duration. According to the Palmer Drought Index, Montana has been in severe and extreme drought between 10 and 20 percent of the time in the last one hundred years. The drought of 2017 was of epic proportions stretching 680 miles west to east from Noxon to Sidney. This was the first summer in 10 years that so much of the state experienced drought at the same time and the first year since 2004 that more than 10 percent of the state was in extreme drought. During 2017, the speed of the transition from wet to dry was so rapid that the term “flash drought” has been coined.

In the summer of 2021, Montana recorded the second driest June and July period (combined) on record which, when coinciding with hot summer temperatures, resulted in exceptional drought conditions and an early start to the 2021 wildfire season. This resulted in multiple negative impacts to the state’s agricultural, hydrologic, and recreational industries.

Figure 4: Drought Monitor for Montana, August 31, 2021
Source: US Drought Monitor - Archives



Severe Weather – Severe weather entails both summer and winter weather which consists of thunderstorms, hailstorms, high winds, extreme heat, extreme cold, heavy snow, freezing rain, and sleet, etc. Severe summer weather can cause damage to buildings, homes, and other property but rarely cause death, serious injury, or long-lasting health effects. Straight-line winds are responsible for most thunderstorm damage. The National Weather Service reports that severe summer weather has caused $51.5 million in property damage and $26.3 million in crop damage over the past 60 years in Montana. Eight deaths and 31 injuries were attributed to lightning strikes. Across the country, large hail results in nearly $1 billion in damage annually to property and crops.

Severe winter weather presents one of the greatest threats to life of any hazard in Montana. Statistics on winter deaths are difficult to obtain, but nationwide there are on average 100 lives directly and indirectly lost to winter weather, more than lightning, hurricanes, or tornadoes. About 70 percent of the winter deaths in the U.S. occur in automobiles and nearly 25 percent are from people caught out in the storm. From 2012 through 2021 there were 31 severe winter weather events causing either loss of life or property damage. Counties with the highest exposure from severe weather include Dawson, McCone, Yellowstone, Musselshell, Cascade, Petroleum, Sheridan, and Valley counties.

Figure 5: Highway 191 Near Malta, December 28, 2003
Source – Montana Multi-Hazard Mitigation Plan, 2018

Note: Highway was closed for several days following record snowfall in Northeastern Montana.

Hazardous Material Incidents and Transportation Accidents - The most likely location for a transportation-related hazardous material release is along Montana's highways, railroads, and pipelines. In Montana, from 2012 to 2021, 670 releases were reported to the National Response Center (NRC). Of these, 38 percent were from fixed facilities compared to the national average of 30 percent. Mobile facilities, primarily highway accidents, accounted for 17 percent of the incidents, compared to the 12 percent national average. Eight (8) percent of the releases were from pipelines and 7 percent were from railroad derailments.

Car crashes occur in every community across the nation and can be devastating to families, friends, and communities. It is estimated that vehicle crashes cost the State approximately $595 million in wage loss, medical expenses, insurance administration, and property damage. This figure does not account for the indirect costs of human suffering and loss resulting from these tragedies. Federal Railroad Administration data indicates that between 2012 and 2021, 941 railcar derailments occurred in Montana. Of these, 140 involved railcars carrying hazardous materials that were damaged and 18 involved railcars carrying hazardous materials that were released to the environment.

Figure 6: Train Derailment in Alberton with Chlorine Gas Release, April 11, 1996

Source – Montana Multi Hazard Mitigation Plan, 2018

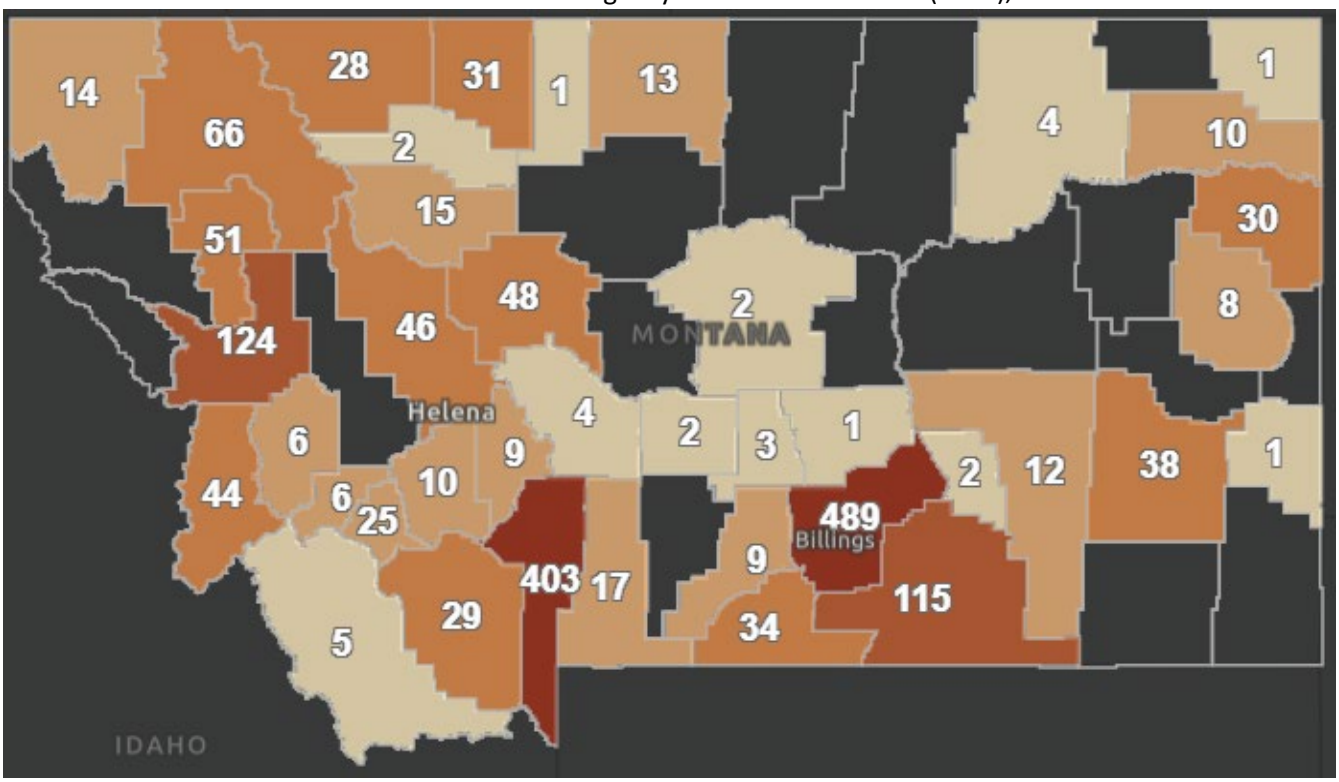
Diseases – Diseases may be transmitted (spread) either by one infected person to another, from an animal to a human, from an animal to an animal, or from some inanimate object (doorknobs, table-top, etc.) to an individual. This section combines human disease, agricultural (crop and livestock) disease, and wildlife disease into one profile.

Public health emergencies that have affected Montana include vector-borne disease, such as West Nile Virus, food-borne illness like E. coli, and vaccine-resistant illness such as virulent strains of influenza. Another public health emergency to affect Montana was the Coronavirus COVID-19. On February 26, 2020, the Centers for Disease Control and Prevention (CDC) confirmed the first suspected case of local transmission of the COVID-19 in California. Oregon, Washington, and New York soon reported their own cases of possible community transmission and thereafter the virus continued to spread across the United States.

On March 13, 2020, Montana has its first four “presumptively” positive cases of the COVID-19. As of June 9, 2020, there have been 554 total confirmed cases of COVID19 in Montana. 18 fatalities have now occurred as a result of COVID-19 and 39 cities, and 26 towns have declared an emergency for COVID-19.

There have been few cases of livestock or plant disease in Montana that have caused impact. An anthrax outbreak occurred in 2003 causing the death of 37 cows in Roosevelt County. One case of a foot-and-mouth type disease was detected in Yellowstone County in 2005. Several wildlife diseases have emerged in Montana in recent years. In November 2017, Montana FWP reported that a mule deer buck shot north of Chester on the Hi-Line near the Canadian border tested positive for Chronic Wasting Disease (CWD). The test results marked the fifth incident of CWD discovered in Montana wild deer, but the first in northern Montana. The other four deer came from south of Billings. Until 2017, CWD had not been found in Montana.

Figure 7: Montana Coronavirus Confirmed Cases by County, July 13, 2020.
Source – Montana State Emergency Coordination Center (SECC), 2020



Landslide and Avalanche - Landslides are among the most common geologic hazards in Montana, causing damage in rural and urban areas of the state. The Hebgen Lake earthquake of August 18, 1959, triggered the largest landslide in Montana history, where nearly 1.25 miles of the Madison River and Montana Highway 287 were buried to depths as great as 394 feet (see the Earthquake hazard profile in Section 4.4) Avalanches are also responsible for fatalities to recreationists such as skiers, snowboarders, snowmobilers, and climbers. From 2011 to 2021, there were 30 avalanche fatalities in Montana, representing about 12 percent of the nationwide avalanche-related deaths. In 2014, a devastating avalanche, triggered by winter recreationists, impacted a Missoula neighborhood, causing one fatality, destroying one home, and damaging three others.

On May 27, 2005, the Governor proclaimed an emergency to exist in Carbon County due to the Beartooth Highway landslide that occurred in March 2005. As a result, a federal disaster declaration was received and the Federal Highway Administration reimbursed Montana $15 million for expenses associated with the highway repair. The SBA made a declaration to provide assistance to small, non-farm businesses in Big Horn, Carbon, Gallatin, Golden Valley, Meagher, Park, Stillwater, Sweet Grass, and Yellowstone Counties that suffered financial losses as a result of the highway closure due to the landslide disaster.

Figure 8: Beartooth Highway Landslide, March 2005
Source – Montana Multi Hazard Mitigation Plan, 2018

Dam failure - Dam failure is a technological threat facing many Montana communities. Dam failure floods in Montana have primarily been associated with riverine and flash flooding. Nevertheless, the potential for a major flood occurring solely as a result of dam failure is a real possibility. According to the Department of Natural Resources and Conservation (DNRC), there are over 3,667 dams in Montana that impound 50-acre feet of water or more. Of these dams, approximately 197 are classified as high hazard. The Hazard rating refers to the potential for the loss of life downstream should a dam fail, rather than a reflection of a dam's condition.

Aging infrastructure is to blame for a number of failed dams in Montana. There have been numerous small failures primarily related to deterioration of corrugated metal pipe outlet works, which causes slow release of reservoir contents along the outside of the outlet pipe, with minimal downstream property damage but serious damage to the structure. On November 30, 2021, flows below Hebgen Dam rapidly dropped from about 650 cubic feet per second to less than 200 cubic feet per second due to a failed gate component that is part of the 106-year-old dam's outflow structure. Two State emergency orders have been issued due to pending dam failures in Montana: EO-16-96 for the East Fork of Rock Creek Dam in Granite County in 1996, and EO-9-98 for the Tin Cup Dam in Ravalli County near Hamilton in 1998. Neither of these dams failed. No federal disaster declarations have been issued due to dam failure in Montana.

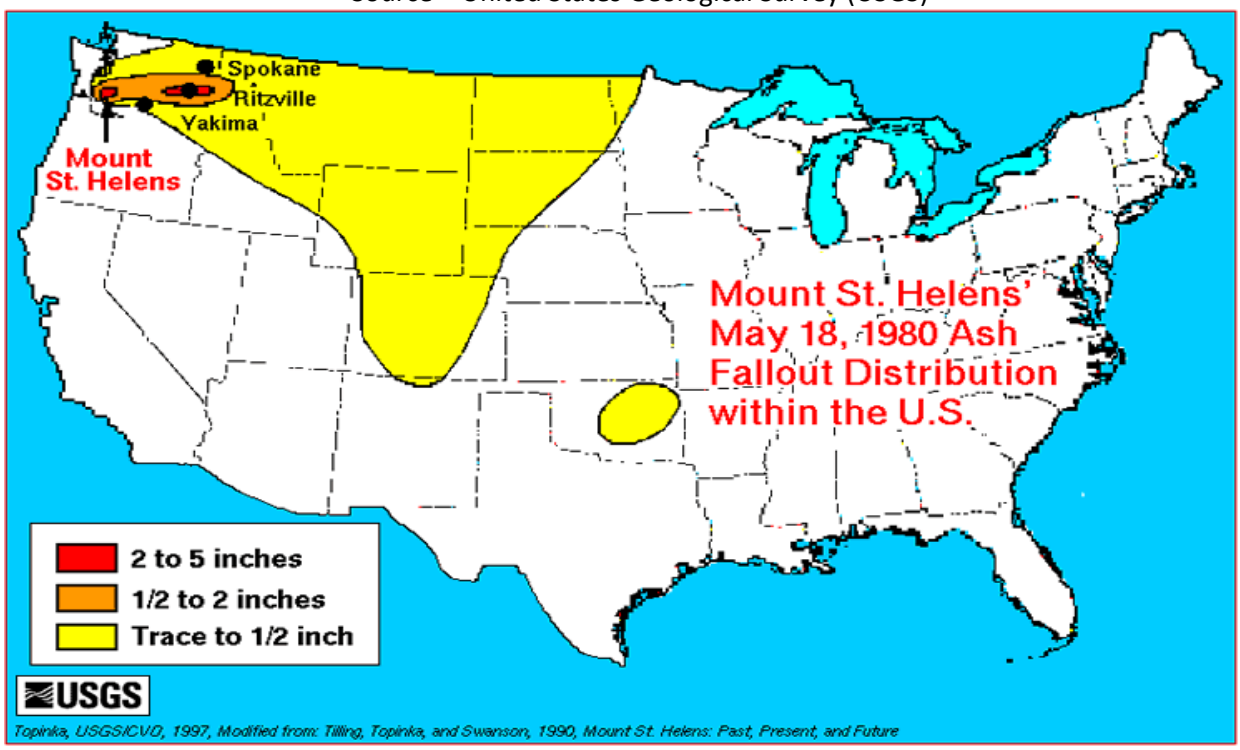
Terrorism, Violence, Civil Unrest, and Cybersecurity – Civil unrest, violence and terrorism are not common hazards affecting Montana, but over the short history of Montana, labor strikes have caused economic disruption, threats of terrorism have disrupted community security, and large-scale violence has claimed several lives. Montana's sparse population with smaller cities may limit the state as a terrorist target, but the state's rural nature has attracted terrorist and extremist groups as a safe haven.

Large gatherings in Montana bring increased risk of violence. Many communities host annual events which draw thousands of participants, many from out-of-state, including Evil Knievel Days, St. Patrick's Day, and the Montana Folk Festival in Butte, concerts in Billings and Missoula, and many others. Rainbow Family Gatherings have been held in Montana several times in the past 20 years are another example of large gatherings which pose a risk of violence.

Volcanic Ash – Montana is within a region with a significant component of volcanic activity and has experienced the effects of volcanic activity as recently as 1980 when Mount St. Helens erupted in the state of Washington. The two volcanic centers affecting Montana in recent geologic time are: 1) the Cascade Range of Washington, Oregon, and California; and 2) the Yellowstone Caldera in Wyoming and eastern Idaho. Volcanic eruptions in the Cascade Mountains are more likely to impact Montana than Yellowstone eruptions, based on the historic trends of past eruptions. The primary effect of the Cascade volcanic eruptions in Montana would be ash fall.

After the eruption of Mount St. Helens in May 1980, a coating of up to 0.2 inches of ash fell on Western Montana (Sarna-Wojcicki and others, 1981). Ash deposits were thickest in the western portions of the state, tapering to near zero on the eastern part of the state (Figure 4.12-2). It is estimated that the ashfall cost Missoula County nearly $6 million in cleanup and lost work time. Statewide cost from this event has been estimated at between $15 and $20 million. Travel was restricted in Western Montana for over a week because of concerns for public health; the ash was determined to be a physical respiratory irritant but not a toxic substance. The main hazards in western Montana included reduced visibility (and resulting closed roads and airports), clogging of air filters, and a health risk to children, the elderly, and people with cardiac or respiratory conditions, such as asthma, chronic bronchitis, and emphysema.

Figure 9: Mount St. Helens Ash Fallout Distribution
Source – United States Geological Survey (USGS)



Mitigation Overview

For in-depth information on these hazards, the 2018 Montana State Mitigation Plan is available online at https://des.mt.gov/Mitigation/Mitigation-Program

Capability Assessment

The Threat & Hazard Identification & Risk Analysis (THIRA) is a process used to assess capability and resource requirements to address anticipated and unanticipated hazards. The Stakeholder Preparedness Review (SPR), in reference to the THIRA, provides an assessment of statewide capability strengths and gaps required for prevention, protection, mitigation, response, and recovery. In depth information on the THIRA and SPR is available at MT DES 406-324-4777.

APPENDIX C

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