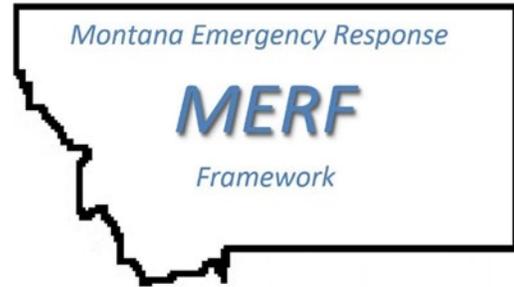# Emergency Support Function

Montana Emergency Response
MERF
Framework

2022

Annex # 7
Logistics

Authorization & Concurrence:

This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework** (MERF) is activated. It supersedes all previous editions.

Approved: _____   Date: _____

Record of Changes

All changes to this plan annex are to be dated on the master copy kept by the Montana Disaster & Emergency Services (DES).

Date Posted	Change	Recommending Agency/Individual

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Section II: Purpose & Scope

Purpose:
Emergency Support Function (ESF) #7 – Logistics integrates logistics incident planning and support for timely and efficient delivery of supplies, equipment, services, and facilities for state, county, tribal, and private entities involved in response and recovery efforts for emergencies or disasters that impact the State of Montana. It also facilitates comprehensive logistics planning, technical assistance, training, education, exercise, incident response, and sustainment that leverage the capability and resources of State logistics partners, public and private stakeholders, and nongovernmental organizations (NGOs) in support of both responders and disaster survivors.

Scope:
ESF #7 is responsible for providing direct and active support to emergency response and recovery efforts following a disaster. ESF #7 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. ESF #7 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

Section III: Assumptions & Relationships

Assumptions
For the purpose of designing responses in an all-hazard environment, this annex outlines the following assumptions:

- Upon request, ESF 7 provides the resource support needed to maintain the response capacity of local and tribal partners.
- Equipment and supplies are provided from current stocks or, if necessary, from commercial sources, using locally available sources when possible.
- During response operations, acquisition of these resources may be supported by preexisting memorandums of understanding, memorandums of agreement, and interagency agreements and contracts.
- Local and tribal partners will exhaust local and mutual aid resource support mechanisms prior to requesting support from the state. A request may be made if exhaustion of local resources is imminent.
- Normal forms of communications may be severely interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.
- Donated goods and supplies will be managed and utilized as necessary.
- The management and logistics of resource support is highly situational and requires flexibility and adaptability.
- Local and tribal governments will expend resources and implement mutual aid agreements under their own authorities.

Relationships
This document does not relieve tasked agencies with the responsibility for emergency planning. The following section outlines the relationships between state agencies and local, tribal, private, and non-governmental organization partners in supporting ESF #7 response and recovery activities:

Local & Tribal Governments
Local and tribal mutual aid and assistance networks facilitate the sharing of resources to support response activities. Local and tribal authorities are responsible for obtaining required waivers and clearances related to ESF #7 support and are responsible for requesting state support through the jurisdiction's emergency management agency when incident exceeds local capabilities.

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local and tribal incident management system. Shortages of resources are adjudicated at the lowest jurisdictional level. Local emergency management coordinates with the local or on-site Incident Commander within the disaster area to implement the jurisdictions distribution management plan.

Local and tribal agencies coordinate ESF #7 activities with Non-Governmental Organizations (NGOs) and private sector entities to meet the immediate needs of disaster survivors and to support the management of unsolicited donated goods and services as well as unaffiliated volunteers and organizations. These resources can help accelerate the recovery of individuals, households, and communities.

<u>Private Sector/Non-Governmental Organizations</u>
ESF #7 works with retail, wholesale, and other similar private industry associations for logistics information sharing and planning that would produce mutually beneficial results in coordinating how, when, where, and by whom critical resources will be provided during all types of incidents. Support that cannot be provided from local, tribal, or federal partners are secured through direct procurement or donations.

Most disaster relief resources to individuals and families are provided by NGO sources, principally the volunteer, nonprofit and faith-based organizations in Montana that have a response and recovery mission. Some organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles in the Montana Emergency Response Framework (MERF).

Resources from NGOs and the private sector may augment local response capabilities. NGOs, together with academia and the private sector, are integral elements of response and recovery in coordinating with local, tribal, state, and federal partners to provide disaster relief resources to affected individuals/households and communities. These partners collaborate to resolve the disaster-related unmet needs of affected individuals and communities.

NGOs and the private sector also provide operational information to local, tribal, state, and federal agencies. This information allows government planners to identify actual or potential resource shortfalls and/or excesses and adjust to the needs of the community.

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

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support response and recovery activities. State resources will supplement, not supplant, local resources. When activated to respond to an incident, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC.

If the Governor has declared an emergency, resources may be requested through the Emergency Management Assistance Compact (EMAC), the nation's state-to-state mutual aid system that is process through the SECC.

<u>Section IV: Core Capabilities</u>

The following table list the core capabilities and their key activities that the coordinating, primary, and supporting agencies collectively support. Though not listed in the table, all ESFs, including ESF #7, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

CORE CAPABILITIES	**Key Activities** – The SECC coordinates with the primary agency and supporting agencies to coordinate resources in support and response for the following key activities during actual or potential incidents:
Mass Care Services	• Acquires and manages resources, supplies, and services from providers via contracts, mission assignments, interagency agreements, and donations. • Supports the prioritization, coordination, and communication of mass care resource requirements. • Communicates plans, requirements, and strategies to core capability providers. • Supports requirements for physically accessible sheltering and feeding, as well as related activities to support survivors of disasters.
Critical Transportation	• Manages transportation that includes equipment and procedures for moving material from storage facilities and vendors to incident victims, particularly with emphasis on the surge and sustainment portions of response. • Provides transportation management services, including fulfilling requests from other state, local, and tribal organizations.
Infrastructure Systems	• Provides logistical support to first responder services.
Operational Communications	• Coordinates the procurement of communications equipment and services.
Logistics & Supply Chain Management	• Coordinates resource support for survivors. • Provides resource management that includes determining requirements, sourcing, ordering and replenishment, storage, and issuing of supplies and equipment. • Provides facilities management that includes locating, selection, and acquisition of incident facilities as well as storage and distribution facilities. • Establishes and operates logistics support facilities to include the management of services related to lodging and feeding incident support personnel. • Provides personal property management to include policy and procedures guidance for maintaining accountability of material, as well as identification and reutilization of property acquired to support State response operations. • Manages electronic data interchanges to provide end-to-end visibility of response resources. • Plans for transitional support to recovery operations concurrent with response operations.

Section V: Operational Functions

The following table lists the operational functions that both the primary agency and supporting agencies most directly support for ESF #7:

PRIMARY AGENCY	Operational Functions – Disaster and Emergency Services serves as the primary agency. The operational functions for the primary agency include:

Montana Disaster & Emergency Services	**Coordinating Agency:**
	• Coordinate state resources and support to local/tribal, state, and non-governmental organization (NGO) entities needing assistance.
	• When appropriate, activate the SECC, procure and distribute state resources in response and recovery operations, and contact and request federal resources.
	Primary Agency:
	• Act in concert with the supporting agencies in planning, coordinating, and managing the activities of ESF #7 and ensuring that all missions are properly assigned and executed.
	• Alert designated ESF personnel of possible resource needs and if necessary, directly procure resources requested by the local or tribal emergency management coordinator.
	• If another ESF requires assistance in obtaining needed items, ESF #7 assists to find a source for needed items and provides to the requesting emergency support function the name of the contact person, the price, and schedule when the material can be made available at the established location.
	• When needed, such as during long activation periods or intense activation over a short time, personnel from other agencies may be called in to the SECC to participate in ESF #7 or asked to help locate sources of needed items while posted at their own agencies.
	• Plan, coordinate, and manage the resource support needed in ESF #7. This includes responsibilities for:
	   ○ Property accountability
	   ○ Vehicle fleet and facilities management
	   ○ Facility security and credentialing
	   ○ Logistics planning and training
	   ○ Shipping and receiving arrangements, state contracts and procurement during disasters, and
	   ○ Emergency Management Assistance Compact (EMAC) coordination, when necessary.

SUPPORTING AGENCIES	Operational Functions – The operational functions for the supporting agencies may include:
Department of Military Affairs	*Upon approval by the Governor:* **Communication/Technology** • Mobile communications vehicle capable of interoperability among numerous radio systems. This unit has VHF, UHF, HF, Citizen Band, Satellite Reach-back and VOIP, as well as Amateur Band capabilities and can act as a repeater for various radio systems. **Equipment/Supplies** • Transportation equipment to move essential resources, when requested. • Refrigerated trailers for human fatality management services.

	• Equipment resources to assist with on-scene mitigation operations during a disaster or major incident involving oil and hazardous materials. **Expert Knowledge/Specialty Personnel** • Engineering expertise and construction personnel/resources and support. • Technicians who can assist with set-up and support of communication infrastructure. • Qualified personnel to assist radiological contaminated debris management activities by coordinating and/or providing resources, assessments, data, expertise, technical assistance, monitoring, and other appropriate support tied to transportation systems. • Civil Support Team to support civil authorities at domestic CBRN incident sites by identifying CBRN agents/substances, assessing current and projected consequences, advising on response measures, and assisting with requests for additional support. • Personnel to provide logistical support to the SECC. • Military medical personnel to assist in the protection of public health. • Personnel to assist with on-scene mitigation operations during a disaster or major incident involving oil and hazardous materials. **Facilities** • Service facilities. • Mobile Shelter/Alternate Care Facility.
Department of Natural Resources and Conservation	**Communication/Technology** • Mobile Command Vehicle with multi-platform communication capability, as well as many mobile radios that are available in all areas of the State. **Equipment/Supplies** • Firefighting equipment and supplies. • Contracting services through ESF #3 to urban and rural firefighting forces to obtain heavy equipment and/or demolition services. **Expert Knowledge/Specialty Personnel** • Technicians who can assist with set-up and support of communication infrastructure. • Qualified firefighting personnel. • Personnel for logistics support through the appropriate Coordination Center for mobilizing resources for firefighting. • Personnel to provide direct liaison with local, state, tribal, territorial, and insular area EOCs and fire chiefs in the designated area, as appropriate.
Montana Department of Transportation	**Communication/Technology** • Alternate communications capability including platforms with land mobile, satellite, and internet capability. • Specific aircraft communications platforms. **Equipment/Supplies** • State-owned assets to complement temporarily degraded or disrupted air navigation services capabilities.

	• Heavy equipment, fuel, and transportation assets **Expert Knowledge/Specialty Personnel** • Engineering and/or contractual/procurement personnel to assist in structural inspections and damage assessments of public infrastructure; temporary protection and repair of roads, building, and bridges; and emergency removal of debris and obstructions declared to be hazards. • Subject matter expertise to support specialized salvage/wreck removal operations as part of a coordinated response and restoration strategy. • Subject matter expertise on the transportation of contaminated materials. • Technical assistance to local and tribal entities in determining the most viable transportation networks to, from, and within the incident area. • Technicians who can assist with set-up and support of communication infrastructure. **Facilities** • Shop service facilities
Montana Department of Public Health & Human Services	**Communication/Technology** • Alternate communications capability including a communication trailer with mobile, satellite and internet capability. **Equipment/Supplies** • Lab testing/analysis. **Expert Knowledge/Specialty Personnel** • Trained personnel to assist with food distribution, emergency housing, coordination with volunteer agencies, and outreach activities to determine unmet needs. • Technicians who can assist with set-up and support of communication infrastructure. • Technical assistance related to food safety issues. • Personnel to coordinate the activities necessary to provide the staff, supplies and facilities to deliver mental health and crisis counseling services to disaster victims. • Technical assistance and subject matter expertise in the State's effort to provide public health and medical assistance to local and tribal governments in an incident requiring a coordinated State response. • Technical assistance regarding the proper disposal of contaminated food products and the decontamination of affected food facilities in order to protect public health. • Coordination of crisis-counseling services to individuals and groups impacted by the disaster situation. Crisis counseling is a time-limited program designed to assist victims and survivors of a disaster as they return to their pre-disaster level of function. **Facilities** • Laboratories.

Montana Department of Environmental Quality	**Equipment/Supplies** • Environmental data archive for determining baseline conditions. **Expert Knowledge/Specialty Personnel** • Resources include personnel to provide subject matter expertise on contaminated or hazardous materials pollution response operations associated with debris removal, salvage operations, and the transportation of contaminated materials. • Engineering personnel to assist in damage assessment, structural inspections, and compliance assistance in support of drinking water, wastewater, and/or solid waste facility, design estimation, in determining the operating status of drinking water and wastewater systems, and construction for repair, reconstruction, and restoration of eligible facilities. • Engineering, technical, and/or compliance assistance for environmental assessments and to address flooding. • Personnel who can advise on potential impacts of response efforts to electrical transmission systems, underground pipeline associated with liquid fuels, and other energy infrastructure. • Subject matter expertise on environmental effects of oil discharges or releases of hazardous materials, and environmental pollution control techniques. • Investigative support and expertise on environmental and public health issues related to oil and hazardous material incidents. • Technical support to local and State hazardous materials teams. • Expertise and assistance on lake and river ecosystems. • Personnel to assist with monitoring, evaluating, and analyzing energy information. • Personnel to liaise with relevant utility entities during an energy emergency.
Montana Department of Administration	**Communication/Technology** • Maintains a statewide communication platform that includes cellular and dual satellite capability and is utilized by the Department of Justice for statewide Amber alerts. **Expert Knowledge/Specialty Personnel** • Technical assistance, contract management, procurement, project management, engineering expertise, and construction management resources and support. • Information technology specialists to more than 100 government customers and is responsible for maintaining and structuring critical technological and telecommunications systems to provide information to internal and external partners. • Personnel to establish and maintains the Information Systems Incident Response Team (ISIRT). • Subject matter experts for technical security inquiries. • Personnel to provide investigative services utilizing digital forensic techniques.

	• Personnel for facilities management and surplus property management. • Personnel who administer Capital Security for the State Capitol complex in Helena. • Technical assistance to local government leadership with identification of Emergency Reserve Funds; evaluation of local government financial ability to pay for disaster expenses; maintenance of financial records of disaster-related costs; management of local expectations for state and/or federal assistance, debris management strategies, plans, and contracts; identification of possible sources of financial assistance to support local recovery; and the development of long-term community redevelopment strategies. • Personnel to help local government with management of Disaster Recovery Centers (DRCs), including space acquisition, ADA accessibility, staffing, access, security, communications, logistics and public messaging. **Facilities** • Facilities to support incident operations.
Montana Fish, Wildlife, & Parks	**Equipment/Supplies** • Reconnaissance aircraft and transport. • Road repair equipment, flatbed trucks, boats, and 4-wheel drive vehicles. • Equipment to assist with identifying resources at risk during a hazmat or oil spill incident. **Expert Knowledge/Specialty Personnel** • Coordinates and/or deploys personnel to fill positions in operations centers and on emergency response teams and other entities as necessary (FWP personnel with ICS 320 Level Training). • Law enforcement personnel (when these resources are the most effective to support ESF #7 mission). • Personnel to assess damages to fish and wildlife populations and habitats resulting from a pollutant or hazmat discharge incident. • Personnel to assist with identifying resources at risk during a hazmat or oil spill incident. • Technical advice, information, and other assistance to help prevent or minimize injury to and reestablish or stabilize ecosystems, biological resources, fish and wildlife, endangered species, migratory birds, etc. • Subject matter expertise and consultation on endangered species that are impacted from disasters. • Subject matter expertise on aquatic and riparian needs in rivers affected by emergencies at hydro-electric dams. **Facilities** • Facilities to support incident operations.
Montana Department of Justice	**Communication/Technology** • Extensive network of mobile radios. The MHP has direct contact with the local 24-hour warning points (Sheriff, Police, EMS, and Fire

	Departments), particularly in rural areas of the state, utilizing their mobile communication system.
	• Vehicles equipped with an in-car computer system capable of telecommunications.
	Equipment/Supplies
	• Tools and information to help victims from an intentional human-caused incident recover from their experience and provide them with a range of services as they go through the justice system.
	• Law enforcement related databases.
	Expert Knowledge/Specialty Personnel
	• Personnel to potentially assist with evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations.
	• Security for transport of sensitive cargo and the Strategic National Stockpile in times of emergencies.
	• Personnel to conduct evidence collection and analysis of all intentional human-caused related crime scenes.
	• Technical assistance concerning identification of the deceased consistent with cultural sensitivity practices.
	• Technicians who can assist with set-up and support of communication infrastructure.
	• Personnel to perform natural resource damage assessments (Natural Resource Damage Program).
	• Attorneys to pursue lawsuits against responsible parties throughout Montana.
	• The Montana Analysis & Technical Information Center (MATIC) is focal point for the collection, analysis, and dissemination of public safety and threat related information for the purposes of decision making for local, state, federal, and tribal partners while ensuring the rights and privacy of citizens and provides relevant information on criminal activity and credible threats that could potentially threaten public safety and critical infrastructure security to appropriate partners.
	Facilities
	• Lab testing/analysis.
Montana Department of Labor & Industry	**Expert Knowledge/Specialty Personnel**
	• Administers the licensing and regulation of professionals relative to engineering and construction professionals.
	• Regulatory professional licensing waivers and exemptions during emergencies.
	• Representatives, as needed, to give advice and assistance to disaster victims.
	• Consumer protection specialists to investigate complaints against insurance companies doing business in the State of Montana.
Montana Department of Corrections	**Expert Knowledge/Specialty Personnel**

	• Information Technology Division personnel are trained in restoration and repair of information technology resources. **Facilities** • Correction facilities that potentially can be used for sheltering disaster victims.
Montana Department of Livestock	**Expert Knowledge/Specialty Personnel** • Law enforcement personnel to assists with evacuation and traffic control from impacted areas. • Technical assistance and subject matter expertise regarding livestock response issues. • Animal subject matter expertise in support of Joint Information Center (JIC) operations or public information. **Facilities** • Lab testing/analysis
Montana Department of Agriculture	**Equipment/Supplies** • Bio-surveillance systems to detect exotic plant pests and disease. **Expert Knowledge/Specialty Personnel** • Subject matter expertise regarding agricultural health and disease management issues. • Personnel to assist other agencies with information about the location of facilities, product risk classifications and other technical data. • Technical assistance in emergencies that may involve feed and fertilizer products. **Facilities** • Lab testing/analysis
Montana Department of Commerce	**Equipment/Supplies** • Emergency funding for infrastructure and water/wastewater infrastructure projects through the Treasure State Endowment Program (TSEP). • Non-emergency funding for infrastructure and water/wastewater infrastructure through the Community Development Block Grant (CDBG) Program. **Expert Knowledge/Specialty Personnel** • Technical assistance to assist formation of local housing recovery task force(s) • Technical assistance to local housing authorities concerning programs and resources potentially available to support local housing goals
Montana Public Service Commission	**Expert Knowledge/Specialty Personnel** • Personnel to ensure the safe construction, operation, and maintenance of intrastate gas pipelines and railroads in Montana (this is accomplished through inspection, enforcement, education, and the investigation of accidents).
Montana Historical Society	**Expert Knowledge/Specialty Personnel** • Technical assistance and advice in emergency compliance procedures in pursuant of the National Historic Preservation Act (NHPA) during

	immediate emergency response activities affecting historic resources and properties.
	• Technical advice and guidance on procedures and protocols for preservation of historic resources.
	• Subject matter expertise in addressing impacts to historical properties from disasters.