

Montana Integrated Preparedness Plan 2025

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



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



Integrated Preparedness Planning Leads

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Administrative Approval

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

Burke Honzel, MT DES Preparedness Bureau Chief

Signature: _____ Date: 1/30/25

Record of Change

Date	Description of Change	Initials
	Signature by Prep Bureau Chief	

Record of Distribution

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

Date	Receiving Partner Agency/Organization
	Final version sent to FEMA, DES staff, and local emergency managers

Purpose

The Montana Integrated Preparedness Plan (IPP) has been developed by the Montana Disaster and Emergency Services Division (MT DES) to outline program priorities as well as to meet the requirements of FEMA's Emergency Management Preparedness Grant (EMPG) Program. The IPP includes preparedness priorities along with a roadmap to implement strategies and build upon capabilities for the years 2025 - 2026. The plan contains an overview of threats, hazards, and risks in the state along with other factors that influence the preparedness priorities. The preparedness priorities and associated activities are included in a multi-year calendar. The Montana IPP is a living document that will be updated annually following the IPP Workshop, or as needed as activities and focus areas are adjusted.

Scope

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

Concept of Operations

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

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

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

Threats, Hazards, and Risks

Threat and Hazard Identification and Risk Assessment (THIRA)

The Montana THIRA was fully updated in 2022 and will be updated again in 2025. Through the THIRA, threats, and hazards of primary concern in the state were identified. Some hazards were identified based on historic, real-world incidents while others are hypothetical yet realistic scenarios. Hazard scenarios included in the THIRA are as follows, not ordered by priority:

- Terrorism (e.g. Bombing at a large public gathering)

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

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

Multi-Hazard Mitigation Plan

The Montana Multi-Hazard Mitigation Plan was updated in 2023. The planning process engaged multiple stakeholders and included extensive data. The Plan includes a ranking of statewide hazards, factoring in probability, magnitude/severity, warning time, duration, and history of occurrence. Future concerns of vulnerability and areas of development also factored into the ranking. Hazards were ranked as follows:

1. Wildland and rangeland fire
2. Flooding
3. Drought
4. Severe Weather (Winter and Summer)
5. Earthquake
6. Disease
7. Hazmat/Transportation Accidents
8. Terrorism, Violence, Civil unrest, Cyber attack
9. Dam Failure
10. Landslide and Avalanche
11. Volcanic Ash

The IPP will include data from the next complete update of the Multi-Hazard Mitigation Plan, done on a five-year cycle. The State is also working with jurisdictions on developing three, regional mitigation plans. As those plans are completed, data will be rolled in to the IPP.

Historic Disasters

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

- Wildfire (21 FMAGs, 1 Major Disaster Declaration)
- Flooding (6 Major Disaster Declarations)
- Severe Storms (5 Major Disaster Declarations)
- Tornado (1 Major Disaster Declaration)
- Pandemic (1 Major Disaster Declaration)

Assessments and Existing Plans

MT DES Strategic Plan

In 2023, Montana DES updated its comprehensive strategic plan. No significant changes were made in 2024. Each Bureau (Preparedness, Response, and Recovery/Mitigation) worked collaboratively to develop goals and associated tasks. The goals and objectives are listed below.

Goal 1: Mitigate disaster impact

1.1 Increase the investment in disaster mitigation projects

- 1.1.1 Establish an implementation plan to ensure full utilization of state Disaster Mitigation funding
- 1.1.2 Establish the Disaster Mitigation fund permanently in statute

1.2 Achieve an enhanced mitigation plan

- 1.2.1 Complete State and Regional Multi-Hazard Mitigation Plan
- 1.2.2 Improve the timeliness of project closeout
- 1.2.3 Improve the timeliness of project submission
- 1.2.4 Request an enhanced mitigation plan review for the State

1.3 Establish statewide transparency of current, past, and future disaster mitigation projects

- 1.3.1 Utilize management costs to build a GIS mitigation storyboard

Goal 2: Recover from disasters

2.1 Establish a disaster recovery strategy

- 2.1.1 Establish an Individual Assistance Program
- 2.1.2 Develop a short-term recovery plan
- 2.1.3 Develop a long-term recovery plan

2.2 Build disaster recovery capacity

- 2.2.1 Establish a plan to utilize management cost funds to build capacity
- 2.2.2 Increase recovery capacity within MT DES
- 2.2.3 Increase recovery capacity at the local level

Goal 3: Coordinate statewide disaster response

3.1 Establish and maintain response coordination infrastructure and systems

- 3.1.1 Develop a long-term strategy for disaster warehousing and SECC operations
- 3.1.2 Identify and implement a crisis information management system
- 3.1.3 Provide superior technical assistance to stakeholders

3.2 Build capacity to support the SECC and local incident response

- 3.2.1 Identify and train a workforce for the SECC
- 3.2.2 Institute an all-hazard credentialing system for local incident response
- 3.2.3 Establish a resource mobilization process and system

Goal 4: Ready the state for disasters

4.1 Achieve Emergency Management Accreditation Program (EMAP) standards

- 4.1.1 Conduct Essential Program Function (EPF) Assessments
- 4.1.2 Update Continuity Program to EMAP standards
- 4.1.3 Establish and Train on Internal EMAP processes

4.2 Establish a statewide comprehensive training and exercise program

- 4.2.1 Develop an Emergency Management Academy
- 4.2.2 Develop a Montana Emergency Management Certificate Program
- 4.2.3 Continuously implement an 18-month comprehensive EM workplan
- 4.2.4 Develop Systems and processes for the Training & Exercise Program
- 4.2.5 Incorporate and support community and individual preparedness training and outreach

4.3 Provide guidance and direction for improving state and local EM programs

- 4.3.1 Develop and update preparedness processes and procedures
- 4.3.2 Develop and execute grant outreach /education for subrecipients and partners
- 4.3.3 Identify long-term grant management software
- 4.3.4 Assess learning management system needs and uses
- 4.3.5 Develop and maintain an Emergency Management Plan library

Stakeholders Preparedness Review (SPR)

The Montana SPR is updated annually through a reporting process from local and tribal jurisdictions along with internal MT DES input. The annual update includes ranking core capabilities as high, medium, or low priority for the upcoming year. Based on the 2024 report, the following core capabilities were the highest ranked top priorities:

- Operational Communications
- Public information and Warning
- Operational Coordination
- Planning
- Cybersecurity
- Fire Management and Suppression
- Threats and Hazard Identification

National Incident Management System (NIMS) Report

Montana DES completes the annual NIMS report for FEMA through internal staff input and from a survey that is distributed to local and tribal emergency managers. Questions in 2024 asked about local qualifications and credentialing systems used, NIMS training gaps and Due to the qualitative aspect of some questions, responses have been distilled down to find overarching themes and trends.

	In Place	Working on it	Not in place	Unsure
Inventory deployable resources	16	26	2	2
Utilize HSEEP	29	13	4	0
Resource management	25	17	1	2
Mutual aid agreements	29	15	1	1
Apply ICS on scene	42	3	0	1
Implement Joint Information Systems	27	15	4	0
Use MAC groups	31	12	1	2
Organize EOCs	29	16	0	1
Apply plain language	40	5	0	1
Interoperable Communications	24	19	2	1
Maintain situational awareness	15	23	5	2

Table 1. NIMS Survey Results

Integrated Preparedness Workshop

The Integrated Preparedness Workshop (IPPW) is a meeting that establishes the strategy and structure for a training and exercise program while setting the foundation for the planning, conduct and evaluation of individual exercises.

The MT DES IPPW was conducted over three sessions in December of 2024. Two IPPWs were held virtually and all county and tribal emergency managers were invited. The third IPPW was held in-person with MT DES state staff. Prior to the workshops, a survey was sent to all stakeholders on the training email distribution list, including all county and tribal emergency managers. The survey data was compiled and reviewed during the IPPWs. Current priorities and supporting data were reviewed and used to help guide discussion.

Training and Exercise Survey Summary

During the fall of 2024, MT DES shared a training and exercise needs survey. It was open for approximately 6 weeks and there were 41 respondents. Below is a summary of the responses.

- 75% reported a preference for face-to-face training
- Highest interest topics for preparedness training include planning, EOPs, NIMS, and continuity
- Highest interest topics for mitigation training include mitigation planning and hazard identification
- Highest interest topics for response training include EOCs, and resource management
- Highest interest topics for recovery training include planning, voluntary agency coordination, and managing volunteers/donations
- For FEMA all-hazard position specific training, respondents indicated the highest interest in Incident Commander, Safety Officer, and Planning Section Chief courses.
- For EOC position training, respondents indicated the highest interest in Planning, Leadership, Operations and Situational Awareness

Program Priorities

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

- **Mitigate Disaster Impacts**
- **Recover from Disasters**
- **Coordinate Statewide Disaster Response**
- **Ready the State for Disasters**

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

Priority: Mitigate Disaster Impacts
<p>Core Capabilities:</p> <ul style="list-style-type: none"> • Planning • Community Resilience • Long-Term Vulnerability Reduction • Threat & Hazard Identification
<p>Description: Increase the investment in mitigation through planning, training and educational outreach.</p>
<p>Rationale: Providing training and technical assistance to local and state partners on the importance of mitigation is a high priority for Montana. Due to increasing numbers of severe disasters, mitigating potential impacts will be critical for the future.</p>
<p>Planning: Three, regional multi-hazard mitigation plans are being finalized to cover all local jurisdictions with an approved plan. Regional plan adoption will be completed by early 2025. The State Multi-Hazard Mitigation Plan update will begin late in 2025/early 2026. Annually update the Mitigation Administrative Plan.</p>
<p>Organization/Equipment: Increased equipment, such as cameras, printers for mitigation staff. Augmented personnel capacity through master services agreement.</p>
<p>Training:</p> <ul style="list-style-type: none"> • GeoHazards Workshop • Modified G318 Mitigation Planning • One-on-one technical assistance
<p>Exercise: N/A</p>

Priority: Recover from Disasters

Core Capabilities:

- Planning
- Infrastructure Systems
- Operational Coordination
- Long-Term Vulnerability Reduction
- Housing

Description: Assist local and tribal governments, individuals, and businesses with disaster recovery efforts through education, outreach, through a state-led recovery program.

Rationale: As emergencies and disasters become more frequent and increase in intensity, a strong recovery program will be essential to increase the resilience of the state.

Planning: Update of the State Recovery Framework and associated appendices will be complete in early 2025. Review and update of the Local/Tribal Government Disaster Information Manual. Develop a Debris Management Plan. Annually update the Recovery Administrative Plan.

Organization/Equipment: Expand local capacity to support recovery process. Increase state personnel capacity by using contracted support.

Training:

- State developed training on disaster recovery
- Emergency management role in recovery
- Voluntary agency liaison position training
- Volunteer and donations management training

Exercise: Disaster recovery questions will be integrated into exercises, as practical, to increase awareness of recovery issues and considerations.

Priority: Coordinate Statewide Disaster Response

Core Capabilities:

- Planning
- Operational Coordination
- Operational Communications
- Cybersecurity
- Intelligence and Information Sharing
- Mass Care Services

Description: Increasing all hazard preparedness and response capabilities in the state through training, outreach on qualifications, and providing support to new emergency managers.

Rationale: MT DES plans to increase emergency response capacity by updating core plans and providing all-hazard training and support. There has been turnover in other agencies and elected official positions, making basic NIMS and ICS training increasingly important.

Planning: Update the State Emergency Coordination Center Operations Guide. Update the DES Coordinator Handbook. Update Duty Officer manual and Distribution Plan.

Organization/Equipment: Implement the Crisis Information Management software and provide training to partners. Continue plans for new disaster warehouse. Modernize communication equipment and systems.

Training:

- ICS and NIMS training (100, 200, 300, 400, 700, 800)
- G 191 ICS/EOC Interface
- EOC training- state led and training consortium
- All-hazard position specific training to be determined by input from credentialing committee and other training groups
- Additional training may be offered through national training groups such as Consortium partners organizations

Exercise:

- 2025 exercise series leading up to functional exercise to test SECC activation, resource request/deployment processes and operational communication
- Seasonal tabletop exercises for the SECC, MT National Guard and ESF partners testing critical capabilities
- Support for other state, local and tribal exercises, as possible

Priority: Ready the State for Disasters

Core Capabilities:

- Planning
- Operational Coordination
- Operational Communications
- Public Information and Warning

Description: Increasing emergency and disaster preparedness and response capabilities in the state through training, exercise support, and providing support to new emergency managers.

Rationale: Many emergency managers are new to their positions and need continued training. There has been turnover in other agencies and elected official positions, making basic NIMS and ICS training increasingly important.

Planning: Update the DES Coordinator Handbook. Support the update of the Local/Tribal Government Disaster Information Manual (LGDIM/TGDIM)

Organization/Equipment: Prepare for EMAP accreditation review. Build capacity of Continuity Program.

Training:

- MT Elected Officials training
- FEMA Basic Academy
- EOC training- EOC positions and EOC functions
- Emergency Operations Planning
- Continuity training
- Additional training may be offered through national training groups such as Consortium partners organizations

Exercise:

- See previous table to exercise details
- Support for other state, local and tribal exercises, as possible

Plan Maintenance

The annual preparation, evaluation, and revision of the Integrated Preparedness Plan is the responsibility of the MT DES Plans and Assessment Section in collaboration with the Training, Exercise, and Education Section with the assistance and involvement of all applicable stakeholders and support agencies.. The IPP will be updated following the method and schedule outlined in the MT DES Plan Development and Maintenance Policy. The TEE Supervisor is responsible for the preparation and conduct of the IPP Workshop.

Questions and comments on this plan may be directed to mtdesplans@mt.gov.

MT DES will use the following activities (non-exclusive) to regularly review the current preparedness priorities and align actions/projects:

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

Appendix A: POETE Description

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

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

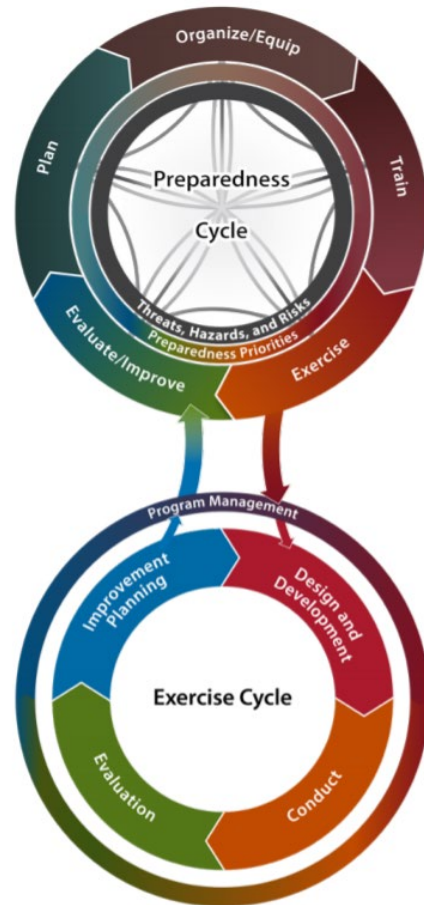
Organization/Equipment: Overall organizational structure, individual teams, and leadership at each level in emergency management. Equipment, supplies, and systems that comply with standards and are critical to closing gaps and increasing capabilities. Response personnel and equipment should be typed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

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

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

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

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



Appendix B: Multi-Year Calendar
See following page

	Volunteer & Donations Management- TBD																			
	MT DES Planning																			
Preparedness	Integrated Preparedness Plan	Due										Update				Due			Update	
	MT DES Training Program Guide	Update																		
	Local EOP Review Guide						Update													
	Local DES Coordinator Handbook																			
	MERF/ESF				Final															
	Grant & Financial Management Plan/SOPs		Final																	
	Homeland Security Strategic Plan												Final							
	DES Business Continuity Plan													Final						
	THIRA/SPR									THIRA/SPR Prep				THIRA/SPR Due					SPR Due	
Mitigation	State Multi-Hazard Mitigation Plan															Update				
	Central District Mitigation Plan		Adopt																	
	Western District Mitigation Plan		Adopt																	
	Eastern District Mitigation Plan		Adopt																	
Response	Mitigation Admin Plan													Admin					Admin	
	SECC Operations Plan		Ops Plan																	
	DES Drone Program Policy	Final																		
	Distribution Plan								Draft		Due							Due		
Recovery	Duty Officer Manual	Draft																		
	LGDIM/TGDIM		Draft																	
	Debris Management Plan		Draft																	
	Recovery Admin Plan													Admin					Admin	
	Recovery Framework				Final															
	MT DES Strategic Plan															Update				
	Organization and Administrative																			
	EMAP Accreditation				Finalize															
	Crisis Information Management System		Implement and train																	
	ESF and MERF partner review		Quarterly			Quarterly			Quarterly				Quarterly							
	SERC Meeting				SERC							SERC			SERC		SERC		SERC	
	Tribal Nations EM Council - TBD																			
	Legislative Session & Audits		Legislative session														Mid Year			
	NEMA			Mid Year								NEMA							NEMA	
	MEMA											MEMA					MEMA			