

# Montana Integrated Preparedness Plan 2024

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**

Burke Honzel

MT DES Preparedness Bureau Chief

Betsy Ross

MT DES Training, Exercise, and Education Section Supervisor

**Contributive Reviewers**

**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: \_\_\_\_\_

## ***Record of Change***

<b>Date</b>	<b>Description of Change</b>	<b>Initials</b>
1/30/2024	Signature by Prep Bureau Chief	BLR

## ***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](mailto:mtdesplans@mt.gov).

<b>Date</b>	<b>Receiving Partner Agency/Organization</b>
1/29/2024	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 2024 - 2025. 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 (POETE<sup>1</sup>). 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 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 as new data becomes available. 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)

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<sup>1</sup> 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 (27 FMAGs, 1 Major Disaster Declaration)
- Flooding (8 Major Disaster Declarations)
- Severe Storms (3 Major Disaster Declarations)
- Tornado (1 Major Disaster Declaration)
- Pandemic (1 Major Disaster Declaration)

### Assessments and Existing Plans

#### MT DES Strategic Plan

In 2023, Montana DES updated its comprehensive strategic plan. 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 2023 report, the following core capabilities were the highest ranked top priorities:

- Operational Communications
- Planning
- Public Information and Warning
- Operational Coordination
- Community Resilience
- Threat and Hazard Identification
- Cybersecurity

### 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 2023 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.

NIMS Area	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

### After Action Reports/Improvement Plans

During the spring and summer of 2023, areas of Montana were faced with severe flooding. Several counties were awarded FEMA Public Assistance funding, but overall recovery has been a challenge for many. A comprehensive AAR/IP has not yet been completed, but a high-level summary of findings, as it relates to the IPP, is below:

- There is a training need for whole community involvement in long-term recovery.
- Coordination among permitting agencies for recovery needs to be reviewed and streamlined.
- Many EOCs lack depth and training in key positions.
- Several partnerships with state, local, federal, private and non-profit have been developed and strengthened through this disaster but must be maintained

## 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 two sessions from October to December of 2023. Prior to the workshop, each Bureau was tasked with developing their goals and respective objectives for the next 12-24 months. That information was compiled and reviewed during the IPPW and collected within a long-term calendar. Current priorities and supporting data were reviewed and used to help guide discussion.



## 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><b>Core Capabilities:</b></p> <ul style="list-style-type: none"> <li>• Planning</li> <li>• Community Resilience</li> <li>• Long-Term Vulnerability Reduction</li> <li>• Threat &amp; Hazard Identification</li> </ul>
<p><b>Description:</b> Increase the investment in mitigation through planning, training and educational outreach.</p>
<p><b>Rationale:</b> 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><b>Planning:</b> Three, regional multi-hazard mitigation plans are being finalized to cover all local jurisdictions with an approved plan. Regional plan development will be completed by early 2024. Recent legislation has been approved to develop a mitigation resilience fund to augment local match requirements for mitigation grants and specific guidance will be developed for that program. Annually update the Mitigation Administrative Plan.</p>
<p><b>Organization/Equipment:</b> Increased equipment, such as cameras, printers for mitigation staff. Augmented personnel capacity through master services agreement.</p>
<p><b>Training:</b></p> <ul style="list-style-type: none"> <li>• GeoHazards Workshop</li> <li>• L212 – Mitigation Application Development</li> <li>• Benefit Cost Analysis training</li> <li>• One-on-one technical assistance</li> </ul>
<p><b>Exercise:</b> 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. 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
- Jurisdiction-specific training on recovery grants and fiscal management
- 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:** Review and update the State Emergency Coordination Center Operations Guide. Update the DES Coordinator Handbook. Review pertinent sections of the Montana Emergency Response Framework and develop a Cybersecurity ESF.

**Organization/Equipment:** Conduct a review of possible crisis information management systems and establish a new contract for services. Inventory and update secondary communications equipment for Ham and SECC.

### Training:

- ICS and NIMS training (100, 200, 300, 400, 700, 800)
- G 191 ICS/EOC Interface
- EOC training- EOC positions and EOC functions
- 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:

- 2024 exercise series leading up to workshop/TTX on Mass Care and related capabilities
- 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
- Training for new Emergency Managers
- FEMA Basic Academy (over 24 months)
- EOC training- EOC positions and EOC functions
- Emergency Operations Planning
- LEPC 101 Workshop
- 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 MT DES Preparedness Bureau oversees activities that fall within the integrated preparedness cycle and as part of continuous improvement, will regularly review and assess capabilities for accuracy and effectiveness. The Training, Exercise, and Education Section Supervisor is responsible for the annual update of the IPP and conduct of the IPP Workshop.

Simple revisions, such as changes to the personnel within the plan or updates due to Montana Code provisions, may be completed without full review and acceptance by all partners and their signatory. Major revisions will be circulated to key personnel and partners who are part of the planning workgroup, as identified in the Planning/Update Process, prior to incorporation and approval. All changes, whether simple or major, will be noted in the Record of Changes at the beginning of this Plan. The plan review and update process, including documenting changes to this plan, is coordinated with, and distributed to key personnel and partners. Questions and comments on this plan may be directed to [mtdesplans@mt.gov](mailto: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.

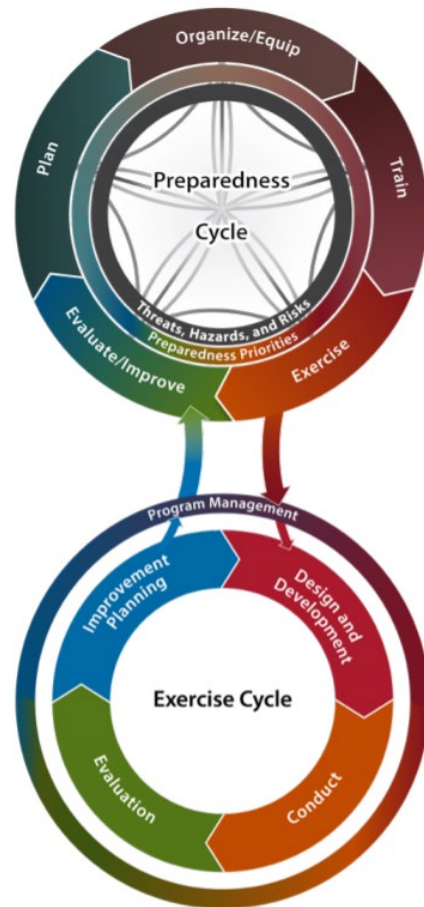
**Organization/Equipment:** Overall organizational structure, individual teams, and leadership at each level in emergency management. Equipment, supplies, and systems that comply with standards and are critical to closing gaps and increasing capabilities. Response personnel and equipment should be typed 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, 3<sup>rd</sup> Edition.



**Appendix B: Multi-Year Calendar**  
See following page

Activity	2023				2024												2025			
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	JFM	AMJ	JAS	OND
<b>Exercise</b>																				
MT WARN TTX	WARN TTX																			
MTNG/SECC Winter TTX				Winter TTX												Winter TTX				
<b>Debris Management AAR/IP</b>																				
SECC Flood TTX - response/recovery transition							TBD													
Wildfire pre-season- MTNG coordination								TTX												
NWE Mystic Dam Functional									7-8th											
Anti-terrorism exercise									22nd											
Exercise development sessions	Session											MSEL								
MT ShakeOut Functional 2023		Shakeout																		
MT ShakeOut Mass Care TTX 2024																Workshop/TTX				
MT Shakeout Functional 2025																				Functional
Joint exercise with MT National Guard																				Functional
<b>Training &amp; Events</b>																				
State Coordinator Calls			Call		Call		Call		Call		Call		Call		Call					
G191 ICS/EOC Interface							G191													
<b>Elected Officials</b>																				
L0146 HSEEP							27-28	Mini series												
<b>New Coordinator Training</b>																				
National Guard Red Card Training (DNRC)								23-25												
Continuous Improvement Program 101 (R8)								15-26												
Regional Meetings- TBD									TBD											
IPP Workshop	IPPW			IPPW									IPPW			IPPW				
EOP course or workshop- tentative																TBD				
<b>FEMA Basic Academy</b>																				
LEPC Workshop - EPA R8										L0102						L0105			L0101	L0103
Continuity Training (1301 and 1302)- TBD												LEPC				SERC				
EOC Operations course (TEEX)			Miles City																	
ICS - as needed					300 GTF	300/400 Kalispell	400 GTF 300 HLN							Butte		Miles City				
G141 Instructional Design																			G141	
EM Forum																			Forum	
Disaster Recovery Management Cost Training- TBD																				
<b>Disaster Recovery Training- TBD</b>																				
Volunteer & Donations Management- TBD																				
<b>Planning</b>																				
<b>Local EOP Review Guide</b>				EOP guide																
<b>Local DES Coordinator Handbook</b>																				
Disaster & Emergency Plan Preparedness Vol.																				
<b>MERF/ESF</b>																				
MT DES Plan Review SOP					Due															

ness



Prepared	Grant & Financial Management Plan/SOPs		SOPs	SOPs										SOPs			
	Homeland Security Strategic Plan			Homeland Strategic Plan													
	Disaster Info Sharing Guide		Guide	Guide													
	Integrated Preparedness Plan		Update	Due								Update	Due			Update	
	THIRA/SPR		SPR						SPR Prep			SPR	Due	Due			Due
Mitigation	MT DES Training Program Guide			Update													
	State Multi-Hazard Mitigation Plan	State															
	Central District Mitigation Plan		Central District Mitigation														
	Western District Mitigation Plan		Western District Mitigation														
	Eastern District Mitigation Plan		Eastern District Mitigation														
Response	Mitigation Admin Plan		Admin									Admin				Admin	
	Resilience Fund Guide																
	<b>SECC Operations Plan</b>			Ops Plan													
	Hazmat Plan Update											Hazmat					
	Distribution Plan	Due							Draft		Due					Due	
Recovery	Duty Officer Manual			Duty Officer Manual													
	JIC Activation Procedures																
	<b>LGDIM/TGDIM</b>		LGDIM	LGDIM													
	<b>Debris Management Plan</b>		Admin									Admin					Admin
	Recovery Admin Plan																
Recovery Framework																Final	
Disaster & Emergency Plan Recovery Vol.												Recovery			Recovery		
MT DES Strategic Plan	Update		Final					Update					Final			Final	
Organization and Administrative																	
<b>EMAP Accreditation</b>											Review						
<b>Crisis Information Management System</b>																	
<b>ESF and MERF partner review</b>					Quarterly			Quarterly			Quarterly			Quarterly			
SERC Meeting		SERC												SERC			SERC
Tribal Nations EM Council							Tribal EM										
Legislative Session & Audits					Audits/Program Reviews											Leg. Session	
NEMA							Mid Year					NEMA			Mid Year		NEMA
MEMA		MEMA										MEMA					MEMA