

Annex O Toole County

O.1 Mitigation Planning and County Planning Team

This County Annex builds on previous versions of the Toole County Hazard Mitigation Plan last updated in 2013. As part of the regional planning process, the County established a County Planning Team (CPT) to develop the mitigation plan and identify potential mitigation projects. The following incorporated communities participated in the DMA planning process with the County:

- City of Shelby
- Town of Kevin
- Town of Sunburst

More details on the planning process followed and how the counties, municipalities and stakeholders participated can be referenced in Chapter 3 of the base plan. A full list of local government departments and stakeholders that participated can be found in Appendix A.

O.2 Community Profile

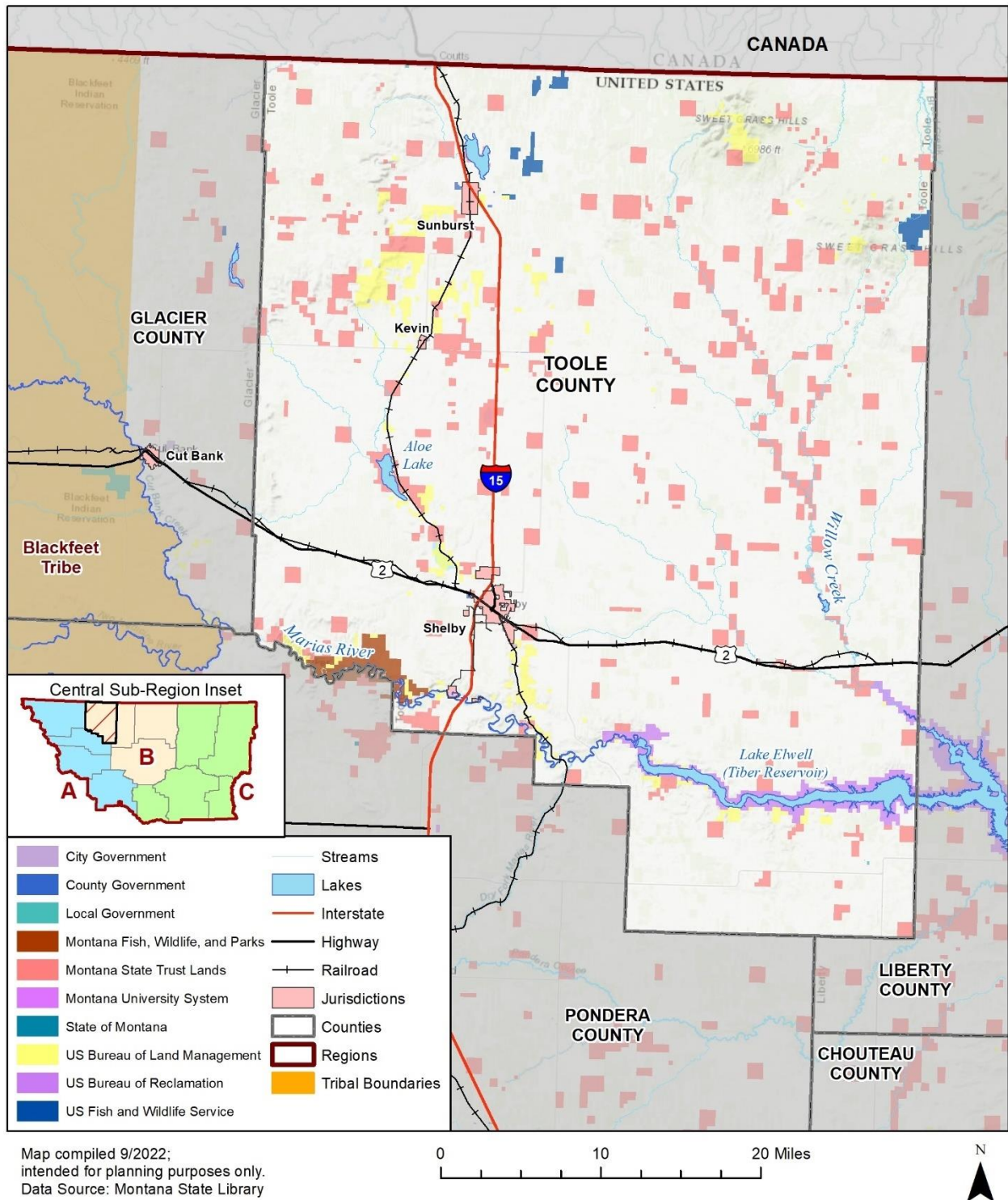
O.2.1 Geography and Climate

Toole County is in northern Montana, bordered by Glacier County to the west, Pondera County to the south and southwest, Liberty County to the south and east, and Canada to the North. Toole County covers approximately 1,950 square miles. There are three incorporated communities in Toole County, the Towns of Kevin and Sunburst and the City of Shelby, which serves as the county seat. Figure O-1 displays a map of the County.

Except for the Sweetgrass Hills and the Marias River breaks, the landscape is largely flat with rolling plains. Elevations range from a low of 2,900 feet above sea level in the southeast corner to a high of 6,983 feet on the West Butte in the Sweetgrass Hills. The largest river, the Marias, flows from west to east emptying into Lake Elwell Reservoir. Willow Creek flows south through the center of the county also into Lake Elwell.

Toole County is located east of the Continental Divide in Montana and subject to continental weather patterns. In general summers are hotter, winters are colder, precipitation is less evenly distributed, skies are sunnier, and winds are stronger than on the west side of the divide. According to the Western Regional Climate Center (WRCC), Shelby experiences a summertime average high temperature of 79.3 °F and wintertime average high of 33.2 °F. The county has recorded extreme temperature records ranging from -44 °F to 103 °F. Precipitation averages 11.95 inches of rain annually and 32.7 inches of snowfall a year, but averages vary significantly across the County.

Figure O-1 Toole County Base Map and Land Stewardship



O.2.2 Population Trends

According to the 2020 U.S. Census, Toole County is the 23rd most populous county in Montana with a total population of 4,964. The U.S. Census Bureau reported the County experienced a -7.09% increase in population since the 2010 census. The population of Toole County has had periods oscillating between population growth and decline over the past 40 years. Table O-1 below shows the population trends for Toole County and its incorporated communities over the last 40 years.

Table O-1 Population Trends in Toole County 1980-2020

Incorporated Community	1980	1990	1980-1990 Change	2000	1990-2000 Change	2010	2000-2010 Change	2020	2010-2020 Change
City of Shelby	3,142	2,795	-11.04%	3,191	14.17%	3,410	6.86%	3,122	-8.45%
Town of Kevin	208	181	-12.98%	178	-1.66%	156	-12.36%	154	-1.28%
Town of Sunburst	476	437	-8.19%	414	-5.26%	376	-9.18%	333	-11.44%
Toole County	5,572	5,050	-9.37%	5,261	4.18%	5,343	1.56%	4,964	-7.09%

Source: US Census 1980-2020

O.2.3 Demographics

The 2016-2020 American Community Survey (ACS) reports demographic estimates for Toole County, summarized in the table below.

Table O-2 Demographic Estimates for Toole County (2016-2020 ACS)

Characteristic	Toole County	State of Montana
Percentage of persons below 150% poverty estimate	24.5%	24.1%
Unemployment Rate estimate	2.9%	4.0%
Percentage of housing cost-burdened occupied housing units with annual income less than \$75,000 (30%+ of income spent on housing costs) estimate	19.1%	21.4%
Percentage of persons with no high school diploma (age 25+) estimate	13%	7.5%
Percentage uninsured in the total civilian noninstitutionalized population estimate	11%	9.6%
Percentage of persons aged 65 and older estimate	18.2%	22.1%
Percentage of persons aged 17 and younger estimate	19.1%	21.3%
Percentage of civilian noninstitutionalized population with a disability estimate	18.6%	15.6%
Percentage of single-parent households with children under 18 estimate	2.7%	3.9%
Percentage of persons (age 5+) who speak English "less than well" estimate	0.5%	0.3%
Minority (other than white non-Hispanic) estimate	13.2%	14.6%

Characteristic	Toole County	State of Montana
Percentage of housing in structures with 10 or more units estimate	8%	3.3%
Percentage of mobile homes estimate	11.6%	13.1%
Percentage of occupied housing units with more people than rooms estimate	2.5%	2.1%
Percentage of households with no vehicle available estimate	11.4%	4.9%
Percentage of persons in group quarters estimate	12.8%	2.8%
Percentage Female estimate	44.8%	49.7%
Median Age estimate	44.2	40.1
Median Gross Rent estimate	\$568	\$836
Median House Value estimate	\$124,600	\$244,900
Percent Unoccupied Housing Units estimate	23.5%	15.3%

Source: ACS 2016-2020

O.2.4 Social Vulnerability

Social vulnerability is broadly defined as the susceptibility of social groups to the adverse impacts of natural hazards, including disproportionate death, injury, loss, or disruption of livelihood. Social vulnerability considers the social, economic, demographic, and housing characteristics of a community that influence its ability to prepare for, respond to, cope with, recover from, and adapt to environmental hazards. Additional details on social vulnerability and the NRI can be found in Section 4.1.1.5 of the Base Plan.

The NRI ranked the social vulnerability in Toole County as “Relatively Moderate”, with a score of 36.6. Refer to HIRA for more information on social vulnerability. Demographic factors that can influence the social vulnerability rating are displayed in Table O-2. The ACS reports that a significant portion of the population in Toole County (around a quarter of the population) is below the 150% poverty level. Nearly 20% of the population is aged 17 and younger, indicating that many individuals are still dependent on a caretaker; similarly, approximately 18% of the county is aged 65 or older, indicating the possibility for issues living independently and increased vulnerability to some specific hazards. The estimated population living with a disability is 18.6%, which is greater than the state as a whole.

O.2.5 Development Trends

Toole County is not experiencing significant population growth or residential construction; however, the CPT has noted that there is robust commercial construction and activity in the county, primarily in Shelby. The previous 2013 HMP also provided details on several planned and in progress commercial and industrial developments throughout the county, indicating growth in jobs and the economy. However, new residential construction has been very stagnant since 2013 and development is not driving increases in population.

Both the Towns of Kevin and Sunburst have noted that there has been no recent residential, commercial, or industrial development in their areas, and that none is expected in the coming years.

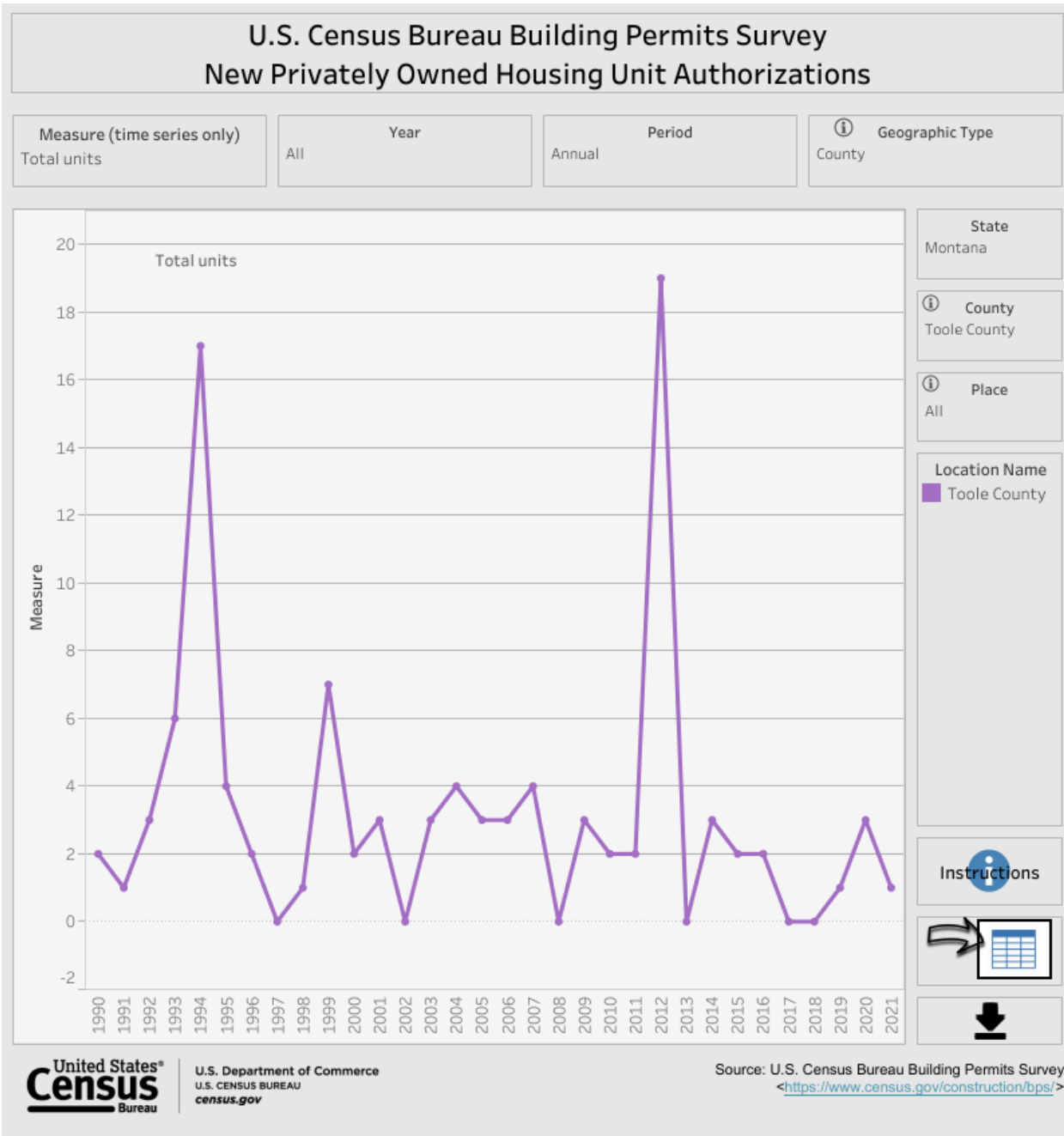
- **City of Shelby:** The City of Shelby is planning to adopt the 2021 International Building Code. Additionally the CPT noted that the city is expecting four 12 unit multi-family buildings to be constructed in 2022/2023, potentially increasing population growth in the city. The CPT also noted that there has been substantial industrial development over the last 5 years at the Port of Northern Montana.

- **Town of Sunburst:** The Town of Sunburst CPT noted that there has not been recent residential, commercial, or industrial development in the town, and that none is expected in the coming years. The CPT did note however that there has been a recent effort to build more parks and increasing the accessibility of the area's recreational offerings.

The U.S. Census Bureau Building Permit Survey provides information and local statistics on new privately-owned residential construction. Figure O-2 below displays the new privately owned housing unit authorizations by year in Toole County. Since the last plan update, there has been very little in terms of new residential development in the county with between zero and three building permits issued per year since 2013.

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Figure O-2 New Privately Owned Housing Unit Authorizations



Source: US Census Bureau, https://www.census.gov/construction/bps/data_visualizations/index.html

O.2.6 Economy

Table O-3 below provides a brief overview of economic characters in Toole County. The following information is provided by the U.S. Census Bureau American Community Survey (ACS) 5-year estimates from 2016-2020.

Table O-3 Toole County Economic Profile

Economic Characteristics	Toole County
Families Below Poverty Level	3.8%
Individuals Below Poverty Level	10.3%
Median Home Value	\$124,600
Median Household Income	\$49,725
Per Capita Income	\$30,213
Population > 16 Years Old in Labor Force	54.6%
Population Employed	53.1%

Source: U.S. Census Bureau ACS 5-year estimates, 2016-2020

Table O-4 below shows the breakdown of employment in Toole County by the industry sector. According to the ACS, the leading employment sectors in the County are "Educational services, and health care and social assistance", which composes nearly a quarter of the total employment in the County, followed by "Arts, entertainment, and recreation, and accommodation and food services."

Table O-4 Toole County Occupation by Industry Profile

Industry	Population Employed	Percent of Labor Force
Agriculture, forestry, fishing and hunting, and mining	288	13.5%
Construction	64	3.0%
Manufacturing	5	0.2%
Wholesale trade	13	0.6%
Retail trade	231	10.8%
Transportation and warehousing, and utilities	133	6.2%
Information	73	3.4%
Finance and insurance, and real estate and rental and leasing	81	3.8%
Professional, scientific, and management, and administrative and waste management services	141	6.6%
Educational services, and health care and social assistance	506	23.6%
Arts, entertainment, and recreation, and accommodation and food services	351	16.4%
Other services, except public administration	60	2.8%
Public administration	195	9.1%

Source: U.S. Census Bureau ACS 5-year estimates, 2016-2020

O.3 Hazard Identification and Risk Assessment

O.3.1 Identified Hazards

The CPT reviewed significant hazards for inclusion in the hazard mitigation plan. The 2013 Toole County plan identified the following hazards:

- Blowing Saline Dust
- Drought
- Flooding
- Geological Events
- Hazardous Materials
- Wildfire
- Wind Events
- Winter Storms

Several changes were made from the 2013 Toole County Hazard Mitigation Plan to be consistent with the 2023 Montana Central Region Hazard Mitigation Plan. Drought, Flooding, and Hazardous Materials are still profiled. Wildland Fire has been changed to Wildfire, Winter Storms are now profiled as Severe Winter Weather, and Wind Events are profiled to now include Tornadoes. Geological Events have been broken apart to cover earthquake, landslide, and volcanic ash in individual hazard profiles at greater detail. Blowing Saline Dust is addressed in the drought and windstorms sections. In addition to these, numerous new hazard profiles have been added, including Communicable Disease, Cyber-Attack, Dam Failure, Severe Summer Weather, Human Conflict, and Transportation Accidents.

Toole County's Overall Hazard Significance* Summary Table provides a summary of the overall hazard significance for the hazards evaluated in this plan, showing variability by jurisdiction in Table O-5 below. More details on hazards can be found in Chapter 4 of the base plan.

Table O-5 Toole County Overall Hazard Significance by Hazard and Jurisdiction*

Hazard	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Communicable Disease	Medium	Medium	Medium	Medium
Cyber-Attack	Medium	Medium	Low	Low
Dam Failure	Low	Medium	Low	Low
Drought	High	High	High	High
Earthquake	Medium	Medium	Medium	Medium
Flooding	Medium	Medium	Medium	Medium
Hazardous Materials Incident	Medium	High	Medium	Medium
Landslide	Low	Low	Low	Low
Severe Summer Weather	High	High	High	High
Severe Winter Weather	High	High	High	High
Human Conflict	Low	Low	Low	Low
Tornadoes & Windstorms	High	High	High	High
Transportation Accidents	High	Medium	Low	Low
Volcanic Ash	Low	Low	Low	Low

Hazard	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Wildfire	High	High	High	High

*Significance based on a combination of Geographic Extent, Potential Magnitude/Severity and Probability as defined below.

<p>Geographic Extent</p> <p><u>Negligible</u>: Less than 10 percent of planning area or isolated single-point occurrences</p> <p><u>Limited</u>: 10 to 25 percent of the planning area or limited single-point occurrences</p> <p><u>Significant</u>: 25 to 75 percent of planning area or frequent single-point occurrences</p> <p><u>Extensive</u>: 75 to 100 percent of planning area or consistent single-point occurrences</p> <p>Potential Magnitude/Severity</p> <p><u>Negligible</u>: Less than 10 percent of property is severely damaged, facilities and services are unavailable for less than 24 hours, injuries and illnesses are treatable with first aid or within the response capability of the jurisdiction.</p> <p><u>Limited</u>: 10 to 25 percent of property is severely damaged, facilities and services are unavailable between 1 and 7 days, injuries and illnesses require sophisticated medical support that does not strain the response capability of the jurisdiction, or results in very few permanent disabilities.</p> <p><u>Critical</u>: 25 to 50 percent of property is severely damaged, facilities and services are unavailable or severely hindered for 1 to 2 weeks, injuries and illnesses overwhelm medical support for a brief period of time or result in many permanent disabilities and a few deaths. overwhelmed for an extended period of time or many deaths occur.</p> <p><u>Catastrophic</u>: More than 50 percent of property is severely damaged, facilities and services are unavailable or hindered for more than 2 weeks, the medical response system is overwhelmed for an extended period of time, or many deaths occur.</p>	<p>Probability of Future Occurrences</p> <p><u>Unlikely</u>: Less than 1 percent probability of occurrence in the next year or has a recurrence interval of greater than every 100 years.</p> <p><u>Occasional</u>: Between a 1 and 10 percent probability of occurrence in the next year or has a recurrence interval of 11 to 100 years.</p> <p><u>Likely</u>: Between 10 and 90 percent probability of occurrence in the next year, or has a recurrence interval of 1 to 10 years</p> <p><u>Highly Likely</u>: Between 90 and 100 percent probability of occurrence in the next year or has a recurrence interval of less than 1 year.</p> <p>Overall Significance</p> <p><u>Low</u>: Two or more of the criteria fall in the lower classifications or the event has a minimal impact on the planning area. This rating is also sometimes used for hazards with a minimal or unknown record of occurrences/impacts or for hazards with minimal mitigation potential.</p> <p><u>Medium</u>: The criteria fall mostly in the middle ranges of classifications and the event’s impacts on the planning area are noticeable but not devastating. This rating is also sometimes utilized for hazards with a high impact rating but an extremely low occurrence rating.</p> <p><u>High</u>: The criteria consistently fall along the high ranges of the classification and the event exerts significant and frequent impacts on the planning area. This rating is also sometimes utilized for hazards with a high psychological impact or for hazards that the jurisdiction identifies as particularly relevant.</p>
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0.3.2 Building Inventory and Assets

People, property, critical facilities/infrastructure, and other important assets in Toole County are exposed to the hazards identified in this plan. Table O-6 summarizes the property inventory for the County and each participating jurisdiction, based on improvement value (i.e., structures) and includes the building count and value grouped by parcel type and jurisdiction. This is an assessment of the overall property exposed within the County and by jurisdiction.

Assets inventoried to determine vulnerability include people, structures, critical facilities, and natural, historic, or cultural resources. For the regional planning process, locally available GIS databases were utilized. Parcel and assessor data was obtained through Montana’s MSDI Cadastral website. This Statewide database provided the basis for building exposure and property types. The focus of the analysis was on “improved” or developed parcels. These parcels were identified based on an improvement value greater

than zero. Property Types were used to identify occupancy types as shown in the following table, which includes summations of total improved value for the various property types.

Table O-6 Toole County Building Inventory and Value by Jurisdiction

Jurisdiction	Improved Parcels	Improved Value	Content Value	Total Value
Kevin	119	\$4,646,176	\$2,366,433	\$7,012,609
Shelby	1,280	\$201,843,911	\$126,440,824	\$328,284,735
Sunburst	243	\$27,771,814	\$16,641,612	\$44,413,426
Toole County	893	\$149,521,564	\$135,742,648	\$285,264,212
Total	2,535	\$383,783,465	\$281,191,516	\$664,974,981

Source: MSDI Cadastral database, <https://msl.mt.gov/geoinfo/msdi/cadastral/>

Total building exposure within Toole County based on an analysis of improved parcels is approximately \$665 million, with over \$383 million in improved value properties and \$281 million of contents at-risk. Of the \$665 million of total building exposure in Toole County, approximately half is located in the City of Shelby. Residential properties represent the greatest portion of structures in the County, accounting for \$337 million in total value (50.7%).

Table O-7 Toole County Total Exposure by Jurisdiction and Property Type

Jurisdiction	Property Type	Improved Parcels	Improved Value	Content Value	Total Value
Kevin	Exempt	2	\$78,400	\$78,400	\$156,800
	Residential	116	\$4,559,486	\$2,279,743	\$6,839,229
	Vacant	1	\$8,290	\$8,290	\$16,580
	Total	119	\$4,646,176	\$2,366,433	\$7,012,609
Shelby	Agricultural	1	\$69,710	\$69,710	\$139,420
	Commercial	1	\$196,750	\$196,750	\$393,500
	Exempt	57	\$38,717,016	\$38,717,016	\$77,434,032
	Industrial	1	\$5,990,870	\$8,986,305	\$14,977,175
	Residential	1,215	\$156,797,045	\$78,398,523	\$235,195,568
	Vacant	5	\$72,520	\$72,520	\$145,040
	Total	1,280	\$201,843,911	\$126,440,824	\$328,284,735
Sunburst	Agricultural	3	\$373,940	\$373,940	\$747,880
	Exempt	18	\$5,101,360	\$5,101,360	\$10,202,720
	Residential	220	\$22,260,404	\$11,130,202	\$33,390,606
	Vacant	2	\$36,110	\$36,110	\$72,220
	Total	243	\$27,771,814	\$16,641,612	\$44,413,426
Toole County	Agricultural	379	\$61,311,820	\$61,311,820	\$122,623,640
	Exempt	30	\$32,115,581	\$32,115,581	\$64,231,162
	Industrial	4	\$14,138,070	\$21,207,105	\$35,345,175
	Residential	475	\$41,695,903	\$20,847,952	\$62,543,855
	Vacant	5	\$260,190	\$260,190	\$520,380

Jurisdiction	Property Type	Improved Parcels	Improved Value	Content Value	Total Value
	Total	893	\$149,521,564	\$135,742,648	\$285,264,212
	Grand Total	2,535	\$383,783,465	\$281,191,516	\$664,974,981

Source: MSDI Cadastral database, <https://msl.mt.gov/geoinfo/msdi/cadastral/>

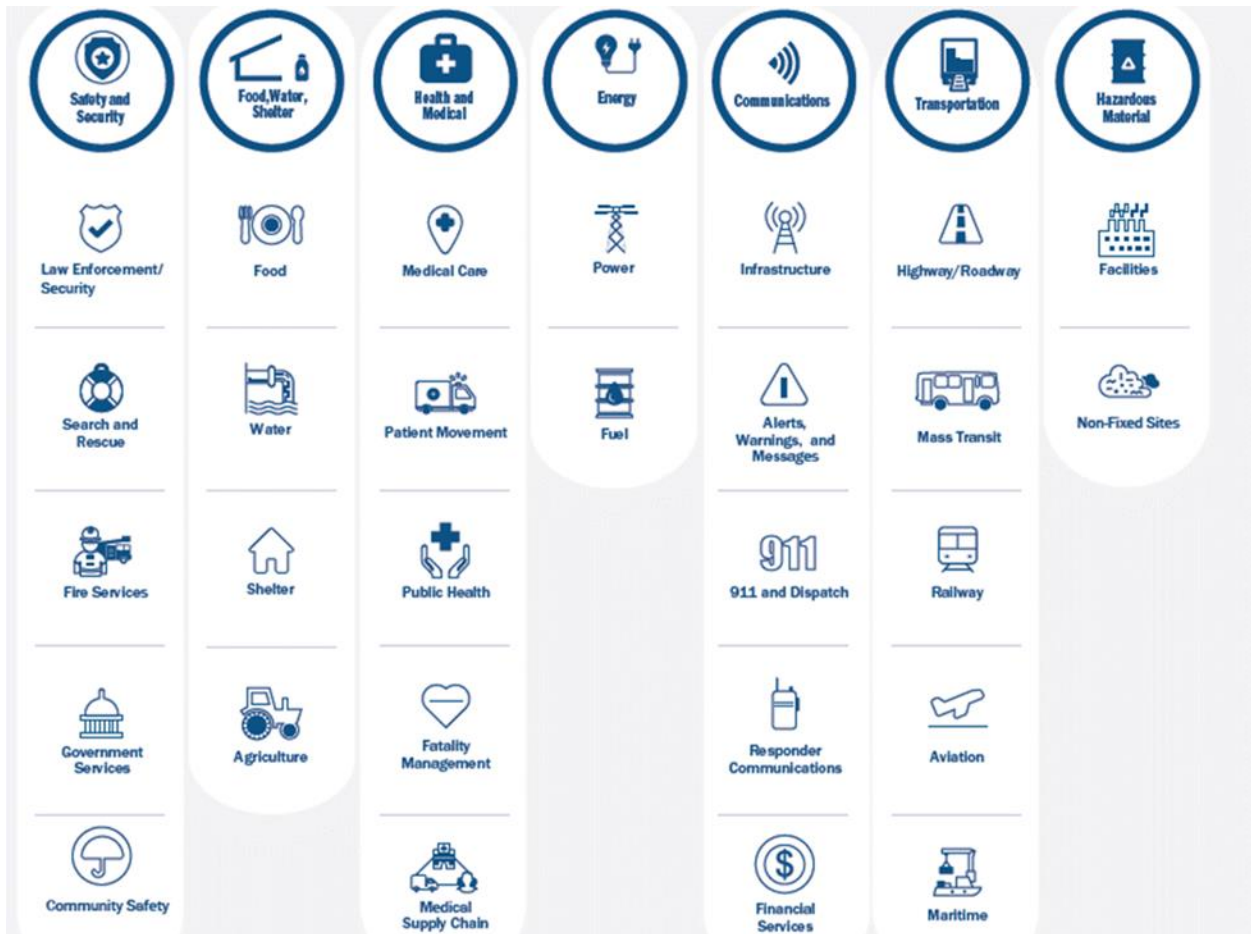
Critical Facilities, Infrastructure, and Other Important Community Assets

A critical facility is defined as one that is essential in providing utility or direction either during the response to an emergency or during the recovery operation. Much of this data is based on GIS databases associated with the 2022 Homeland Infrastructure Foundation-Level Data (HIFLD). Other critical facility databases were also used, such as the National Bridge Inventory (NBI), with supplementation from the HMPC. Where applicable, this information was used in an overlay analysis for hazards such as dam incidents, flood, and wildfire.

FEMA organizes critical facilities into seven lifeline categories as shown in Figure O-3 below. These lifeline categories standardize the classification of critical facilities and infrastructure that provide indispensable service, operation, or function to a community. A lifeline is defined as providing indispensable service that enables the continuous operation of critical business and government functions, and is critical to human health and safety, or economic security. These categorizations are particularly useful as they:

- Enable effort consolidations between government and other organizations (e.g., infrastructure owners and operators).
- Enable integration of preparedness efforts among plans; easier identification of unmet critical facility needs.
- Refine sources and products to enhance awareness, capability gaps, and progress towards stabilization.
- Enhance communication amongst critical entities, while enabling complex interdependencies between government assets.
- Highlight lifeline related priority areas regarding general operations as well as response efforts.

Figure O-3 FEMA Lifeline Categories



Source: FEMA

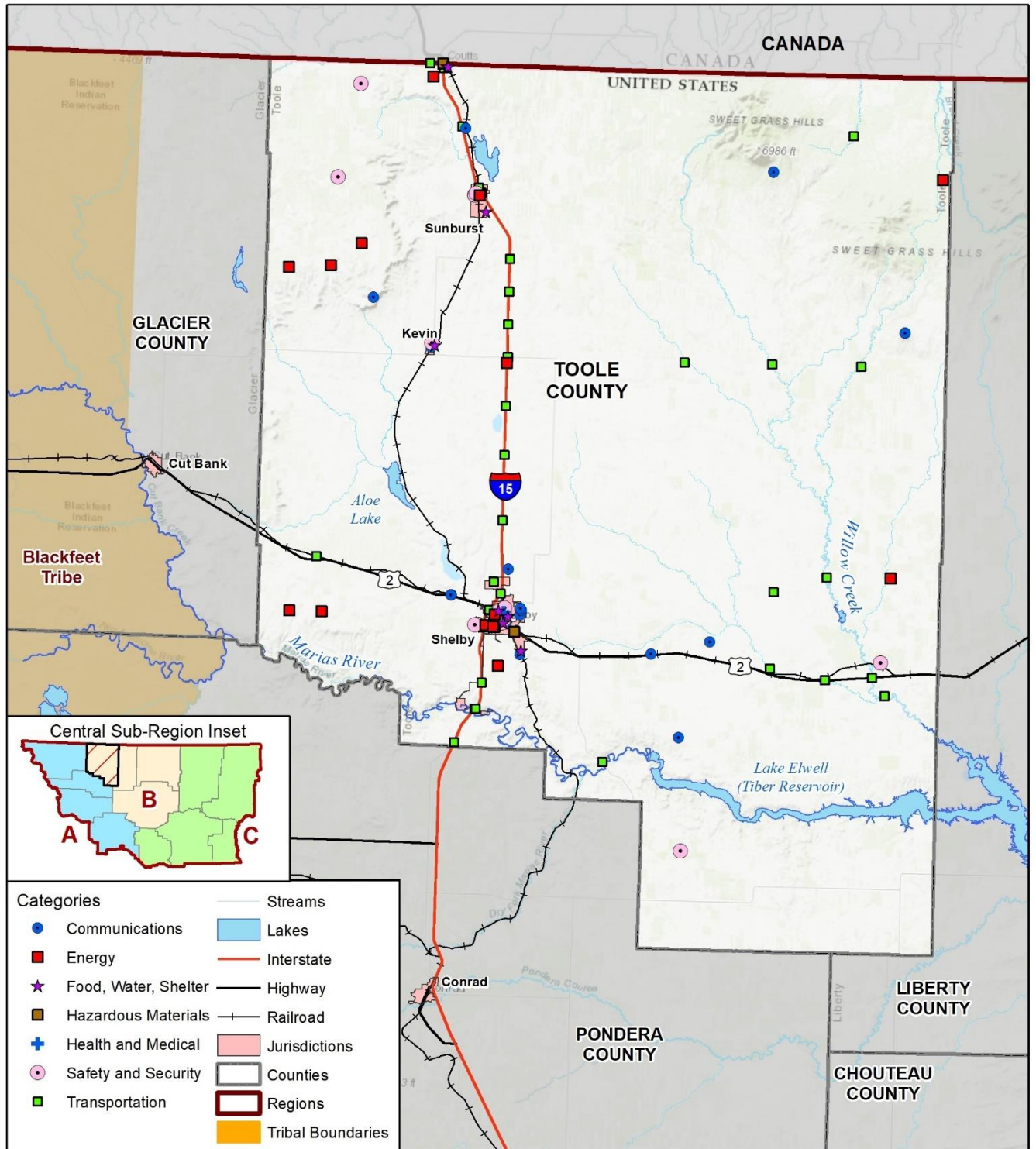
Table O-8 below summarizes the number of critical facilities by jurisdiction. Figure O-4 through Figure O-7 displays the location of critical facilities by FEMA Lifeline in Toole County and its jurisdictions.

Table O-8 Toole County Critical Facilities by Jurisdiction

Jurisdiction	Communications	Energy	Food, Water, Shelter	Hazardous Material	Health and Medical	Safety and Security	Transportation	Total
Kevin	1	-	-	-	-	1	-	2
Shelby	9	1	4	1	1	9	6	31
Sunburst	-	1	1	-	1	4	4	11
Toole County	15	15	3	1	-	5	29	68
Total	25	17	8	2	2	19	39	111

Source: HIFLD 2022, MT DES, National Bridge Inventory

Figure O-4 Toole County Critical Facilities

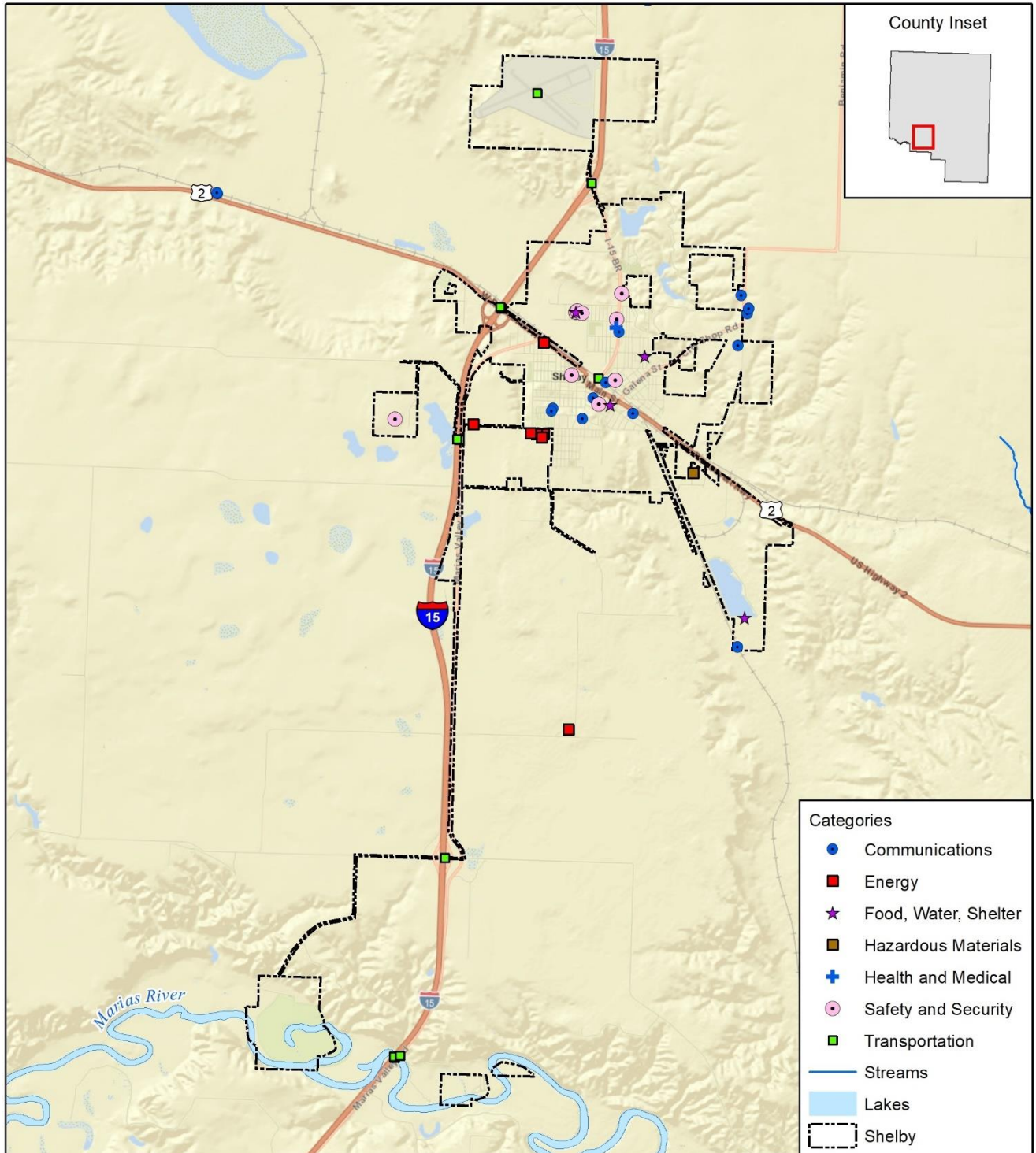


Map compiled 9/2022;
intended for planning purposes only.
Data Source: Montana State Library,
Montana DES, NBI, HIFLD 2022

0 10 20 Miles



Figure O-5 City of Shelby Critical Facilities

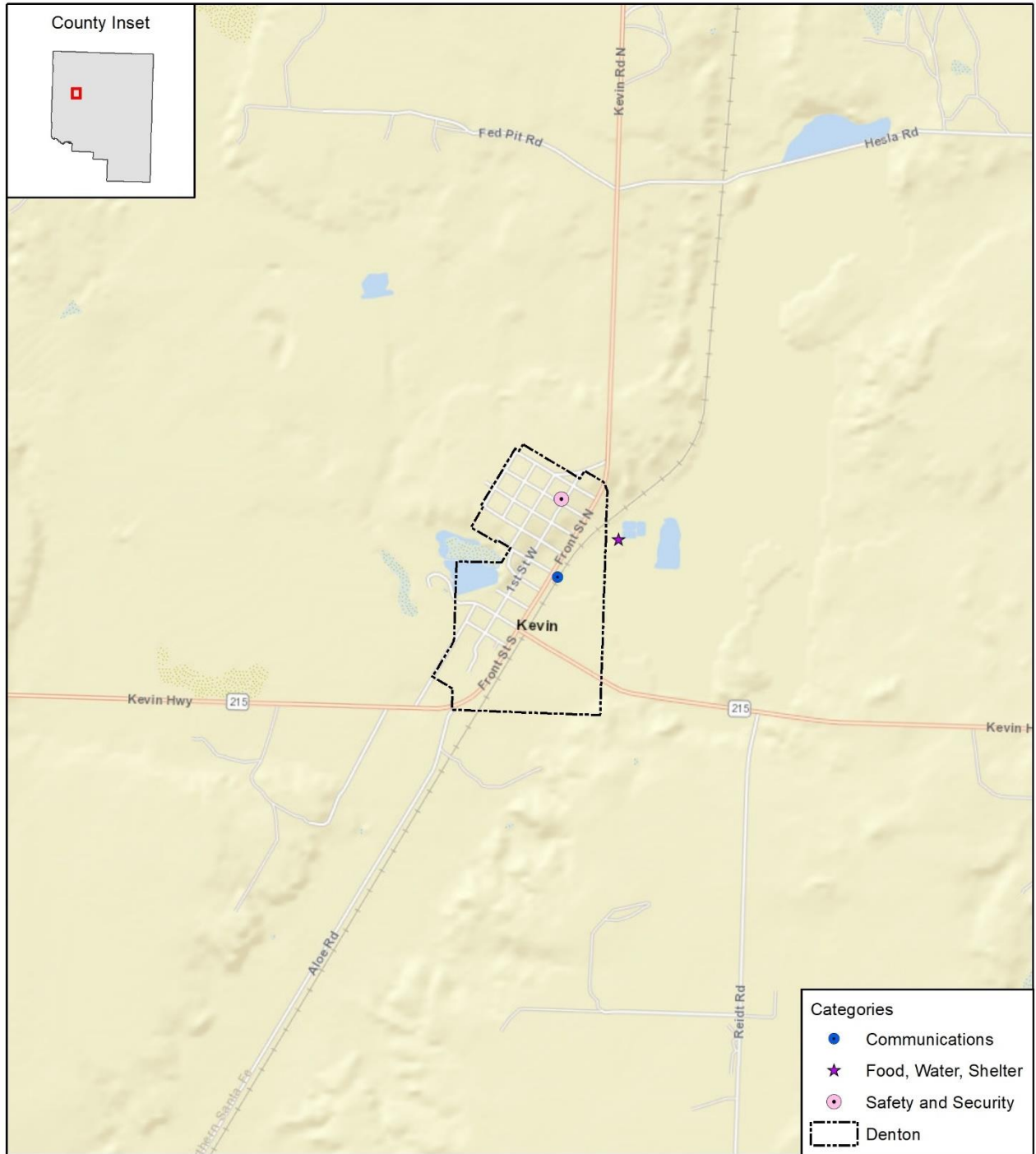


Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
Montana DES, NIB, HIFLD

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Figure O-6 Town of Kevin Critical Facilities

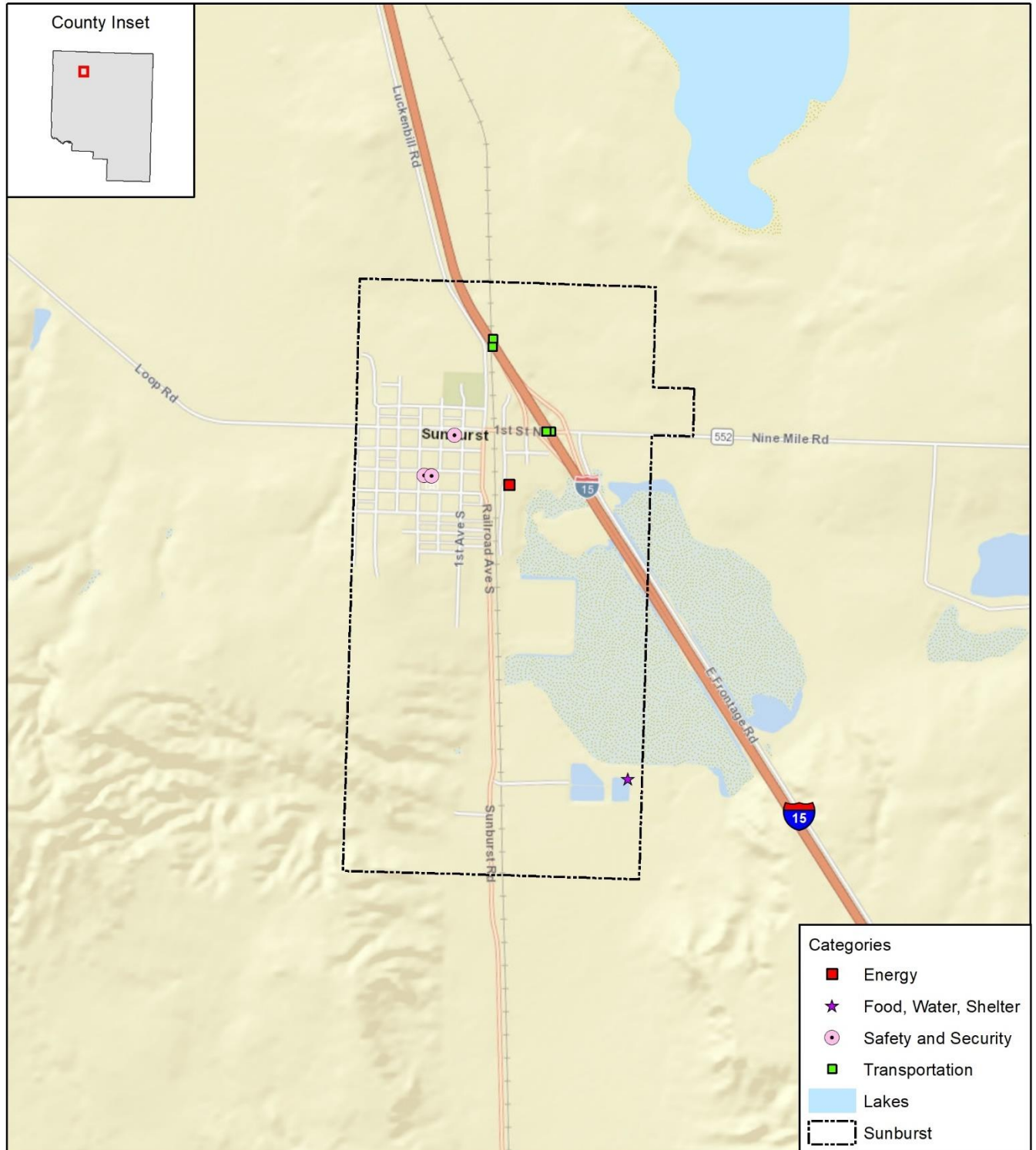


Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
Montana DES, NIB, HIFLD

0 0.5 1 Miles



Figure O-7 Town of Sunburst Critical Facilities



Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
Montana DES, NIB, HIFLD

0 0.5 1 Miles



Natural, Historic, and Cultural Assets

Assessing the vulnerability of Toole County to hazards also involves inventorying the natural, historical, and cultural assets of the area. This step is important for the following reasons:

- The community may decide that these types of resources warrant more protection due to their unique and irreplaceable nature and contribution to the overall economy.
- If these resources are impacted by a hazard, knowing so ahead of time allows for more prudent care in the immediate aftermath, when the potential for additional impacts are higher.
- The rules for reconstruction, restoration, rehabilitation, and/or replacement are often different for these types of designated resources.
- Natural resources can have beneficial functions that reduce the impacts of natural hazards, such as wetlands and riparian habitat, which help absorb and attenuate floodwaters.

Historic and Cultural Assets

By definition, a historic property not only includes buildings or other types of structures, such as bridges and dams, roads, byways, historic landscapes, and many other features. The National Register of Historic Places, managed by the National Park Service and U.S. Department of Interior, is the nation's official list of cultural resources worthy of preservation. Table O-9 below lists the properties that are identified as having cultural and historic significance in Toole County as recorded by the National Register of Historic Places.

Table O-9 Historic Properties and Districts on National Registers

Property Name	City/Town	Location	Date Listed
Maria's River Bridge	Galata	On the N bank of the Tiber Reservoir due S of Galata	5/7/1985
Kevin Depot	Kevin	Central Ave. and 1st St.	8/11/80
Rocky Springs Segment of the Whoop-Up Trail	Kevin	Address Restricted	4/15/93
Bethany Lutheran Church	Oilmont	0.25 mi. S of Gus Blaze Rd.	12/14/93
Marias River Bridge	Shelby	Mi. 6, Marias Valley Rd.	3/26/12
Rainbow Conoco	Shelby	400 Main St.	8/16/94
Shelby Town Hall	Shelby	100 Montana Ave.	2/14/06
US Customs Building	Sweetgrass	I-15 just S of US--Canada border	2/28/91

Source: National Register of Historic Places, <https://irma.nps.gov/DataStore/Reference/Profile/2210280>

Natural Resources

Natural resources are important to include in benefit-cost analyses for future projects and may be used to leverage additional funding for projects that also contribute to community goals for protecting sensitive natural resources. Awareness of natural assets can lead to opportunities for meeting multiple objectives. For instance, protecting wetlands preserves sensitive habitats as well as attenuates and stores floodwaters.

Wetlands are a valuable natural resource for communities, due to their benefits to water quality, wildlife protection, recreation, and education, and play an important role in hazard mitigation. Portions of Lake Elwell and the Marias River lie within Toole County and are examples of important natural resources for the County. There are also numerous waterfowl preserves in the county.

Endangered Species

A table of endangered and threatened species in the State of Montana, as identified by the U.S. Fish and Wildlife Service, Montana Ecological Services Field Office, can be found in the Assets Summary Section in Chapter 4 of the base plan.

O.4 Vulnerability to Specific Hazards

This section details vulnerability to specific hazards, where quantifiable, only where it differs from that of the Region as a whole. The results of detailed GIS analyses used to estimate potential for future losses are presented here, in addition to maps of hazard areas and details by jurisdiction and building type. For a discussion of the methodology used to develop the loss estimates, refer to Chapter 4 of the base plan. In many cases Chapter 4 contains information that differentiates the risk by county thus the information is not duplicated here. For most of the weather-related hazards the risk does not vary significantly enough from the rest of the Region and thus the reader should refer to Chapter 4. Only unique issues or vulnerabilities are discussed, where applicable.

- Communicable Disease
- Cyber-Attack
- Dam Failure
- Drought
- Earthquake
- Flooding
- Hazardous Materials Incident
- Landslide
- Severe Summer Weather
- Severe Winter Weather
- Human Conflict
- Tornadoes & Windstorms
- Transportation Accidents
- Volcanic Ash
- Wildfire

O.4.1 Communicable Disease

All populations are vulnerable to communicable disease. Elder populations, young children, and individuals with pre-existing medical conditions are more likely to face long lasting impacts from communicable disease. While areas of high population density, such as the City of Shelby, are likely to experience a greater number of cases due to a larger population, these larger cities also have greater access to medical resources. Communicable disease is ranked as medium for all counties in the Central Region and there were no noted differences in ranking of communicable disease by jurisdiction in Toole County.

Refer to Chapter 4 for a discussion of the communicable disease risk relative to Toole County and the Central Region.

O.4.2 Cyber-Attack

All servers, networks, and users are vulnerable to cyber-attacks in Central Montana. Toole County is ranked as medium, along with most other counties in the Region. There are no significant variations in vulnerability to cyber-attack between jurisdictions in Toole County due to no recorded history of cyber-attacks. However, the Towns of Kevin and Sunburst are ranked as low risk due to smaller population in these areas, resulting in less people exposed to cyber-attack, when compared to the City of Shelby, which is ranked as medium risk.

Refer to Chapter 4 for a discussion of the cyber-attack risk relative to Toole County and the Central Region.

O.4.3 Dam Failure

Dam failure in Toole County is ranked as low. There are two high hazard dams and nine significant hazard dams located in Toole County. The table below identifies the dams and the nearest downstream communities which could potentially be impacted in a dam failure or incident. Refer to Chapter 4 for a discussion of the dam failure risk relative to Toole County and the Central Region.

Table O-10 Dams in Toole County

Hazard Class	Dam Name	Owner	River	Nearest Downstream City	Distance To Nearest Downstream City (Miles)	Emergency Action Plans (EAP)
High	Cowpath Dam	City Of Shelby	Tr-Marias River	Shelby	1	Yes
High	Sullivan Dam	City Of Shelby	Tr-Marias	Shelby	1	Yes
Significant	McCarter North Dam	William J Mccarter	Willow Creek	Galata	4	N/A
Significant	Algol	Frank Nickol	Dead Indian Coulee	Loma	49	N/A
Significant	Shay Dam	Hellinger Bros	Tr-Willow Creek	Devon	4	N/A
Significant	Mcintyre Reservoir	David E Leck	Clift Coulee	Galata	3	N/A
Significant	Hellinger	Hellinger Bros	Willow Creek	Devon	5	N/A
Significant	Olie	Owen S White	Dodge Coulee	Devon	4	N/A
Significant	Mccarter West Dam	Lawrence A Hemmer	Tr-Willow Creek	Galata	4	N/A
Significant	Wanken	Wanken Farms	Tr-Marias River	No Town	0	N/A
Significant	G N R R Dunkirk Reservoir	Joe W Hawkins	Dunkirk Coulee	Devon	8	N/A

Source: National Inventory of Dams (NID)

With two high and nine significant hazard dams in the planning area, dam failure flooding could result in significant property losses and loss to human life. There are also several high hazard dams upstream of Toole County in Pondera County, which pose inundation risk along the Marias River. Both high hazard dams in Toole County are owned by the City of Shelby and located within the city limits. A dam incident at either of these locations could result in severe inundation to the county's largest city. Figure O-8 displays the location of dams in Toole County. There are no federally owned dams within Toole County.

Table O-11 summarizes the estimated number of improved parcels, building values, and people within inundation zones (limited to high hazard dams that are not federally owned) in Toole County by property type. Toole County has the fourth highest total property value located within the inundation zone in the Central Region, and 92% of this total exposure is in the City of Shelby. Residential property types represent the greatest total number of improved parcels and most property value, with approximately \$58.5 million in total property value at risk. Table O-12 summarizes the critical facilities located in Toole County which are at risk to dam inundation. The Safety and Security Lifeline has the greatest number of exposed facilities, the majority of which are in the City of Shelby.

Table O-11 Toole County Parcels at Risk to Overall Dam Inundation by Jurisdiction

Jurisdiction	Property Type	Improved Parcels	Improved Value	Content Value	Total Value	Population
Shelby	Exempt	21	\$19,168,098	\$19,168,098	\$38,336,196	
	Residential	423	\$37,421,556	\$18,710,778	\$56,132,334	973
	Vacant	2	\$55,330	\$55,330	\$110,660	
	Total	446	\$56,644,984	\$37,934,206	\$94,579,190	973
Toole County	Agricultural	8	\$1,742,160	\$1,742,160	\$3,484,320	
	Exempt	1	\$969,230	\$969,230	\$1,938,460	
	Residential	9	\$1,633,950	\$816,975	\$2,450,925	21
	Total	18	\$4,345,340	\$3,528,365	\$7,873,705	21
Grand total	464	\$60,990,324	\$41,462,571	\$102,452,895	994	

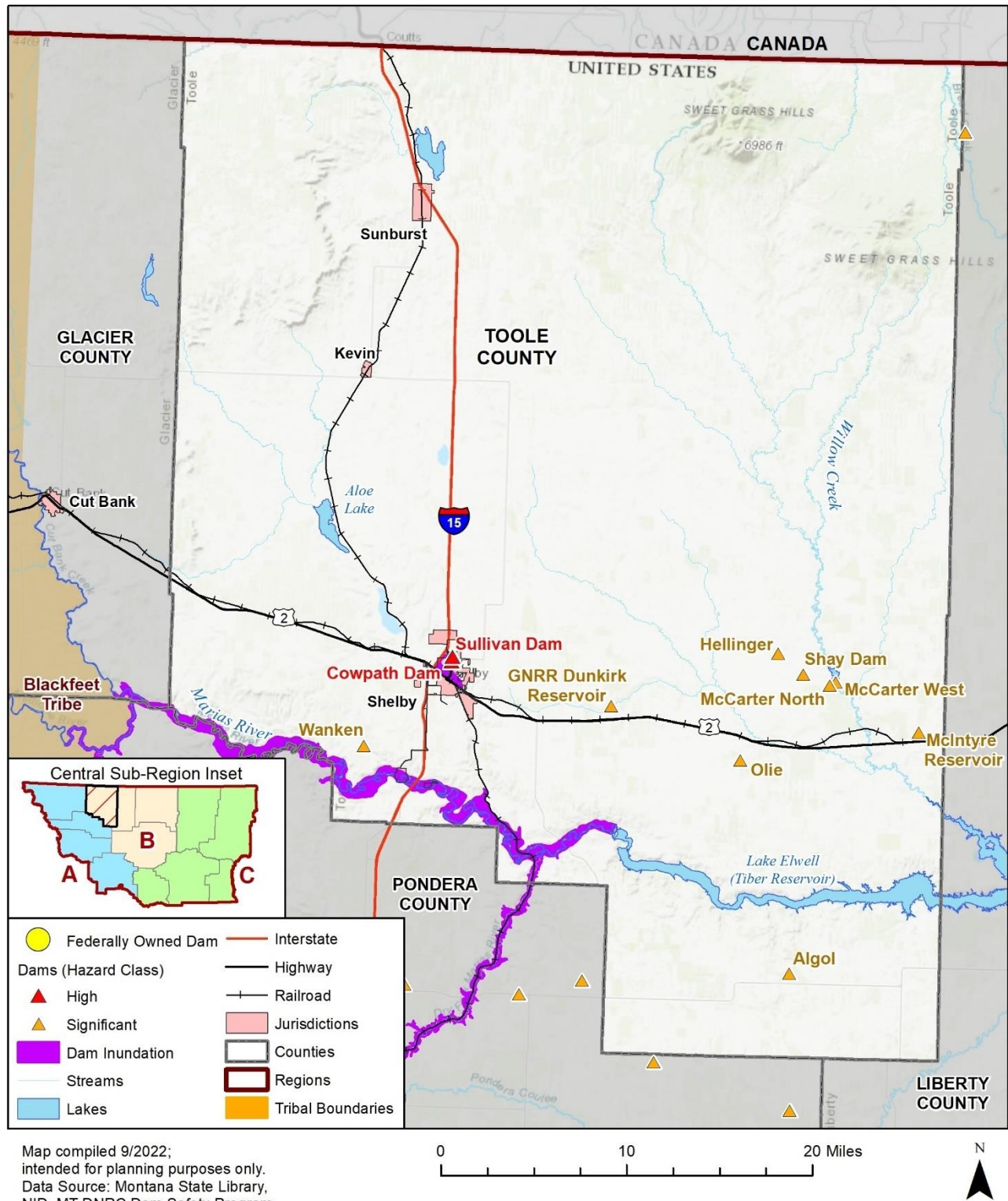
Source: County Assessor data, NID, MT DNRC, WSP GIS Analysis

Table O-12 Toole County Critical Facilities at Risk to Dam Inundation by FEMA Lifeline

Jurisdiction	Communications	Energy	Food, Water, Shelter	Hazardous Materials	Health and Medical	Safety and Security	Transportation	Total
Shelby	2	-	2	-	1	6	-	11
Toole County	-	-	-	-	-	1	4	5
Total	2	0	2	0	1	7	4	16

Source: Montana DNRC Dam Safety Program, Montana State Library, NID, HIFLD 2022, Montana DES, NBI

Figure O-8 Toole County Dam Inundation



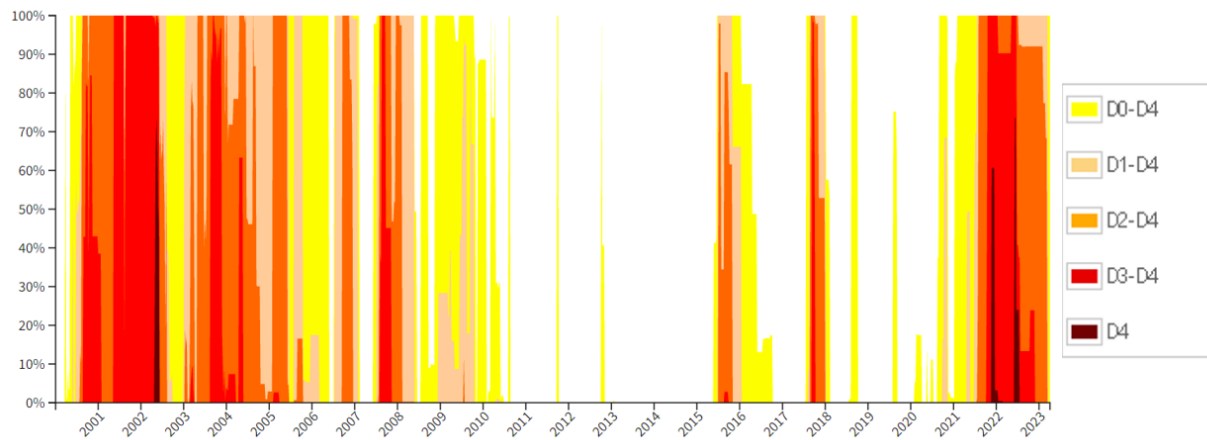
O.4.4 Drought

Drought was rated as a hazard of high concern in Toole County. Between 2012 and 2021, Toole County experienced 8 USDA emergency drought declarations, which is slightly less than the average number of drought declarations for the Central Region. The Drought Impact Reporter (2000-2021) reported that Toole County had 18 drought impacts which affected agriculture, wildfire, tourism, and water quality in the area.

The U.S. Drought Monitor (USDM) is a national data set released weekly, showing the severity of drought in locations across the nation. A time series showing the severity of drought in Toole County between 2000 and 2023 (since the USDM came into being) is shown below. The chart indicates that Toole County experienced severe drought conditions (D4) in the years 2002 and late 2021 into 2022. Due to the regional nature of drought, there is no difference between risk rating between jurisdictions.

Refer to Chapter 4 for a discussion of the drought risk relative to Toole County and the Central Region.

Figure O-9 USDM Drought Timeseries for Toole County



Source: USDM; www.drought.gov

O.4.5 Earthquake

There are several known fault systems throughout the State of Montana, mostly concentrated in the Western Region. However, large magnitude earthquakes that occur in the Western Region are likely to have impacts on counties in the Central Region. The potential severity of shaking and impacts to casualties and damage is not uniform across the Central Region and is likely to impact counties along the Western portion of the Region, including Toole County. Earthquake hazards in Toole County are therefore ranked as medium overall significance.

According to a Hazus probabilistic loss analysis conducted for a scenario with 2% in 50 years recurrence, Toole County has the fifth greatest direct economic losses expected in the Central Region, with an estimated \$18.5 million in total direct losses. Older and historic buildings will be more vulnerable to earthquake shaking.

Refer to Chapter 4 for a discussion of the earthquake risk relative to Toole County and the Central Region.

O.4.6 Flooding

Table O-13 below summarizes the building counts and improved value of parcels in the County, broken out by jurisdiction, that fall within the 1% chance floodplains. Additionally, the table also summarizes loss estimate values, which are calculated based upon the improved value and estimated contents value and

assumes a two-foot deep flood which usually results in 25% of the total value, based on FEMA depth-damage curves. Toole County has no mapped digital FEMA floodplain data currently. Therefore Hazus floodplain data was used as a substitute to perform the analysis. The table indicates the greatest flood losses in each applicable jurisdiction.

Table O-13 Toole County Parcels at Risk to 1% Flood Hazard by Jurisdiction

Jurisdiction	Property Type	Improved Parcels	Improved Value	Content Value	Total Value	Estimated Loss	Population
Kevin	Residential	2	\$26,820	\$13,410	\$40,230	\$10,058	5
	Total	2	\$26,820	\$13,410	\$40,230	\$10,058	5
Shelby	Exempt	6	\$7,337,900	\$7,337,900	\$14,675,800	\$3,668,950	
	Residential	207	\$13,853,012	\$6,926,506	\$20,779,518	\$5,194,880	476
	Total	213	\$21,190,912	\$14,264,406	\$35,455,318	\$8,863,830	476
Sunburst	Exempt	1	\$82,530	\$82,530	\$165,060	\$41,265	
	Residential	2	\$10,410	\$5,205	\$15,615	\$3,904	5
	Total	3	\$92,940	\$87,735	\$180,675	\$45,169	5
Toole County	Agricultural	15	\$1,820,700	\$1,820,700	\$3,641,400	\$910,350	
	Residential	12	\$1,326,771	\$663,386	\$1,990,157	\$497,539	28
	Total	27	\$3,147,471	\$2,484,086	\$5,631,557	\$1,407,889	28
	Grand Total	245	\$24,458,143	\$16,849,637	\$41,307,780	\$10,326,945	513

Sources: DNRC, Hazus, FEMA NFHL

Toole County has a total of 17 critical facilities located in the 1% annual chance floodplain. 11 are transportation lifelines, two are food, water and shelter lifelines and three are safety and security lifelines. This is shown in Table O-14 below.

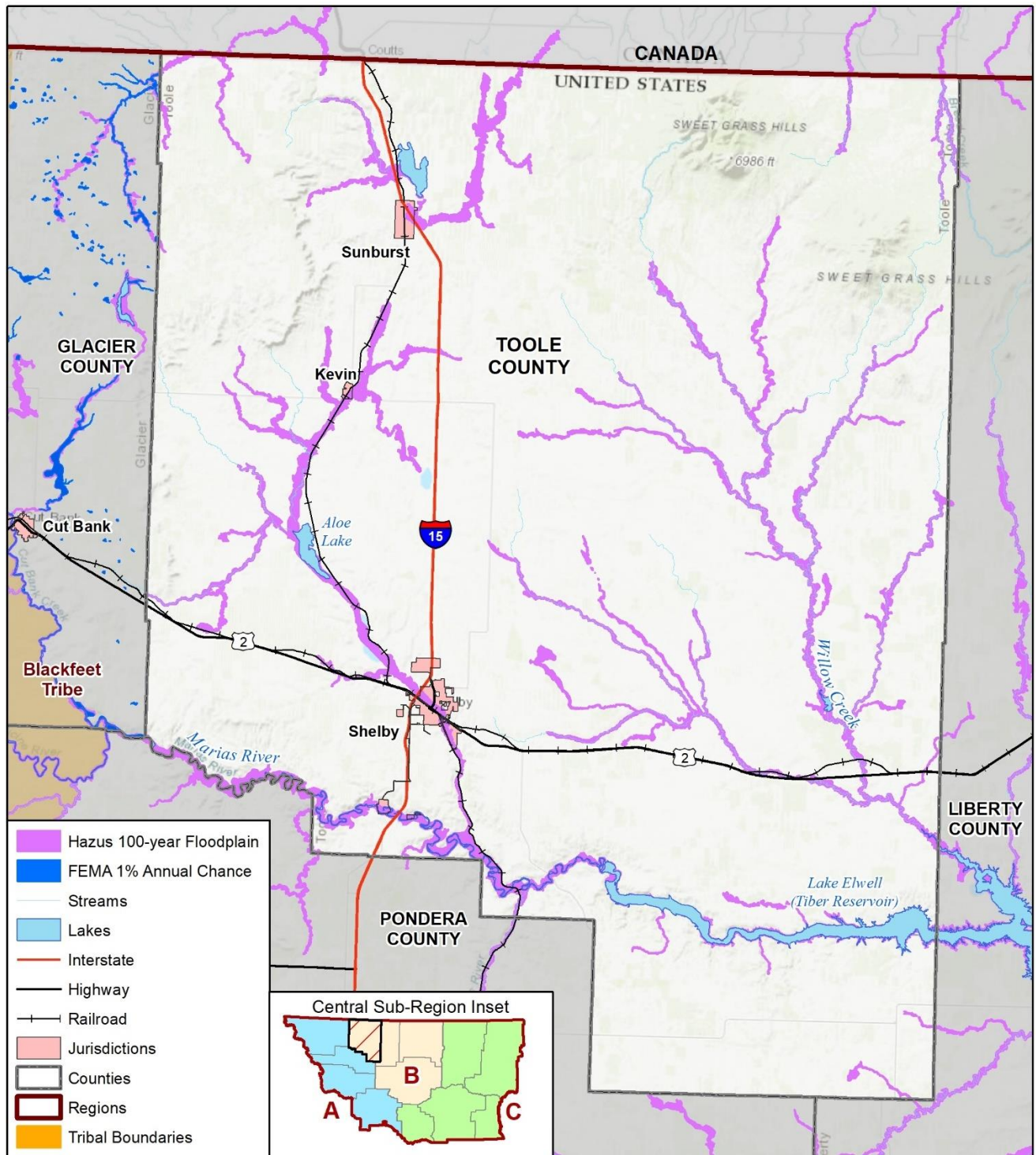
Table O-14 Toole County Critical Facilities at Risk to 1% Annual Chance Flood Hazards by FEMA Lifeline

Jurisdiction	Communications	Energy	Food, Water, Shelter	Hazardous Materials	Health and Medical	Safety and Security	Transportation	Total
Shelby	-	-	2	1	-	3	-	6
Sunburst	-	-	-	-	-	-	1	1
Toole County	-	-	-	-	-	-	10	10
Total	0	0	2	1	0	3	11	17

Source: Montana DNRC, FEMA, HAZUS, HIFLD 2022, MT DES, NBI

All participating jurisdictions in Toole County contain structures located in the floodplain, as seen in Figure O-11 through Figure O-14 below.

Figure O-10 Toole County Flood Hazard

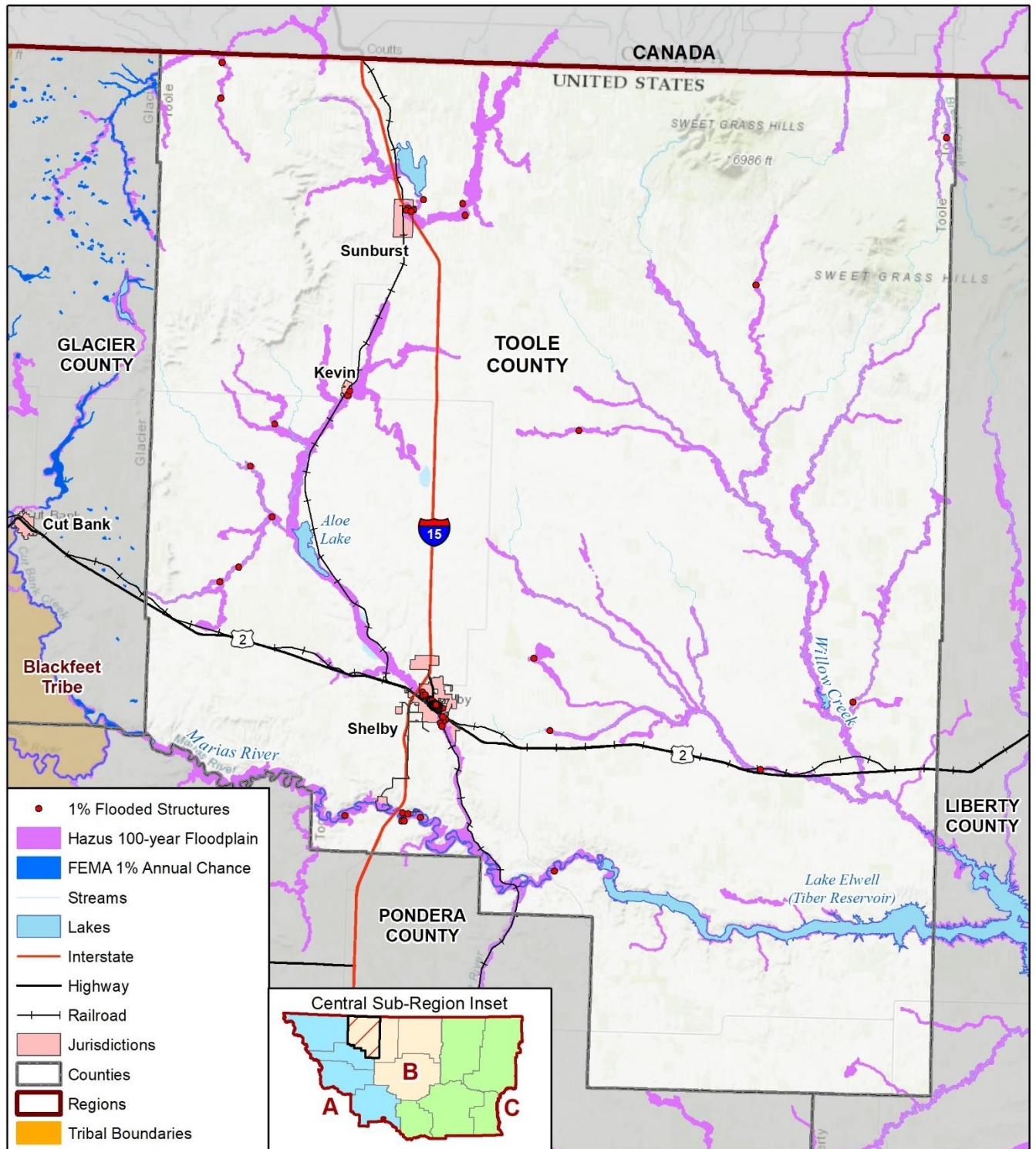


Map compiled 9/2022;
intended for planning purposes only.
Data Source: Montana State Library,
DNRC, FEMA, Hazus

0 10 20 Miles

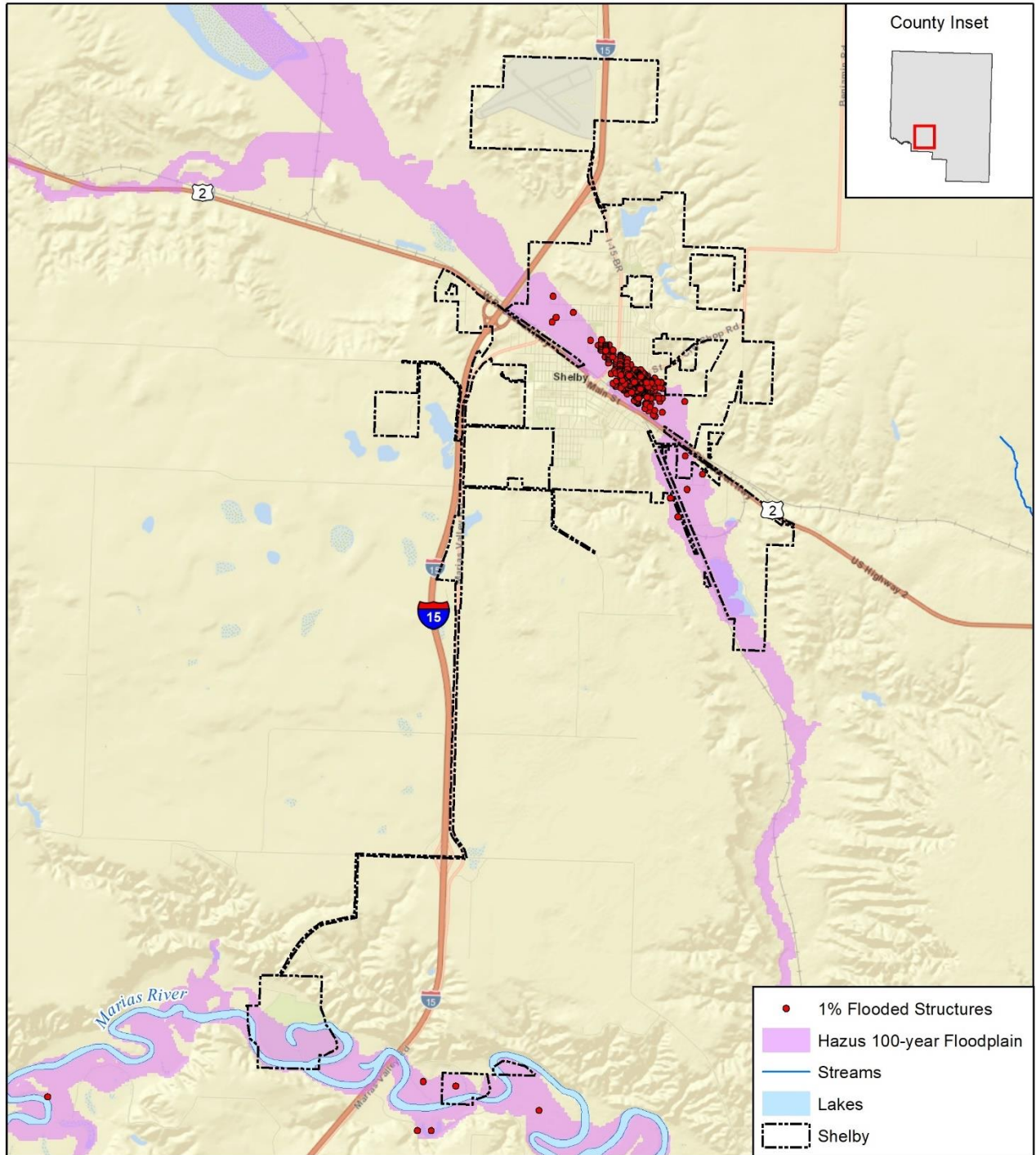


Figure O-11 Toole County Flood Hazard and Structures



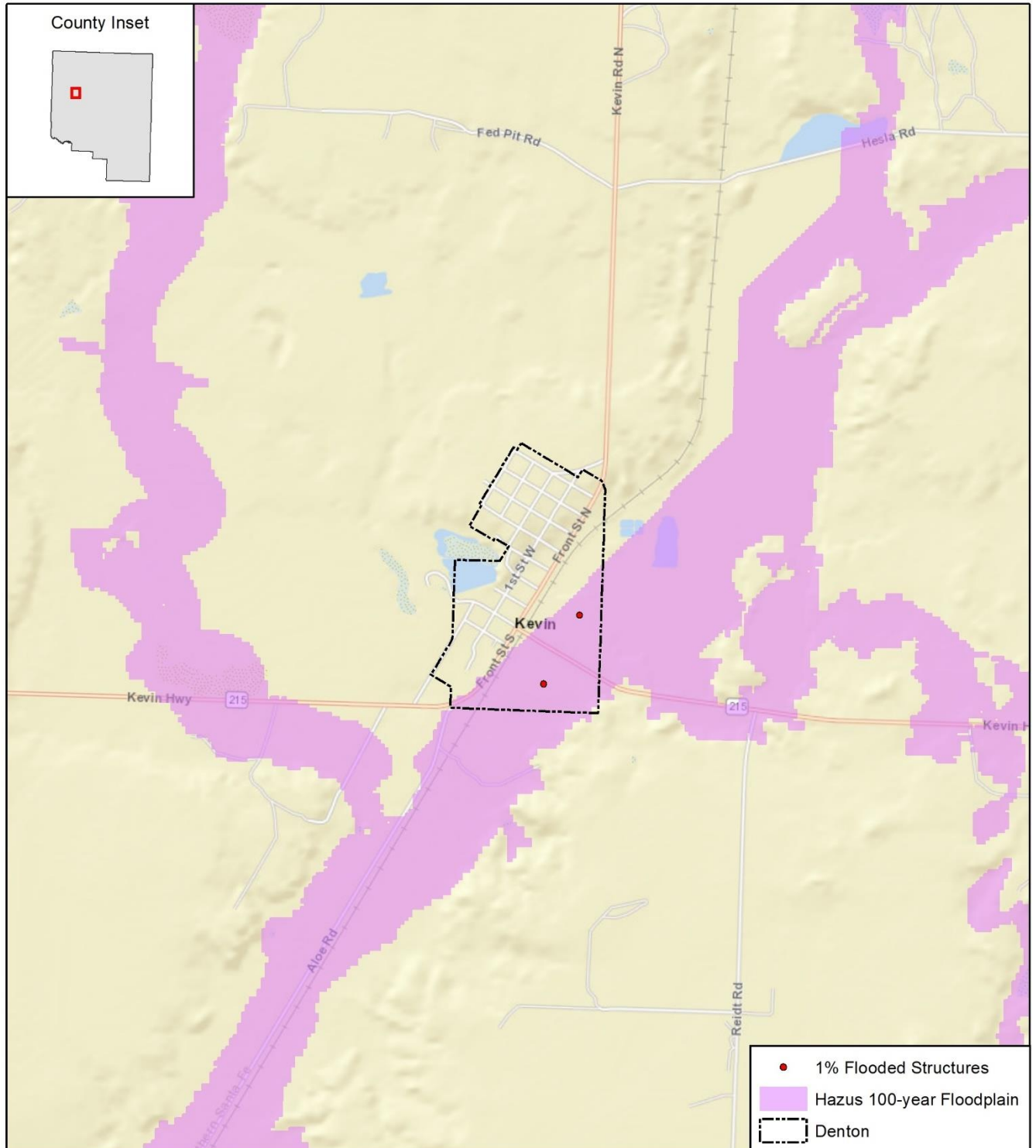
Map compiled 9/2022;
intended for planning purposes only.
Data Source: Montana State Library,
DNRC, FEMA, Hazus

Figure O-12 City of Shelby Flood Hazard and Structures



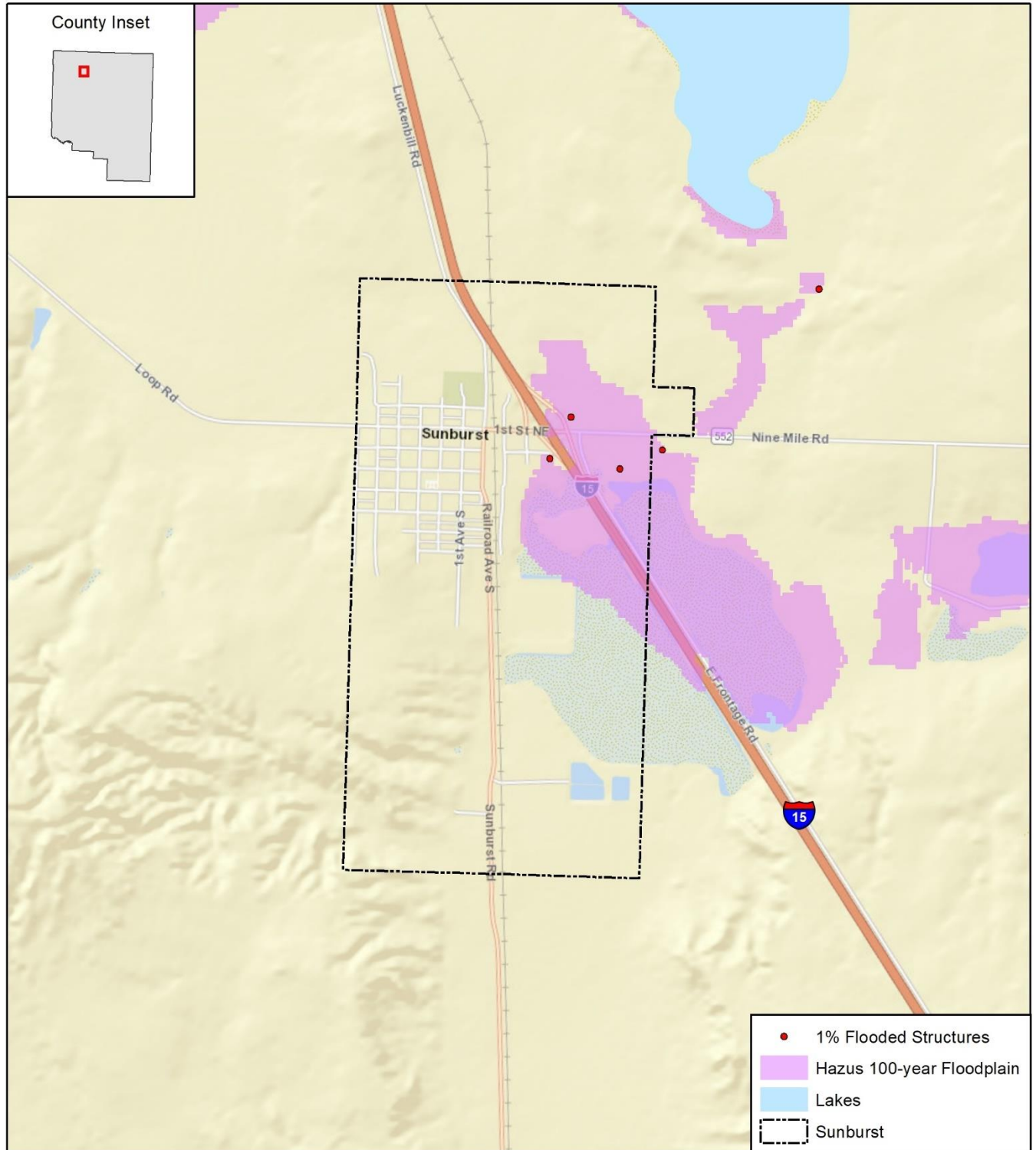
Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
DNRC, FEMA, Hazus

Figure O-13 Town of Kevin Flood Hazard and Structures



Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
DNRC, FEMA, Hazus

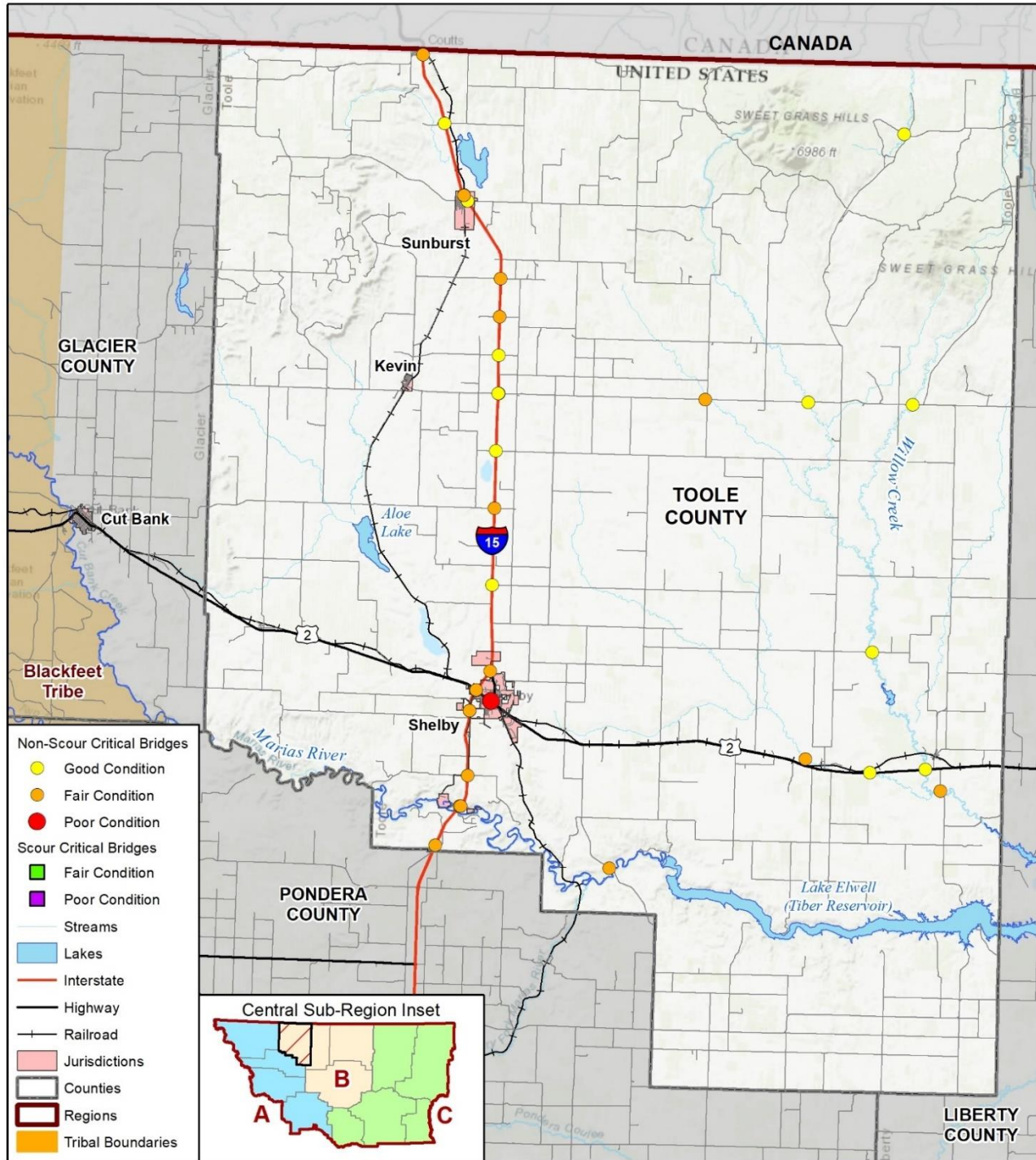
Figure O-14 Town of Sunburst Flood Hazard and Structures



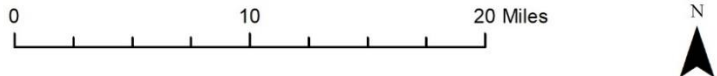
Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
DNRC, FEMA, Hazus

Figure O-15 below displays the location of bridges in Toole County and their condition. Refer to Chapter 4 for a discussion of the flood risk relative to Toole County and the Central Region.

Figure O-15 Toole County Bridges



Map compiled 10/2022;
intended for planning purposes only.
Data Source: Montana State Library,
National Bridge Inventory



O.4.7 Hazardous Materials Incident

Toole County has had 17 hazardous material incidents reported to the National Response Center since 1990. Toole County also has one RMP facility located in the Town of Shelby. Refer to Chapter 4 for a discussion of the hazardous materials incident risk relative to Toole County and the Central Region overall.

O.4.8 Landslide

Landslides are ranked as a low overall significance hazard in Toole County. There has been one recorded instance of federally declared disasters due to landslides in the County, therefore, annualized losses were found to be relatively low. There were no documented differences in landslide vulnerability between jurisdictions in Toole County. Refer to Chapter 4 for a discussion of the landslide risk relative to Toole County and the Central Region.

O.4.9 Severe Summer Weather

Toole County ranked severe summer weather as a high overall significance hazard. Toole County experienced the second lowest number of recorded severe summer weather events in Central Region, but the HMPC noted that due to potential for future losses from severe summer weather, the hazard should be ranked as high. Property losses and crop losses from severe summer weather in Toole County each totaled \$5,000 from 1955 to 2022. All property and people are equally vulnerable to severe summer weather events in the County, and due to the regional nature of severe summer weather events, all jurisdictions in the county are rated as high.

Refer to Chapter 4 for a discussion of the severe summer weather risk relative to Toole County and the Central Region.

O.4.10 Severe Winter Weather

Toole County ranked severe winter weather as a high overall significance hazard. The Toole Zone experienced 56 recorded severe winter weather events and the NRI rated Toole County as relatively low risk to cold events and winter weather, however, due to potential for future losses in the county, the HMPC noted that Toole County and its jurisdictions should be rated as high.

Refer to Chapter 4 for a discussion of the severe winter weather risk relative to Toole County and the Central Region.

O.4.11 Human Conflict

Human conflict is ranked as an overall low significance for Toole County, along with nearly all other counties in the Central Region. None of the 23 recorded human conflict events recorded in the Central Region occurred in Toole County, and all jurisdictions in the county are equally vulnerable to experiencing a human conflict event in the future.

Refer to Chapter 4 for a discussion of the human conflict risk relative to Toole County and the Central Region.

O.4.12 Tornadoes & Windstorms

Toole County ranked tornadoes and windstorms as a high overall significance hazard. The Toole Zone experienced a significant number of high wind and strong wind events, with 203 total events. Additionally, Toole County experienced 49 thunderstorm wind events and 6 tornado events from 1950 to March 2022. Despite these historic events in Toole County, losses from these events were relatively low compared to the rest of the Central Region, with less than \$100,000 in recorded property damages and no crop damages. Due to the regional nature of these events, all jurisdictions in the county are equally vulnerable to tornado and wind events.

A vulnerability that is unique to Toole County is the presence of windborne saline dust. Just south of the Town of Sunburst is an area situated on both sides of Interstate 15 and is devoid of vegetation with a saline surface, which used to be a portion of an ancient lakebed. In dry years, the saline dust can become airborne and blow across the Interstate sometimes completely obscuring visibility. In addition to the hazard this poses to transportation through the area, there is also a health risk to residents presented by the blowing dust. To date no long term solution to this issue has been identified.

Refer to Chapter 4 for a discussion of the tornadoes and windstorms risk relative to Toole County and the Central Region.

0.4.13 Transportation Accidents

Toole County ranked transportation accidents as an overall high significance. The Montana Department of Transportation reported 468 roadway crashes from 2016-2020 in the county. While transportation accidents can occur along any type of transportation route in the county, accidents are more likely to occur along major roadways such as US Highway 2 and Interstate 15, which run through the county. The City of Shelby is ranked as a high risk while the other jurisdictions in the county are ranked as medium because there is an airport located in the City of Shelby in addition to the BNSF railway which runs through the city.

Refer to Chapter 4 for a discussion of the transportation accident risk relative to Toole County and the Central Region.

0.4.14 Volcanic Ash

All counties in the Central Region and all jurisdictions within Toole County ranked volcanic ash as an overall low significance hazard. Vulnerability throughout the county is largely uniform and dependent on the scale of volcanic activity impacting the region. Refer to Chapter 4 for a discussion of the volcanic ash risk relative to Toole County and the Central Region.

0.4.15 Wildfire

Toole County ranked wildfire as a high significance hazard, while the Central Region as a whole ranked this hazard medium. According to analysis, approximately 4,209 residents out of a total population of 5,572 reside in areas of high, very high, or extreme wildfire risk, or roughly 75% of the total population. Figure O-16 below displays the wildfire risk throughout Toole County. While most of the county is areas of low to medium risk, large portions of each of the incorporated communities, as well as rural areas throughout the county, have high to extreme risk.

Table O-15 below summarizes the estimated exposed value of improvements in each wildfire risk category. Of the 2,075 properties at risk, 88% are residential and 6% are agricultural. Wildfires typically result in a total building loss including contents. See Chapter 4 in the base plan for details on the methodology of this analysis.

Table O-15 Toole County Parcels at Risk to Wildfire by Jurisdiction and Risk Rating

At Risk Rating	Jurisdiction	Improved Parcels	Improved Value	Content Value	Total Value	Population
At Risk to Extreme Wildfire Hazards	Shelby	246	\$33,088,474	\$19,296,187	\$52,384,661	541
	Sunburst	5	\$528,135	\$264,068	\$792,203	12
	Toole County	1	\$69,800	\$34,900	\$104,700	2
	Total	252	\$33,686,409	\$19,595,155	\$53,281,564	554
	Kevin	63	\$3,020,936	\$1,553,813	\$4,574,749	138

At Risk Rating	Jurisdiction	Improved Parcels	Improved Value	Content Value	Total Value	Population
At Risk to Very High Wildfire Hazards	Shelby	960	\$115,905,242	\$70,051,882	\$185,957,124	2,125
	Sunburst	225	\$19,853,719	\$12,413,565	\$32,267,284	478
	Toole County	121	\$23,974,095	\$19,606,552	\$43,580,647	253
	Total	1,369	\$162,753,992	\$103,625,811	\$266,379,803	2,995
At Risk to High Wildfire Hazards	Kevin	41	\$1,170,126	\$585,063	\$1,755,189	94
	Shelby	43	\$26,074,805	\$23,008,038	\$49,082,843	74
	Sunburst	8	\$361,340	\$329,715	\$691,055	9
	Toole County	362	\$63,416,475	\$58,634,138	\$122,050,613	483
	Total	454	\$91,022,746	\$82,556,953	\$173,579,699	660
Grand Total		2,075	\$287,463,147	\$205,777,919	\$493,241,066	4,209

Source: MSDI 2022, MWRA

Table O-16 summarizes the potential impact of wildfire on critical facilities and lifelines in Toole County and its associated jurisdictions. The table highlights the type and number of facilities in each jurisdiction in the County that are in Low/Moderate, High, Very High, or Extreme Wildfire risk areas. See Chapter 4 for the methodology of the critical facilities at risk analysis.

Table O-16 Toole County Critical Facilities at Risk to Wildfire Hazards by Jurisdiction, Facility Type, and Risk Rating

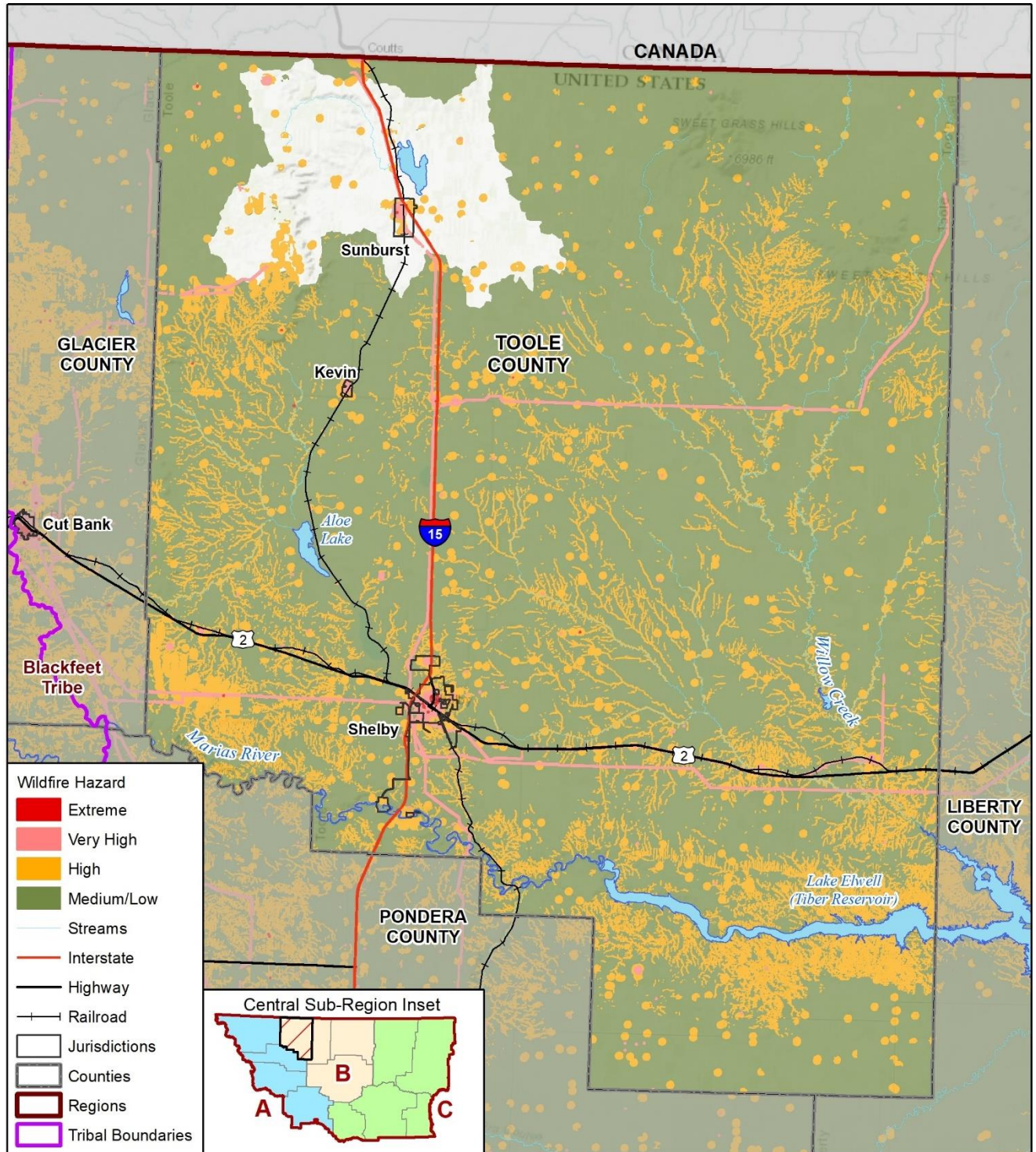
At Risk Rating	Jurisdiction	Communications	Energy	Food, Water, Shelter	Hazardous Materials	Health & Medical	Safety & Security	Transportation	Total
At Risk to Extreme Wildfire Hazards	Shelby	2	-	1	-	1	1	-	5
	Toole County	1	-	-	-	-	-	-	1
	Total	3	0	1	0	1	1	0	6
At Risk to Very High Wildfire Hazards	Kevin	1	-	-	-	-	1	-	2
	Shelby	6	1	1	-	-	7	3	18
	Sunburst	-	1	-	-	-	-	1	2
	Toole County	10	13	-	-	-	3	2	28
	Total	17	15	1	0	0	11	6	50
At Risk to High Wildfire Hazards	Shelby	-	-	-	1	-	1	2	4
	Sunburst	-	-	-	-	-	-	3	3
	Toole County	2	1	1	-	-	1	9	14

At Risk Rating	Jurisdiction	Communications	Energy	Food, Water, Shelter	Hazardous Materials	Health & Medical	Safety & Security	Transportation	Total
	Total	2	1	1	1	0	2	14	21
At Risk to Medium/Low Wildfire Hazards	Shelby	1	-	2	-	-	-	1	4
	Toole County	2	1	2	1	-	-	16	22
	Total	3	1	4	1	0	0	17	26

Source: HIFLD 2022, MT DES, NBI, MWRA

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Figure O-16 Toole County Wildfire Hazard



Map compiled 10/2022;
 intended for planning purposes only.
 Data Source: Montana State Library, MWRA

0 10 20 Miles



O.5 Mitigation Capabilities Assessment

As part of the regional plan development, the Region and participating jurisdictions developed a mitigation capability assessment. Capabilities are those plans, policies and procedures that are currently in place that contribute to reducing hazard losses. Combining the risk assessment with the mitigation capability assessment results in “net vulnerability” to disasters and more accurately focuses the goals, objectives, and proposed actions of this plan. The CPT used a two-step approach to conduct this assessment. First, an inventory of common mitigation activities was made using a matrix. The purpose of this effort was to identify policies and programs that were either in place or could be undertaken, if appropriate. Second, the CPT conducted an inventory and review of existing policies, regulations, plans, projects, and programs to determine if they contribute to reducing hazard related losses.

O.5.1 Regulatory Mitigation Capabilities

Table O-17 lists planning and land management tools typically used by local jurisdictions to implement hazard mitigation activities and indicates those that are in place in Toole County and each participating jurisdiction.

Table O-17 Toole County and Jurisdictions Regulatory Mitigation Capabilities

Plans and Regulations	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Building Codes	Yes	Yes	No	?
Building Codes Year	2018, 2021 Codes are pending	2018, 2021 Codes are pending	No	?
BCEGS Rating	Yes	Yes	No	?
Capital Improvements Program (CIP) or Plan	Yes	Yes	Yes	?
Community Rating System (CRS)	No	No	No	?
Community Wildfire Protection Plan (CWPP)	No	No	No	No
Comprehensive, Master, or General Plan	Yes	Yes	No	?
Economic Development Plan	No	?	No	?
Elevation Certificates	No	?	No	?
Emergency Operations Plan (EOP)	Yes	?	No	?
Erosion/ Sediment Control Program	No	?	No	?
Floodplain Management Plan	No	?	No	?
Flood Insurance Study	No	?	No	?

Plans and Regulations	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Floodplain Management Ordinance	Yes	?	No	?
National Flood Insurance Program (NFIP) Participant	Yes, NSFHA	Yes, 11/1/1996	No	No
Growth Management Ordinance or Policy	No	?	No	?
Other Hazard-Specific Ordinance or Plan (Steep Slope, Wildfire)	Yes, Alkali Reroute	?	?	Yes, Alkali Reroute
Site Plan Review Requirements	No	?	No	?
Stormwater Program, Plan, or Ordinance	Yes	Yes	Yes	?
Zoning Code or Ordinance	Yes	Yes	Yes	?
Other?				

Discussion on Existing Regulatory Mitigation Capabilities

The CPT noted that both the County and the City of Shelby are in the process of adopting the 2021 International Building Codes.

Discussion on NFIP Participation and Compliance

Both Toole County and the City of Shelby are participants in the NFIP. Toole County has not been mapped and has No Special Flood Hazard Area, but has still elected to participate in the NFIP. The City of Shelby also participates in the NFIP and joined the program on November 1, 1996. Floodplain management and administration for the county is managed by Montana DNRC, who enforces the requirements of the NFIP. The Town of Kevin is not mapped and not required to participate in the program. The Town of Sunburst was previously participating in the NFIP but was sanctioned on January 10, 1976.

Both Toole County and the City of Shelby intend to continue their participation in the NFIP, and will make all necessary efforts to continue to comply with the standards and requirements of the NFIP to ensure their communities remain in good standing.

0.5.2 Administrative and Technical Mitigation Capabilities

Table O-18 identifies the County and participating jurisdictions personnel responsible for activities related to mitigation and loss prevention in Toole County.

Table O-18 Toole County Jurisdictions Administrative/Technical Mitigation Capabilities

Administrative and Technical	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Emergency Manager	Yes	No	No	No
Floodplain Administrator/Position/ Department	Yes, DNRC	Yes, DNRC	No	No
Community Planning:	Yes	Yes	No	Yes North Toole County

Administrative and Technical	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
				Economic Dev. Group
- Planner/Engineer (Land Development)	No	No	No	Yes Triple Tree Engineering
- Planner/Engineer/Scientist (Natural Hazards)	No	No	No	Yes
- Engineer/Professional (Construction)	Yes	Yes	No	Yes
- Resiliency Planner	No	No	No	No
- Transportation Planner	No	No	No	No
Full-Time Building Official	Yes	Yes	No	No
GIS Specialist and Capability	No	No	No	No
Grant Manager, Writer, or Specialist	Yes	Yes	No	No
Housing Authority	Yes HUD, Opportunities Inc., Low-Income Housing	No	No	Yes HUD, Section 8, Opportunities Inc.
Warning Systems: (list the hazards each system is used for)	Yes	No	Yes	No
- Sirens	Yes	No	Yes	Yes
- Reverse 911	Yes	No	No	No
- IPAWS/Wireless Emergency Alerts (WEA)	Yes	No	No	No
- Opt-In Notifications (CodeRed, Everbridge, etc.)	Yes, CodeRED	No	Yes	Yes, CodeRED
- Other system	Yes, Warning Lights for low visibility due to blowing Alkali	No	No	Yes, Warning Lights for low visibility due to blowing Alkali; National Weather TV/Radio

O.5.3 Financial Capabilities

Table O-19 identifies the County and participating jurisdictions financial tools or resources that the jurisdictions have access or are eligible to use and could potentially be used to help fund mitigation activities.

Table O-19 Toole County Jurisdictions Financial Capabilities

Financial Capabilities	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Ability to fund projects through Capital Improvements funding	Yes	Yes	Yes	Yes
Ability to incur debt through general obligation bonds	Yes	Yes	Yes	?

Financial Capabilities	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Ability to incur debt through private activities	Yes	Yes	Yes	?
Ability to incur debt through special tax bonds	Yes	Yes	No	?
Authority to levy taxes for a specific purpose with voter approval	Yes	Yes	Yes	Yes
Authority to withhold spending in hazard prone areas	No	No	No	?
Community Development Block Grants	Yes	Yes	No	Yes
FEMA Hazard Mitigation Assistance grants	Yes	Yes	Yes	No
FEMA Public Assistance funds	Yes	Yes	Yes	Yes
Stormwater Service Fees	Yes	Yes	No	?
System Development Fee	No		No	?
Utility fees (water, sewer, gas, electric, etc.)	Yes	Yes	Yes	Yes
Gas Tax/BaRSAA (Roads and Streets)	Yes	?	?	?
Montana Coal Endowment Program (MCEP)	No	?	?	?
State Revolving Fund	No	?	?	?
Department of Natural Resources & Conservation	Yes Conservation District	?	?	?

FEMA and Other Grant Funding Leveraged for Hazard Mitigation

Funding for the proposed mitigation projects may come from a variety of sources. Below is a list of funding possibilities. This list is not tied directly to each proposed project; however, these programs could work for specific projects or multiple projects.

- FEMA Hazard Mitigation Assistance Grants including:
 - Building Resilient Infrastructure and Communities (BRIC)
 - Pre-Disaster Mitigation (PDM).
 - Flood Mitigation Assistance Program (FMA).
 - Hazard Mitigation Grant Program (HMGP).
 - Notice of funding availability typically released in June with applications due in October/November of each year.
 - HMGP is dependent on federally declared disasters within the State and funding amount is based on a percentage of disaster relief costs.
- US Army Corp of Engineers funding
- USDA Environmental Quality Incentive Program.
- USDA Conservation Reserve and Conservation Reserve Enhancement Program.
- USDA Small Watersheds (NRCS).

There are many more potential funding opportunities available to the municipalities and county. Funding research will be done during the scoping process for each project. New funding mechanisms may be present that were not before. Toole County and its jurisdictions have participated in some these hazard mitigation assistance projects, summarized in the table below.

Table O-20 Toole County Hazard Mitigation Assistance-Funded Projects

Program	Date Approved	Project Type	Status	Subrecipient
HMGP	2021-11-18	601.2: Generators - Regular	Closed	Toole County
HMGP	2016-11-16	91.1: Local Multi-hazard Mitigation Plan	Closed	Liberty County (included Toole County in regional planning effort)

Source: FEMA Opendata

0.5.4 Education and Outreach Capabilities

Table O-21 below summarizes the existing education and outreach capabilities available to Toole County and its jurisdictions.

Table O-21 Toole County Education and Outreach Capabilities

Education & Outreach Programs	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
Ongoing public education programs (fire safety, responsible water use, household preparedness, etc.)	Yes, Fire safety week	Yes, Fire safety week	No	Yes, Fire safety week
Local citizen groups that communicate hazard risks	No	No	No	No
Firewise or other fire mitigation program	No	No	No	No
National Weather Service StormReady	No	No	No	No

0.5.5 Non-Governmental Organizations (NGOs) and Mitigation Partnerships

Table O-22 shows the local chapters partnered with the County and participating jurisdictions.

Table O-22 Toole County Non-Governmental Organizations (NGOs)

Non-Governmental Organizations (NGOs)	Toole County	City of Shelby	Town of Kevin	Town of Sunburst
American Red Cross	No, Great Falls is the closest	No	No	No
Chamber of Commerce	Yes, Shelby and Sunburst	Yes, Shelby and Sunburst	No	Yes, Shelby and Sunburst
Community Organizations (Lions, Kiwanis, etc.)	Yes Lions	Yes	No	Yes Lions
Environmental Groups	No	No	No	No
Homeowner Associations	No	No	No	No
Neighborhood Associations	No	No	No	No
Salvation Army	No	No	No	No
Veterans Groups	Yes, American Legion, American Legion Auxiliary	Yes	No	Yes, American Legion, American Legion Auxiliary, Rimrock VFW
Other?	Yes, Boy Scouts, Girl Scouts, 4-H, FFA, FCCLA	Yes	No	Yes, Boy Scouts, Girl Scouts, 4-H, FFA, FCCLA

O.5.6 Opportunities for Enhancement

Based on the capabilities assessment, Toole County has several existing mechanisms in place that already help to mitigate hazards. There are also opportunities for the County to expand or improve on their policies, programs and fiscal capabilities and further protect the community. Future improvements may include providing training for staff members related to hazards or hazard mitigation grant funding in partnership with the County and MT DES. Additional training opportunities will help to inform County and local government staff members on how best to integrate hazard information and mitigation projects into their departments. Continuing to train staff on mitigation and the hazards that pose a risk to Toole County will lead to more informed staff members who can better communicate this information to the public.

Another opportunity for enhancement is to increase public education and outreach on hazards. Creating ongoing public education programs or becoming Firewise and StormReady communities can increase the community's preparedness for hazard events. Improved cross-jurisdictional communication on evacuation and awareness to mitigate life safety impacts during dam incidents, floods, or wildfires including the development of brochures and using existing communication capabilities through social media or other media. Other specific opportunities for improvement include:

- Toole County:
 - Draft a County CWPP
 - Additional partnerships with area agencies to further develop hazard mitigation programs.
- City of Shelby:
 - Consider adopting a Wildland Urban Interface Code
- Town of Kevin:
 - Consider adopting building codes.
 - Formally adopt a zoning code to protect communities and businesses from unregulated growth.
- Town of Sunburst:
 - Consider adopting building codes.
 - Consider creating a designated public tornado shelter/saferoom for the community.
 - Recover compliance with the National Flood Insurance Program in order to allow for the availability of flood insurance for residents and eligibility for FEMA mitigation funding. (Community Status book indicates sanctioned on 1/10/1976)

O.6 Mitigation Strategy

This section describes the mitigation strategy and mitigation action plan for Toole County. See Chapter 5 of the base plan for more details on the process used to develop the mitigation strategy.

O.6.1 Goals

During the creation of the 2023 Regional Plan, the counties in the Montana Central Region decided to collaborate and develop a set of new, uniform goals, which were adopted by all counties in the Region and move away from hazard-specific goals. The adopted goals are as follows:

- Goal 1: Reduce impacts to people, property, the environment, and the economy from hazards.
- Goal 2: Protect community lifelines and critical infrastructure to ensure the continuity of essential services.
- Goal 3: Increase public awareness and participation in hazard mitigation.
- Goal 4: Sustain and enhance jurisdictional capabilities to enact mitigation activities.
- Goal 5: Integrate hazard mitigation into other plans, processes, and regulations.

- Goal 6: Promote regional cooperation and leverage partnerships in mitigation solutions where possible.

O.6.2 Progress on Previous Actions

During the 2023 planning process, the Toole County Planning Team reviewed all the mitigation actions from the 2013 plan. As shown in Table O-23, of 19 mitigation actions from 2013, three have been completed; 10 are in progress or are implemented annually, demonstrating ongoing progress and building the community's resiliency to disasters. Four were noted as having not been started but still relevant. One action was deleted as being no longer needed.

Table O-23 Completed and Deleted Actions

2013 ID	Mitigation Action	Hazards Mitigated	Jurisdiction	Notes
1.2	Enhance siren coverage for city	All	City of Shelby	Completed.
3.1	Use monthly town newsletter to provide safety message.	Severe Weather	Town of Kevin	Completed.
3.3	Test fire hydrants, replace nonoperational hydrants	Wildfire	Town of Kevin	Completed.
	Continue to work with MDT and landowners to address blowing dust in the saline area through warning system and sprinkling	Drought, Wind, Blowing Saline Dust	Toole County	Deleted, not needed.

O.6.3 NFIP Continued Compliance.

Also important to reducing losses to future development is continued compliance with the NFIP. All the jurisdictions will continue to make every effort to remain in good standing with the program. This includes continuing to comply with the NFIP regarding adopting floodplain maps and implementing, maintaining, and updating floodplain ordinances. See Section 5.4.2 in the base plan for more discussion on NFIP compliance.

O.6.4 Mitigation Action Plan

As a part of the 2023 regional planning process, the CPT developed an updated list of hazard mitigation actions or projects specific to Toole County and its jurisdictions. The process used to identify, develop, and prioritize these actions is described in Chapter 5 of the base plan. A total of seven new mitigation actions were added to the 15 actions carried over from the 2013 HMP.

Table O-24 represents Toole County's Mitigation Action and Plan. The CPT identified and prioritized the following mitigation actions based on the risk assessment and goals, and objectives. It is grouped by hazard(s) mitigated). Background information as well as information on how the action will be implemented and administered, such as ideas for implementation, responsible office, partners, potential funding, estimated cost, and timeline also are described. Per the DMA requirement, actions have been identified that address reducing losses to existing development as well as future development.

The Cost Estimate column describes the estimated project costs using the following categories:

- Little to no cost
- Low: Less than \$10,000
- Moderate: \$10,000-\$100,000
- High: \$100,000-\$1,000,000
- Very High: More than \$1,000,000

The Timeline column describes the estimated time of completion for each project using the following categories:

- Short Term: 1-2 years
- Medium Term: 3-5 years
- Long Term: 5+ years
- Ongoing: action is implemented every year

The Status/Implementation Notes column describes the progress made on the actions so far using the following categories:

- Not Started: project is carried over from the 2017 Plan; little to no work has been completed.
- In Progress: project is carried over from the 2017 Plan; work has begun on the project and is proceeding.
- Annual: project is carried over from the 2017 Plan and is implemented every year on an ongoing basis.
- New in 2023: The action is new to this plan update; little to no work has been completed.

Table O-24 below lists the mitigation actions for each participating jurisdiction in Toole County. All jurisdictions have developed mitigation actions for each identified hazard in the HMP.

Table O-24 Toole County Mitigation Action Plan

ID	Action Name & Description	Hazards Mitigated	Jurisdictions	Lead Agency & Partners	Cost Estimate	Potential Funding	Timeline	Priority	Status & Implementation Notes
1	Get wellhead protection plans in place for the remaining 12 city wells	Hazmat	Shelby	City of Shelby, MT DEQ	High	City, MT DES, DEQ FEMA	Medium Term	High	In Progress
2	Cooperate on hazmat planning under grant funds received	Hazmat	Shelby	City of Shelby	N/A	N/A	Short Term	High	??
3	Continue participation in the NFIP	Flooding	Shelby	City of Shelby	Low	Existing Budget	Short Term	High	In Progress
4	Continue implementation of the CIP, storm drain projects	Flooding	Shelby	City of Shelby	High	City, various Grants	Ongoing	High	In Progress
5	Locate and construct additional railroad track crossing for town residents	Hazmat	Sunburst	Town of Sunburst, Toole Co, Toole Co DES	Moderate	Town, Toole County	Long Term	High	??
6	Continue participation in the NFIP	Flooding	Sunburst	Town of Sunburst	Low	Existing Budget	Medium Term	High	In Progress
7	Provide education on what to do in event of railroad hazmat spill in town	Hazmat	Kevin	Town of Kevin, Toole Co DES	Low	Existing Budget	Ongoing	High	Not Started
8	Address recurring flooding along Front St	Flooding	Kevin	Town of Kevin, MT DES, BNSF	High	MT DES, FEMA	Ongoing	Medium	In Progress
9	Check integrity of "Bird Pond Dike" following heavy precipitation in 2013	Flooding	Kevin	Toole Co DES, MT DES, FEMA	Moderate	Existing Budget	Short Term	High	In Progress
10	Continue participation in the NFIP	Flooding	Kevin	Town of Kevin	Low	Existing Budget	Medium Term	High	In Progress
11	Activate E-911 notification capability to warn/alert through cell phones	Dam Failure, Earthquake, Flooding, Hazmat, Human Conflict, Landslide, Winter Weather, Summer Weather, Tornadoes/ Wind, Wildfire	Toole County	Toole County	Moderate	Existing Budget	Long Term	High	In Progress
12	Update hazardous materials flow study	Hazmat	Toole County	Toole County	Moderate	Existing Budget, MT DES	Ongoing	High	Not Started
13	Make bulk purchase of fire extinguishers and sell at cost for farm equipment	Wildfires	Toole County	Toole Co DES, Fire Dept	Low	Toole Co DES, DNRC	Short Term	Medium	Not Started
14	Install one or more fire danger highway signs in county	Wildfires	Toole County	Toole CO DES	Low	DNRC, BLM	Long Term	Low	Not Started
15	Continue participation in the NFIP	Flooding	Toole County	Toole County	Low	Existing Budgets	Short Term	High	In Progress
16	West Butte Forest Fire Fuel Reduction. Clear and reduce flammable debris including but not limited to beetle kill trees, fallen trees, dense timber to reduce the potential loss during a wildfire event.	Wildfire	Toole County	Toole County, BLM, Private landowners, DNRC	High	USDA-community fire protection program. USDA, NRCS forest land	Long Term	High	New in 2023

ID	Action Name & Description	Hazards Mitigated	Jurisdictions	Lead Agency & Partners	Cost Estimate	Potential Funding	Timeline	Priority	Status & Implementation Notes
						enhancement program			
17	Stormwater Southside. Install stormwater system to collective pipes to direct water out of town and to the wetlands	Severe Summer Weather, Severe Winter Weather, Flooding	City of Shelby	Toole County, DEQ, DNRC	Very High	ARPA – Treasury Allocation/ Direct Allocation	Short Term	High	New in 2023
18	Increase Public Awareness/ Bulletin Boards. Post signs on all entrances to the Town of Kevin instructing people to tune radios to information channel, map of where to go in case of emergency.	Severe Winter Weather, Severe Summer Weather, Tornadoes/Wind	Town of Kevin	Town of Kevin	Low	Capital Improvements Plan	Short Term	Medium	New in 2023
19	Severe Weather Shelter/Warming Shelter/ Disaster Shelter. Make our Community Center a severe weather facility. Make our building generator ready, pour a cement pad for our generator to be parked on, and get cots and or blankets for people. Having a shelter in our community for people to go would be a great relief to our seniors, low-income families, and stranded travelers.	Severe Winter Weather, Severe Summer Weather, Tornadoes/Wind, Transportation Accidents	Town of Sunburst	Town of Sunburst	Moderate	FEMA HMA Grants, City/County Budget	Short Term	High	New in 2023
20	Large and Small Animal Sheltering Plan. Toole County doesn't have an actual written plan for sheltering large or small animals during a disaster. Having a plan would help provide guidance and structure to sheltering animals during a disaster. The Fair grounds outside of the City of Shelby would be a great place to provide shelter for both small and large animals due to its large area and stalling capability.	Flooding, Hazmat, Tornado/Wind, Wildfire	Toole County	Toole County DES, Fair Board, Local Veterinarians	Low	Existing Budgets	Short Term	Low	New in 2023
21	CERT Program Organization. The Community Emergency Response Team program educates volunteer about disaster preparedness for the hazards that may occur where they live. CERT trains volunteers in basic disaster response skills.	Communicable Disease, Flooding, Winter Weather, Summer Weather, Wildfire, Human Conflict	Toole County	Toole County DES, Toole County EMS/Fire	Low	Existing Budgets	Medium Term	Low	New in 2023
22	Alkali Reroute Plan. A large Alkali flat poses a direct hazard to the community and traveling public on a section of I-15 outside of Sunburst, MT. This Alkali flat creates deadly whiteout conditions when high winds take the salt across this interstate section. The reroute plan provides a safe alternate route for travel.	Drought, severe summer weather, tornadoes & windstorms, transportation accidents, hazardous materials incident	Toole County	Toole County DES, Toole County EMS/Fire, MDT, Toole County Road Department, BLM	Unknown, To Be Determined	Unknown, To Be Determined	Long Term	High	New in 2023

O.7 Plan Implementation and Maintenance

Moving forward the Toole County CPT will use the mitigation action table in the previous section to track progress on implementation of each project. Implementation of the plan overall is discussed in Chapter 6 of the base plan.

O.7.1 Incorporation into Existing Planning Mechanisms

As described in the capability assessment, the County already implements policies and programs to reduce losses to life and property from hazards. This plan builds upon the momentum developed through previous and related planning efforts and mitigation programs and recommends implementing actions, where possible, through these other program mechanisms. Where applicable, these existing mechanisms could include:

Toole County:

- Toole County Emergency Operations Plan (2019)
- Toole Comprehensive Plan
- Toole County Alkali Reroute Plan (2022)

City of Shelby:

- Envision Shelby Capital Improvements Plan (2023)
- City of Shelby Growth Policy, 2019
- Shelby-Toole County Community Transportation Safety Plan, 2011
- Toole County Housing Impact Study, 2012

Town of Kevin

- Capital Improvements Plan

Town of Sunburst

- Alkali Reroute

The process for incorporation of the Regional Hazard Mitigation Plan into other planning mechanisms can be as simple as cross-referencing the Hazard Mitigation Plan where applicable. Integrated planning is a key to building community resiliency.

O.7.2 Monitoring, Evaluation and Updating the Plan

Toole County will follow the procedures to review and update this plan in accordance with Montana Central Region as outlined in Chapter 6 of the Regional Plan. The County and municipalities realize that it is important to review and update this plan regularly and update it on a five-year cycle. The Toole County Annex to the Montana Central Region Plan will be evaluated on a regular basis to determine the effectiveness of programs, and to reflect changes in land development or programs that may affect mitigation priorities.

Continued public involvement will be followed as outlined in Chapter 6 of the base plan, with an emphasis on vulnerable populations or groups that could have been missed during the 2023 process.