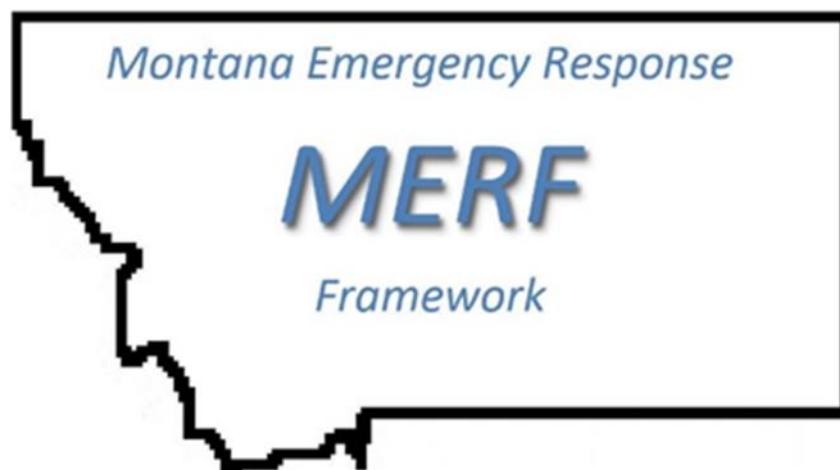


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Montana
Emergency
Response
Framework

2016

Revision 3.0 - DRAFT



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Letter of Promulgation

I hereby adopt the enclosed document as the official Montana Emergency Response Framework (MERF). My approval of this framework is pursuant to the authority vested in me by Title 10, Chapter 3 of the Montana Code Annotated (MCA).

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

The MERF, authorized by MCA Title 10, Chapter 3; Part 301, is comprised of the Emergency Support Function Annexes and the necessary operational plans for coordinating functional capabilities, incident specific coordination issues, and recovery implementation plans. Operational plans are stand-alone documents and considered volumes of the Montana Emergency Response Framework. The MERF is the main coordinating and policy document for all plans. The Emergency Support Function Annexes establish the Standard Operating Guidelines (SOG) for the subject of the volume.

The effectiveness of the MERF is only as good as your understanding of the document and the continuous update and maintenance you provide. I fully expect each agency to participate in disaster exercises coordinated by the Disaster and Emergency Services Division. I respectfully request Department Directors to continue to review their roles and responsibilities in accordance with the MERF to assure a prompt and coordinated response to all incidents, emergencies and disasters we may face in our state.

Montana Disaster and Emergency Services (MT DES) will be responsible for updating the framework and managing the distribution. MT DES will assist the lead and support agencies in coordinating the operational plan development. A copy of all volumes will be housed in the MT DES Plan Library. MT DES will maintain a record of all plan distribution lists and updates.

GIVEN under my hand and Executive Seal of the State of Montana, this ____ day of _____, 2016.

Steve Bullock
Governor

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Approval & Implementation

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

America's National Preparedness Goal (NPG) is to create and maintain a secure and resilient Nation by employing an all-hazards approach to national preparedness that is flexible and scalable. The Montana Emergency Response Framework (MERF) fulfills both obligations as a comprehensive all-hazards framework providing for an effective and coordinated response to disasters and emergencies. This version of the MERF supersedes all previous versions. This plan presents a consistent structure for utilizing the emergency response resources and capabilities of state, local and tribal governments, volunteer agencies, the private sector and nongovernmental organizations (NGOs). Emergency response coordination, responsibilities and lines of authority are defined in the MERF, ESF Annexes and agency level Standard Operating Procedures (SOP).

In order to facilitate communication and coordination at all levels including local, tribal, state, and the federal government, the MERF aligns itself with the National Response Framework (NRF) by incorporating the National Incident Management System (NIMS) and employing a functional approach to providing assistance. Each Emergency Support Function (ESF) is assigned to a primary agency with other entities in supporting roles. The primary agency will work with Montana Disaster and Emergency Services (MT DES) in the development, coordination and maintenance of appropriate annexes, and ensure tasks are completed during emergency operations.

A primary goal of the NRF and the MERF is to integrate federal, state and local/tribal special-purpose incident management and emergency response plans into an active and useful structure. NIMS includes the Incident Command System (ICS), a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure.

Modifications to this plan can be made by the Governor, the Adjutant General of the Montana National Guard, the Montana DES Administrator, Senior MT DES Officials and MT DES personnel. Modifications to ESF Annexes may be made by the state department functioning as the primary agency for the ESF.

Adjutant General of the Montana National Guard

Date

Administrator of Montana Disaster & Emergency Services

Date

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Section I: Overview

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

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

Purpose

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

Scope

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

The Framework includes a high-level description of the state’s operations strategies. The overall objective of the Framework is to ensure the effective management of emergency efforts in responding to and recovering from situations associated with disaster emergencies. This is accomplished through the principles of NIMS, in particular the Incident Command System (ICS), which provides the Framework with the capacity to be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to and recovery from a significant incident. Selective implementation through the activation of one or more of the Frameworks components allows flexibility in meeting the unique operational and information

sharing requirements of the situation at hand and enabling effective interaction with various entities.

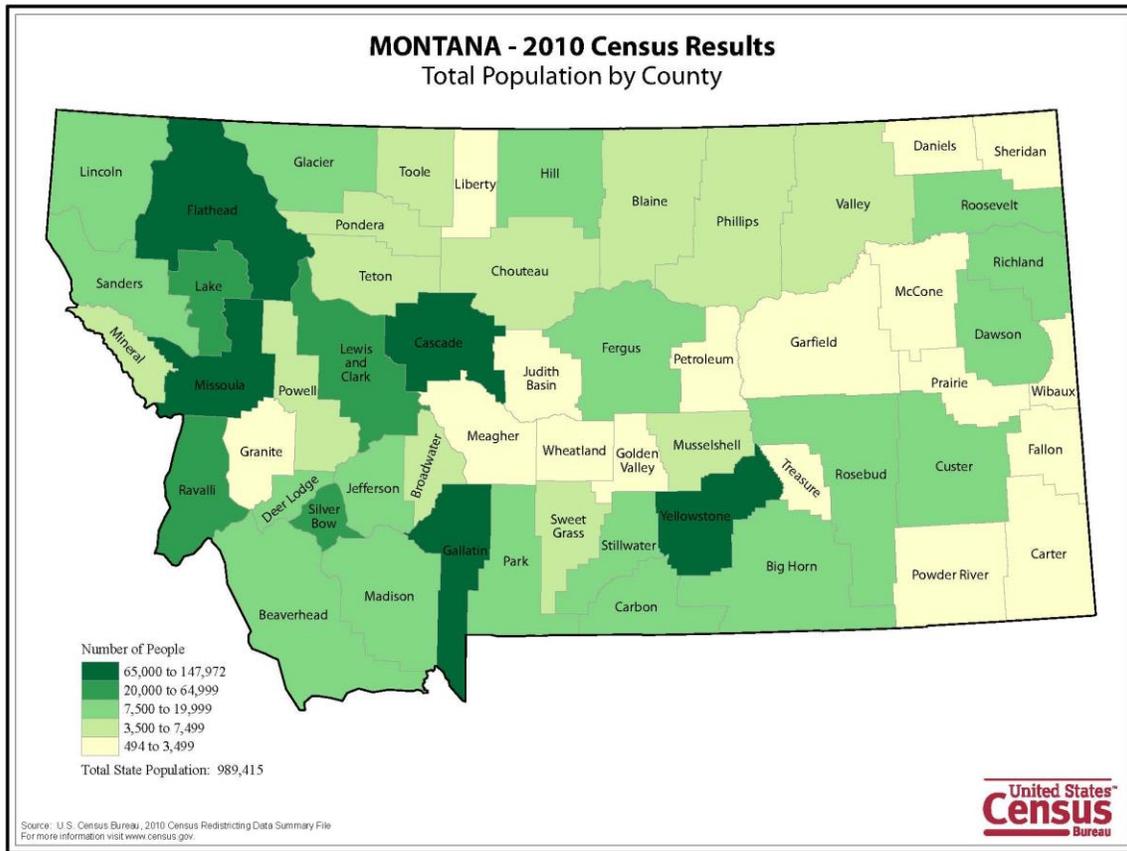
The operation strategies provided in the Framework are illustrated through 14 Emergency Support Functions (ESF) which are used to organize resources and capabilities. Each ESF identifies coordinating, primary, and support agencies based on authorities and availability of resources in a given functional area. Utilizing the ESF structure will facilitate efficient access to state and agency resources regardless of which organization has those resources.

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

Situations

Montana covers approximately 147,046 square miles. The state is divided into three geographic areas, the eastern third is plains, the central third is plains surrounding what are called "island" mountain ranges, and the western third is comprised of mountain ranges and valleys. The state's prominent geological feature is the Rocky Mountains. The Rocky Mountain Front extends from Glacier County in the north to Lewis and Clark County in the south. Most mountain ranges run north to south through Montana and account for one-third of the state's land surface area. The Montana Natural Heritage Program approximates that roughly 29% of Montana's land mass is owned by the federal government and is managed by the United States Forest Service, Bureau of Land Management, and the National Park Service. The seat of state government is located in Helena in southwestern Montana.

There are 56 counties, 624 cities and towns, and 7 federally recognized sovereign Indian Nations within the boundaries of the state. Of the 56 counties in the state, 45 are considered frontier based on population density, that is, having population densities of less than 6 persons per square mile. According to the estimated 2015 US Census data, Montana saw an estimated 4.4% increase from 2010 to 2015 and a total estimated population of 1,032,949, with most of the growth occurring within the 7 most populous counties. With an overall ratio of 6.8 persons per square mile, most jurisdictions in Montana deal with challenges unique to rural areas. According to the estimated 2014 US Census, county populations range from as few as 485 residents in Petroleum County to more than 155,634 in Yellowstone County.



There are significant vulnerable populations who may need special assistance during times of emergency. According to the estimated 2014 US Census data, nearly 16.7% of the state's population is 65 years of age and over. Approximately 9% of Montana's residents, under 65 years of age, have been identified as a person with a disability. About 4.2% of the state's population speaks a second language at home. According to the Institute for Tourism and Recreation Research at the University of Montana, roughly 10 million non-resident travelers, unfamiliar with local conditions and emergency response capabilities, visit Montana each year. All special needs populations represent a unique emergency planning and response challenge to both state and local government that must be met. For further information on Montana's critical infrastructure, hazard analysis, mitigation overview, and capability assessment; refer to appendix A.

Assumptions

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

- An emergency or disaster can occur at any time and any location and may create significant degrees of human suffering, property damage and economic hardship;
- Incidents will not always unfold in a well-defined and predictable manner;

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

Section II: Organizations, Roles, & Responsibilities

A basic premise of emergency management is that disaster response begins and ends at the community level. Effective response depends on integration of whole communities executing their roles and responsibilities. The whole community includes: individuals, families, households, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, and Federal governments.

There are various types of governmental groups comprising of agencies across the different levels of government (local, tribal, state, and federal). Government agencies play a critical role during times of disasters. Each level of government and their agencies will differ in their roles and functions and in coordinating resources as it relates to disaster response and recovery. This

section identifies the various partners of the whole community involved in emergency response and recovery and describes those roles and responsibilities.

Federal Government

The federal government has responsibilities to respond to national emergencies and to provide assistance to states when an emergency or disaster is beyond their capability to handle. The Department of Homeland Security has the overall responsibility for the coordination of federal emergency/disaster relief programs and supporting local and state government capabilities with resources.

State Government

The state government has a mandate to prepare for and respond to disasters through the enactment of emergency management legislation and the responsibility to develop and maintain programs in comprehensive emergency management. The state provides direct guidance and assistance to its local jurisdictions in program development and channels Federal guidance and assistance down to the local level. In an emergency, the state ensures a coordinated response through the combined efforts of local government, state and federal agencies, and volunteer and private sector organizations.

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

MT DES - In accordance with 10-3-105 MCA, the Governor has delegated MT DES responsibility for the management and coordination of state emergency operations and, when necessary, federal resources. MT DES is responsible for the organization and operation of the State Emergency Coordination Center (SECC) daily and when activated for an emergency. MT DES is responsible for coordinating with state departments, assisting local government in all phases of emergency management, and in developing and maintenance of the Framework. In emergency or disaster situations, the MT DES Administrator or his/her designee, will make recommendations to the Governor on state declarations of a disaster/emergency, requests for federal assistance, and provide situation reports on ongoing activities.

Governor's Authorized Representative - The Governor's Authorized Representative, normally the MT DES Administrator or a member of the Command Staff, serves as the state's representative for the execution of all necessary documents for disaster assistance following a gubernatorial or Presidential declaration of an emergency or disaster. The MT DES

Administrator will act in cooperation with the Federal Coordinating Officer (FCO) during a Presidential disaster declaration.

The MT DES Administrator or his/her designee, operating on behalf of the Governor, provides the necessary coordination, direction and control, for state rendered emergency assistance to local jurisdiction(s) in those situations that do not warrant a Gubernatorial Declaration of Disaster/Emergency. If an emergency or disaster situation is of such severity and magnitude as to warrant a Presidential declaration, the MT DES Administrator may designate a Public Assistance Officer, a Mitigation Officer, and Individual Assistance Officer.

Governor's Multi-Agency Coordinating Group (GMAC) - Multiagency coordination allows all disciplines of government to work together more effectively. While strategic and tactical issues are managed by Incident Command and the SECC, the Governor's Multi-Agency Coordinating Group (GMAC) assists the Governor in matters of policy during complex emergency or disaster situations. The primary function of the GMAC is to prioritize the incident demands for critical or competing resources. This Group consists of selected state department Subject Matter Experts designated by their Directors, members of the Governor's cabinet, and several Elected Officials, including the Attorney General, the Secretary of State, the Superintendent of Public Instruction, and the Public Services Commission.

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

State Hazard Mitigation Officer – Serves as the state's representative for all mitigation activities, technical and financial.

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

Individual Assistance (IA) Officer - Serves as the state representative on the federal PDA team when an Individual Assistance declaration is being sought. The IA Officer coordinates with multiple state agencies, local Emergency Management Coordinators and Commissioners, the Small Business Administration (SBA), MTVOAD, the Farm Service Agency, and FEMA to identify potential individual needs and facilitate assistance.

Local & Tribal Governments

The elected officials of each political subdivision (counties, municipalities and tribes) have the responsibility to reduce the vulnerability of hazards to people and property from the effects of emergencies and disasters. They should ensure that local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. As per 10-3-401 MCA, local and tribal governments are responsible for the development of a disaster and emergency program with deliberate, purposeful plans and well-trained emergency personnel to provide immediate and effective relief and recovery assistance to the limits of their capability. The local Emergency Operations Plan (EOP) should be prepared based upon a valid hazards and risk analysis.

Non-governmental Organizations

Non-governmental organizations play an essential role in a disaster or emergency to needs within the state. Non-political, non-profit services, and faith-based organizations that have no affiliation with a government of any nation other than the support from government sources in the form of financial or in-kind contribution may assist during or after a disaster or emergency.

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

Private Sector Entities

Private sector entities play an essential role in a disaster or emergency through partnerships with each level of government. Businesses, commerce, private cultural and educational institutions, and industries provide resources specifically for emergency management purposes. Over 80% of the critical infrastructure is owned by the private sector.

Private Sector – Private sector entities have significant responsibility for critical infrastructure protection and business restoration. The resources and services that private NGOs provide to the public make them an important partner with all levels of government and private response.

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

Section III: Concept of Operations

The major priorities of Montana disaster and emergency activities and the Framework are the preservation of life; the protection of property, critical infrastructure, the environment, and the economy; and continuity of government operations. The response and recovery core capabilities are a list of the activities that generally must be accomplished in incident response and recovery regardless of which levels of government are involved. The Concept of Operations section of the Framework illustrates the core capabilities, collaboration and integration, and operational management and coordination which provides an overview of the State of Montana's framework for emergency response and recovery.

Core Capabilities

The core capabilities are distinct critical elements necessary to enhancing Montana's capacity in responding to and recovering from incidents. More detailed concepts of operations for the delivery of the core capabilities are provided in the operational plans developed by various jurisdictions and state agencies. This section addresses the core capabilities for responding to and recovering from incidents and the critical tasks required to build and deliver these capabilities. 15 core capabilities are included in the Response Mission and 8 core capabilities are included in the Recovery Mission.

Response - includes activities to address the immediate and short-term goals to preserve life, property, the environment, and the social, economic, and political structure of the community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes. Response activities are listed in Table 1 under the critical tasks of each core capability that supports the response mission. During the response stage, State departments and agencies will:

- Implement departmental emergency plans and procedures, as appropriate and when requested by MT DES;
- Alert personnel and mobilize resources in affected and adjacent areas;
- Provide Emergency Support Function Point Of Contacts (ESFPOCs) to the SECC upon request;
- Coordinate emergency response activities with local, state, federal and other agencies through the SECC;
- Coordinate the release of departmental emergency public information through the Governor's Press Office, MT DES, or the Joint Information Center (JIC), or through the Joint Information System (JIS), if one is activated;
- Assist in assessing and reporting damages to any state-owned facility or property under departmental jurisdiction. Report this information to the SECC's Public Works Group;

Recovery - involves actions and the implementation of programs needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their

families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents. Recovery activities are listed in Table 1 under the critical tasks of each core capability that supports the recovery mission. Typical recovery actions may include:

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

There are 19 distinct activities, called core capabilities, which are needed to respond to and recovery from incidents. Each core capability has distinct objectives and lists critical tasks required in achieving the objectives. All plans that fall under the MERF need to address the 19 response and recovery core capabilities and take the critical tasks of each core capability into consideration while preparing for, responding to, and recovering from incidents in order to achieve the objectives of each core capability.

The table below provides a description of each response and recovery core capability, their objectives and critical tasks:

Table 1: Overview of Response & Recovery Core Capabilities & Critical Tasks

Response & Recovery Core Capabilities & Critical Tasks	
<p>1. Planning Mission Area: Response & Recovery</p>	<p>Objective: Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Develop operational plans that adequately identify critical objectives based on the planning requirements, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the time frame contemplated in the plan using available resources. <p>Critical Tasks (Recovery):</p> <ul style="list-style-type: none"> ▪ Maintain robust and accessible communications throughout the recovery process between all partners to ensure ongoing dialogue and information sharing. ▪ Identify the range and significance of the disaster’s effects on local governments in the impacted area. 	

<ul style="list-style-type: none"> ▪ Coordinate the provision of resources to local jurisdictions for recovery planning technical assistance and to support recovery capacity and surge needs. ; coordinates resources to address other skill sets that communities often lack capacity after large-scale and catastrophic disasters. ▪ Coordinates community-focused technical assistance teams for uniquely or heavily impacted Tribes or local communities, integrating the use of State agency resources organized under other ESFs. ▪ Coordinate the application and treatment of hazard mitigation and sustainability principles in recovery planning efforts. ▪ Coordinate Community Planning and Capacity Building supported community-centric technical assistance teams with the establishment of local unmet needs committees or groups for assisting individuals and families. ▪ Coordinate technical assistance and planning support to aid all levels of government to integrate sustainability principles, such as adaptive re-use of historic properties, mitigation considerations, smart growth principles and sound land use into recovery decision making and planning during the post-disaster period. ▪ Capture after-action recommendations and lessons learned. 	
<p>2. Public Information & Warning Mission Area: Response & Recovery</p>	<p>Objective: Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Inform all affected segments of society by all means necessary, including accessible tools, of critical lifesaving and life-sustaining information to expedite the delivery of emergency services and aid the public in taking protective actions. ▪ Deliver credible messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the transition to recovery. <p>Critical Tasks (Recovery):</p> <ul style="list-style-type: none"> ▪ Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, state resources for long-term impacts, and monitoring programs in an effective and accessible manner. 	
<p>3. Operational Coordination Mission Area: Response & Recovery</p>	<p>Objective: Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Mobilize all critical resources to support establish command, control, and coordination structures within the affected community and other coordinating bodies in surrounding communities and across the State and maintain, as needed, throughout the duration of an incident. ▪ Enhance and maintain NIMS-compliant command, control, and coordination structures to meet basic human needs, stabilize the incident, and transition to recovery 	

Critical Tasks (Recovery):

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

4. Infrastructure Systems
Mission Area: Response & Recovery

Objective: Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

Critical Tasks (Response):

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

Critical Tasks (Recovery):

- When activated by the State Emergency Coordination Center (SECC), the primary and supporting departments and agencies deploy in support of the Infrastructure Systems core capability.
- Supports the recovery of infrastructure systems, dependent on the nature and scope of the disaster, and the specific authorities and programs within the jurisdiction of participating departments and agencies.
- Participates in the State-level coordination of damage and community needs assessments as appropriate to ensure infrastructure considerations integrate into the post-disaster public and private sector community planning process.
- Deploys recovery resources, as required by the specific disaster situation and consistent with the specific authorities and programs of the participating departments and agencies, to the field to assist the affected community in developing an Infrastructure Systems Recovery action plan that:
 - Avoids the redundant, counterproductive, or unauthorized use of limited capital resources necessary for infrastructure/recovery.
 - Helps resolve conflicts, including those across jurisdictional lines, resulting from the competition for key resources essential to infrastructure systems recovery.
 - Sets a firm schedule and sequenced time structure for future infrastructure recovery projects.
- Works with Recovery partners to leverage available financial and technical assistance, both from governmental and nongovernmental sources, in the execution of the community’s Infrastructure Systems Recovery action plan.
- Promotes rebuilding infrastructure in a manner which will reduce vulnerability to future disasters impacts.
- Maintains robust and accessible communications throughout the recovery process between the State Government and all other partners to ensure ongoing dialogue and information sharing

<p>5. Critical Transportation Mission Area: Response</p>	<p>Objective: Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services to the affected areas.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors. ▪ Ensure basic human needs are met, stabilize the incident, transition into recovery for an affected area, and restore basic services and community functionality. 	
<p>6. Environmental Response/Health & Safety Mission Area: Response</p>	<p>Objective: Ensure the availability of guidance and resources to address all hazards, including hazardous materials, acts of terrorism, and natural disasters, in support of the responder operations and the affected communities.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Conduct State-level health and safety hazard assessments and disseminate guidance and resources, to include deploying hazardous materials teams, to support environmental health and safety actions for response personnel and the affected population. ▪ Support operations that assess, monitor, perform cleanup actions, and provide resources to meet resource requirements and to transition from sustained response to short-term recovery. 	
<p>7. Fatality Management Services Mission Area: Response</p>	<p>Objective: Provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions, sharing information with Mass Care Services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Support operations to recover a significant number of fatalities over a geographically dispersed area. 	
<p>8. Fire Management & Suppression Mission Area: Response</p>	<p>Objective: Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Support the provision of traditional first response or initial attack firefighting services. ▪ Conduct expanded or extended attack firefighting and support operations through coordinated response of fire management and specialized fire suppression resources. ▪ Ensure the coordinated deployment of appropriate local, regional, national, and international fire management and fire suppression resources to reinforce firefighting efforts and maintain an appropriate level of protection for subsequent fires. 	

<p>9. Logistics & Supply Chain Management Mission Area: Response</p>	<p>Objective: Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable to the restoration of impacted supply chains.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Coordinate the delivery of governmental and nongovernmental resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, to include moving and delivering resources and services to meet the needs of disaster survivors. ▪ Enhance public and private resource and services support for an affected area. 	
<p>10. Mass Care Services Mission Area: Response</p>	<p>Objective: Provide life-sustaining services to the affected population with a focus on hydration, feeding, and sheltering to those with the most need, as well as support for reunifying families.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Coordinate resources to meet the needs of disaster survivors, including individuals with access and functional needs. ▪ Support the operational establishment of staff and equip emergency shelters and other temporary housing options ensuring that shelters and temporary housing units are physically accessible for individuals with disabilities and others with access and functional needs. ▪ Support local jurisdictions as they move from congregate care to non-congregate care alternatives, and provide relocation assistance or interim housing solutions for families unable to return to their pre-disaster homes. 	
<p>11. Mass Search & Rescue Operations Mission Area: Response</p>	<p>Objective: Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Coordinate search and rescue operations resources to locate and rescue persons in distress, based on the requirements of state and local authorities. ▪ Support the initiation of community-based search and rescue support operations across a wide geographically dispersed area. ▪ Coordinate local, regional, national, and international teams to reinforce ongoing search and rescue efforts and transition to recovery. 	
<p>12. On-scene Security, Protection, & Law Enforcement Mission Area: Response</p>	<p>Objective: Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations.</p>
<p>Critical Tasks (Response):</p> <ul style="list-style-type: none"> ▪ Support the establishment of a safe and secure environment in an affected area. 	

<ul style="list-style-type: none"> Support on-scene security and meet the protection needs of the affected population over a geographically dispersed area while eliminating or mitigating the risk of further damage to persons, property, and the environment. 	
13. Operational Communications Mission Area: Response	Objective: Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available between affected communities in the impact area and all response forces.
Critical Tasks (Response): <ul style="list-style-type: none"> Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between local, state, and Tribal, first responders. Coordinate resources to re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities, provide basic human needs, and transition to recover 	
14. Public Health, Healthcare, & Emergency Medical Services Mission Area: Response	Objective: Provide lifesaving medical treatment via Emergency Medical Services and related operations, and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support, and products to all affected populations.
Critical Tasks (Response): <ul style="list-style-type: none"> Support medical countermeasures to exposed populations. Support operations in completing triage and the initial stabilization of casualties and begin definitive care for those likely to survive their injuries and illness. Support the return of medical surge resources to pre-incident levels, complete health assessments, and identify recovery processes. 	
15. Situational Assessment Mission Area: Response	Objective: Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.
Critical Tasks (Response): <ul style="list-style-type: none"> Deliver information sufficient to inform decision making regarding immediate lifesaving and life-sustaining activities, and engage governmental and nongovernmental resources within and outside of the affected area to meet basic human needs and stabilize the incident. Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities, and engage governmental and nongovernmental resources within and outside of the affected area to meet basic human needs, stabilize the incident, and transition to recovery. 	
16. Economic Recovery Mission Area: Recovery	Objective: Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
Critical Tasks (Recovery): <ul style="list-style-type: none"> Works to apply and integrate State and local plans to most effectively leverage State resources and available programs to meet local community recovery needs while aggressively integrating with the private sector to facilitate early and productive engagement. Coordinates the resources of all State agencies in the support of local and Tribal governments. 	

- Incorporates mitigation measures into redevelopment following a disaster to build the community back stronger to minimize future risk.
- Works closely with local community leadership during disaster recovery to provide technical assistance and data related to economic development.
- Maintains robust and accessible communications throughout the recovery process between the, State, local, and Tribal Governments and all other partners to ensure ongoing dialogue and information sharing.
- Engages State, local, and Tribal vocational rehabilitation programs, as a means of helping individuals who acquire a disability as part of the disaster return to work with the appropriate supports, accommodation and retraining (if necessary).

17. Health & Social Services

Mission Area: Recovery

Objective: Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.

Critical Tasks (Recovery):

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

18. Housing

Mission Area: Recovery

Objective: Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

Critical Tasks (Recovery):

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

<p>19. Natural & Cultural Resources Mission Area: Recovery</p>	<p>Objective: Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.</p>
<p>Critical Tasks (Recovery):</p> <ul style="list-style-type: none"> ▪ Coordinates State resources and available programs to meet local community recovery needs. ▪ Identifies opportunities to leverage natural and cultural resource protection with hazard mitigation strategies. ▪ Addresses government policy and agency program issues, gaps and inconsistencies related to natural and cultural resource issues. ▪ Coordinates cross-jurisdictional or multistate and/or regional natural and cultural resource issues to ensure consistency of State support where needed. ▪ Encourages responsible agencies at all levels of government and their important private sector partners to support the local community’s recovery plan and priorities by encouraging the development of a Natural and Cultural Resources action plan that identifies how the agencies leverage resources and capabilities to meet the community’s needs. ▪ Encourage synchronizing the Natural and Cultural Resources action plan with other ESFs, as appropriate to support the broader vision of State support to disaster recovery. ▪ Helps local and Tribal governments to leverage opportunities inherent in recovery to mitigate impacts to environmental or cultural resources. ▪ Promotes a systematic, interdisciplinary approach to understand the interdependencies and complex relationships of the natural and cultural environments. ▪ Maintains robust and accessible communications throughout the recovery process between the State Government and all other partners to ensure ongoing dialogue and information sharing. 	

Operational Management, Collaboration, Coordination, & Integration

Scalable, flexible, and adaptable management, collaboration, coordination, and integration are essential in aligning to the key roles and responsibilities of state, local, and tribal jurisdictions to deliver effective response and recovery. Such flexibility ensures that these structures within the Montana communities across the state can organize response and recovery efforts to address a variety of risks based on their unique needs, capabilities, demographics, governing structures, and resources. Response to incidents should be handled at the lowest jurisdictional level capable of handling the incident. The jurisdictions structure can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident.

Response and recovery operations involve multiple partners and stakeholders. Operational management, collaboration, coordination, and integration occurs at all levels of government and consists of actions and activities that enable decision makers to determine appropriate course of actions and achieving unity of effort and effective outcomes. The overall objective is to ensure the effective management of emergency efforts in responding to situations associated

with disaster emergencies. This section identifies the various functions and levels of operational management and coordination and describes the roles and responsibilities of each level.

The Framework is the primary guide for managing incidents and details the coordinating structures and processes used during emergencies in Montana. Other state department and agencies' plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific situations such as hazardous materials spills, wildland fires, health emergencies, etc. The following section describes the managing, collaborating, coordinating, and integrating structures used within the State of Montana:

State Collaborating and Integrating Structures:

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

Local & Tribal Collaborating and Integrating Structures:

Local and Tribal collaborating and integrating structures in Montana include local emergency planning committees (LEPCs), local Office of Emergency Management (OEM) or DES, local Emergency Operations Centers (EOCs), Public Health Emergency Preparedness (PHEP), Disaster Planning Committees (DPCs), Community Emergency Response Teams (CERTs), and chapters of associations whose procedures are inclusive in the local EOPs. These structures organize and integrate their capabilities and resources with neighboring jurisdictions, the state, the private sector, and NGOs.

Private Sector Collaborating and Integrating Structures:

Private sector collaborating and integrating structures include business EOCs, industry trade groups, and private sector information and intelligence centers. These organizations support collaboration and can coordinate with and support NGOs, and in many cases they serve as a conduit to local and state government coordinating structures.

Federal Level Management and Coordination:

If the emergency is of a magnitude that federal assistance is granted, the federal agencies' actions are in support of the state and local governments. Coordination will take place from the appropriate Emergency Support Function to the federal Emergency Support Function. Coordination will take place at the SECC or a Joint Field Office (JFO), if one is established.

State Level Management and Coordination:

The state emergency operations organizational structure is designed to be flexible, easily expandable, and proactive to the needs of local government. There are certain similarities in the sequence of emergency operations, with few exceptions, followed by each level of government in response to an emergency or disaster. Local requests for lifesaving emergency assistance may

be acted upon verbally and subsequent local declaration and justification documentation should follow as soon as practical. The typical sequence is:

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

Montana’s planned emergency response is based on the premise that the Governor may exercise his/her authority to use the resources of state government when the capabilities and resources, including mutual aid, of the local/Tribal jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. The management of the state’s response is guided by the Framework and its implementing procedures. Such assistance, when authorized, will be provided by state agencies operating as part of an effort coordinated by MT DES operating on behalf of the Governor. The Governor may request assistance from the federal government if the capabilities and resources of local, Tribal and state governments and EMAC are exceeded.

Through state resources, the Governor communicates with the public, facilitates coordination and assistance within Montana as well as with other states, tribal governments and the federal government, and makes, amends or suspends certain orders and regulations appropriate with a response. The governor has the authority to suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business or orders or rules of any state agency if the strict compliance with the provisions of any statute, order, or rule would in any way prevent, hinder, or delay necessary action in coping with the emergency or disaster (MCA 10-3-104).

State Emergency Coordination Center - The SECC’s principal emergency management function is not that of an initial responder, but that of coordinator and is the primary location through which MT DES can coordinate support, acquisition, prioritization, and distribution of state, private, voluntary, and if needed, federal resources to local governments in disaster situations. Based upon the timely receipt and verification of the emergency request of a local or tribal jurisdiction, MT DES will task the appropriate state agency to provide requested resources, services or information. The state department receiving a tasking/mission will coordinate assistance with the incident management structure of the requesting jurisdiction. If the disaster situation is of such magnitude as to require federal assistance, the state, through the SECC or a Joint Field Office (JFO) if one has been established, will function as the primary coordinating agency for the rendering of federal assistance.

Assistance available to local and tribal governments depends on the incident, and upon some key milestones. Unless a local jurisdiction declares an emergency or disaster and imposes a 2 mil emergency levy on their constituents, the state is unable to provide any financial assistance. Tribal governments are not required to impose any levies. The SECC is always available to assist in locating resources and connecting local and tribal officers with technical experts, but local and tribal governments remain responsible for all costs associated with those services. The

Governor may, but is not obligated to, authorize state general funds to assist local and/or tribal governments during times of emergency or disaster (10-3-311 MCA).

Emergency Support Functions - Departments and agencies supporting the Framework ESFs may be selectively activated by the SECC or as directed by the department or agencies statutory responsibilities dependent upon the daily operational activities of the department or agencies being exceeded beyond “normal” day to day operations. Whenever ESF activities are requested through or coordinated through the SECC, the ESF is considered activated. Not all incidents require activation of ESFs for state support. When departments and agencies supporting the Framework ESFs are activated, they may assign staff at the SECC and incident levels. ESFs are the primary, but not exclusive, response coordinating structures at the State level for all-hazard incidents. With regard to Framework ESFs, there are essentially three roles for Montana state departments, agencies and organizations to fill. The following table summarizes the three roles.

Table 2: ESF Roles:

Coordinating, Primary, & Support Agency Roles & Responsibilities:	
Coordinating Agency	<p>In accordance with the provisions of MCA Title 10, Chapter 3, Part 30 MT DES will perform the responsibilities of the coordinating agency for each of the state’s 14 Emergency Support Functions. These tasks will be accomplished, in large part, through the SECC’s ESF Coordinator. MT DES, as the coordinating agency is responsible for:</p> <ul style="list-style-type: none"> ● Planning, organizing, coordinating, and activating the various ESFs during an incident, disaster or emergency ● Assisting the primary agencies to identify appropriate support agencies for an ESF ● Ensuring that primary agencies develop and maintain an effective procedure for the alert and notification of all ESF partners, including the support agencies ● Helping ESF partners identify appropriate roles and responsibilities for themselves ● Establishing the operational requirements for the ESF ● Tasking ESF primary agencies, who may assign activities to support agencies ● Developing, facilitating, and maintaining the ESF annexes to the Framework
Primary Agency	<p>A primary agency is a state agency with significant authorities, roles, resources, or capabilities to effectively “lead” a particular Emergency Support Function. The primary agency for each ESF is designated by the Coordinating Agency. The responsibilities of a primary agency include:</p> <ul style="list-style-type: none"> ● Being the initial Point-Of-Contact (POC) for the State Emergency Coordination Center when the SECC determines that it is necessary to activate the ESF ● Serving as the state’s executive agent for an ESF in the SECC. The role of executive agent incorporates the following duties: <ul style="list-style-type: none"> ○ Assist the Coordinating Agency to identify appropriate Support Agencies for the specific mission of the ESF

	<ul style="list-style-type: none"> ○ Makes initial contacts with Support Agencies as needed. This task will require the primary agency to develop and maintain a call-down list with 24-7-365 contact information for key personnel for all Support Agencies ○ Facilitate, and where appropriate, host working meetings of the ESF partners (should the ESF decide not to meet in the SECC) ○ Providing general leadership, guidance, and direction for Support Agencies or organizations participating in an ESF <p>The primary agency is also responsible for maintaining two-way communications between the ESF team and the SECC. This communication is critical for the SECC’s ability to track the status of both deployed resources and pending resource requests.</p>
<p style="text-align: center;">Support Agencies</p>	<p>Support Agencies are entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. Support Agency functions may be assigned to state agencies or volunteer and private organizations who, by their state or national charter or through written Memorandums of Agreements (MOA) with MT DES are committed to providing disaster response and/or relief assistance. Support Agencies work in conjunction to their ESF’s primary agency and with MT DES, performing the tasks previously identified as their responsibility during the formation, update and exercise of the ESF Support Agencies are responsible for:</p> <ul style="list-style-type: none"> ● Conducting operations, when requested by the designated ESF primary agency or MT DES, consistent with their own authority and resource ● Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOGs, checklists, or other job aids, in concert with existing first-responder standards ● Assisting in the conduct of situational assessment. ● Furnishing available personnel, equipment, or other resource support as requested by MT DES or the ESF primary agency ● Providing input to periodic readiness assessments ● Maintaining trained personnel to support interagency emergency response and support team ● Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats

State departments or agencies not assigned to specific Emergency Support Functions may be called upon to support any or all Emergency Support Functions. Generally speaking, these departments/agencies must be prepared to provide a reserve of material and personnel resources, and may be required to perform previously unassigned tasks or supplement other response agencies. With regard to the Framework ESFs, there are essentially 14 primary agencies. Table 3 lists the MT state agencies assigned as primary agencies and the operational functions for each ESF:

Table 3: Emergency Support Functions and ESF Primary Agencies

<p>ESF #1—Transportation ESF Primary Agency: MT Department of Transportation</p>
<p>Key Response Core Capability: Critical Transportation</p>
<p>Coordinates transportation support to assist in domestic incident management. Within the scope of ESF #1, designated agencies may:</p> <ul style="list-style-type: none"> • Request state, local, and civil transportation support as directed under the SECC • Assess and report damage to transportation infrastructure as a result of the incident • Coordinate alternate transportation services (air, surface and rail) • Restore the transportation infrastructure and aid in recovery • Coordinate prevention, preparedness, and mitigation among transportation infrastructure stakeholders at the state and local levels
<p>ESF #2—Communications ESF Primary Agency: MT Department of Administration</p>
<p>Key Response Core Capability: Operational Communications</p>
<p>Coordinates information transfers and the technology associated with the transfer and processing of data. It includes transmission, emission, or reception of voice, signals, writing, images, sounds, or intelligence and security of any nature by wire, radio, optical, or other electromagnetic systems. The primary and supporting agencies for ESF #2 may:</p> <ul style="list-style-type: none"> • Coordinate state actions to provide the required temporary radio communications and, through the services of supporting agencies, the restoration of all telecommunications infrastructure. • Support all state departments and agencies in the procurement and coordination of all telecommunications services from the telecommunications (IT) industry during an incident response • Identify and develop alternative means of communications when primary systems are inoperable.
<p>ESF #3—Public Works and Engineering ESF Primary Agency: MT Department of Transportation</p>
<p>Key Response Core Capabilities: Infrastructure Systems, Critical Transportation, Public and Private Services and Resources, Environmental Response/Health and Safety, Fatality Management, Mass Care Services, Mass Search and Rescue Operations</p>
<p>Coordinates public works and engineering-related support for the changing requirements of domestic incident management to include prevention, protection, response, recovery, and mitigation actions. Activities within the scope of this function, to be carried out in coordination with supporting agencies, may include:</p> <ul style="list-style-type: none"> • Pre and post-incident assessments of public works and infrastructure • Emergency contract support for life-saving and life-sustaining services • Technical assistance to include engineering expertise, construction management, and contracting and real estate services • Emergency repair of damaged infrastructure and critical facilities • Other long-term recovery efforts

<p>ESF #4—Firefighting ESF Primary Agency: MT Department of Natural Resources & Conservation</p> <p>Key Response Core Capabilities: Critical Transportation, Operational Communications, Public and Private Services and Resources, Infrastructure Systems, Mass Care Services, Mass Search and Rescue Operations, On-scene Security and Protection, Public Health and Medical Services</p> <p>Manages and coordinates firefighting activities, including the detection and suppression of fires on state and local lands, and provides personnel, equipment, and supplies in support of state, local, and tribal agencies involved in rural and urban firefighting operations. ESF #4 tasks include provisions for:</p> <ul style="list-style-type: none"> • Coordination and utilization of interagency fire fighting resources to combat wildland emergencies • Incident management teams to assist on-scene incident command and control operations • Governor’s Authorized Representative (GAR) for FEMA Fire Assistance Declarations
<p>ESF #5—Information and Planning ESF Primary Agency: MT Disaster & Emergency Services</p> <p>Key Response Core Capabilities: Situational Assessment, Planning, Public Information and Warning</p> <p>Serves as the support ESF for all state departments and agencies across the spectrum of domestic incident management from prevention to response and recovery. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for operations such as:</p> <ul style="list-style-type: none"> • Support and planning functions during the post incident response phase • Alert and notification activities • Deployment and staffing of designated emergency response teams • Incident action planning • Coordination of operations, direction, and control • Logistics and material • Information management • Facilitation of requests for federal assistance • Resource acquisition and management, including allocation and tracking • Worker safety and health • Facilities management • Financial management • Other support as required
<p>ESF #6—Mass Care, Emergency Assistance, Temporary Housing, and Human Services ESF Primary Agency: MT Department of Human Health & Services</p> <p>Key Response Core Capabilities: Mass Care Services, Public and Private Services and Resources, Public Health and Medical Services, Critical Transportation, Fatality Management Services</p> <p>Coordinates the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual disasters. This includes economic assistance and other services for individuals impacted by the incident. ESF #6’s primary functions are Mass Care, Emergency Assistance, Housing, and Human Services:</p> <ul style="list-style-type: none"> • Mass Care involves the coordination of non-medical mass care services to include the sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items • Emergency assistance that may go beyond the scope of traditional mass care services includes evacuation, the tracking of evacuees, family reunifications, aid and services to special needs populations, emergency services for household pets and service animals, support to medical and

nonconventional shelters, coordination of donated goods and services, and coordination of voluntary agency assistance

- Housing provides assistance for short- and long-term housing needs of victims, including rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance
- Human Services includes providing victim related recovery efforts such as counseling, recovery for non-housing losses and destroyed personal property, food stamps, expediting processing of new benefits claims such as unemployment and legal services, services for persons with special needs, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas

ESF #7 – Logistics

ESF Primary Agency: MT Disaster & Emergency Services

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

Coordinates resource support to local and tribal governments consisting of emergency relief supplies, facility space, office equipment, office supplies contracting services, transportation services (in coordination with ESF #1 – Transportation), security services, and personnel required to support immediate response activities. Agencies comprising ESF #7 may provide:

- Support for requirements not specifically identified in other ESFs, including excess and surplus property
- Resource support which may continue until the disposition of excess and surplus property, if any, is completed

ESF # 8 – Public Health and Medical Services

ESF Primary Agency: MT Department of Health & Human Services

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

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

- Public health and medical needs assessments
- Disease surveillance and outbreak control measures
- Activation and deployment of the federal Strategic National Stockpile (SNS)
- Provision of health, medical, and veterinary personnel, equipment, and supplies
- Patient evacuation and care
- Blood and blood products
- Mental health services and behavioral health counseling to victims and responders
- Food and Agriculture integrity evaluations and food safety guidelines
- Potable water, wastewater, and solid waste management guidelines
- Safety and security of hospital resources and medical supply, including pharmaceuticals, biologics, and medical devices
- Public health and medical information

- Mass fatality management, victim identification, and decontamination of remains

ESF #9 – Search and Rescue

ESF Primary Agency: MT Disaster and Emergency Services

Key Response Core Capability: Mass Search and Rescue Operations

Coordinates the Search and Rescue system around a core of task forces prepared to deploy immediately and initiate operations in support of ESF #9. These task forces are staffed primarily by local fire department and emergency services personnel who are highly trained and experienced in search and rescue operations and possess specialized expertise and equipment. ESF #9 activities can be classified as Wilderness, Urban, Waterborne, or Aeronautical, all pertaining to:

- Life-saving assistance
- Search and rescue operations including the location, recovery, extrication and limited onsite medical treatment of lost or entrapped victims

ESF #10 – Oil and Hazardous Materials Response

ESF Primary Agency: MT Department of Environmental Quality

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

Coordinates response to actual or potential oil and/or hazardous materials incidents. ESF #10 functions may include:

- Actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential release of oil and/or hazardous materials, including chemical, biological, and radiological substances whether accidentally or intentionally released
- Environmental short-term and long-term cleanup efforts

ESF #11 – Agriculture and Natural Resources

ESF Primary Agency: MT Department of Livestock

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

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

- Nutrition assistance needs
- Animal and plant disease and pest response includes implementing an integrated state, local, and tribal response to an outbreak of a highly contagious or economically devastating animal / zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation
- Food safety and security includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, import facilities at ports of entry, laboratory analysis of food samples, control of products suspected to be adulterated, plant closures, food borne disease surveillance, and field investigations
- Protection and restoration of natural and cultural resources and historic properties

ESF #12 – Energy

ESF Primary Agency: MT Department of Environmental Quality

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

Coordinates, collects, evaluates, and shares information on energy system damage and estimates on the impact of energy system outages within affected areas. The term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components of electrical power, natural gas, petroleum, and coal. ESF #12 partners may provide:

- The protection, assessment, repair, and restoration of energy infrastructure, including projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate
- Energy industry utilities coordination, including assistance in obtaining equipment, specialized labor, and transportation for system repair or restoration
- Energy forecasts, including estimates of the number of customers without specific utilities, assessments of power needs, and estimates of environmental damage

ESF #13—Public Safety and Security

ESF Primary Agency: MT Department of Justice

Key Response Core Capability: On-scene Security and Protection

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

- Facility and resource security, including critical infrastructure protection
- Security planning and technical resource assistance
- Access, traffic, and crowd control
- Public safety and security in both pre-incident and post-incident situations

ESF #14—Superseded by National Disaster Recovery Framework

ESF #15—External Affairs

ESF Primary Agency: MT Governor’s Office

Key Response Core Capability: Public Information and Warning

Coordinates state actions to provide the required external affairs support to state, local, and tribal incident management elements. This annex details the establishment of support positions to coordinate communications to various audiences. ESF #15 applies to all state and local departments and agencies that may require public affairs support or whose public affairs assets may be employed during a disaster. The provisions of this annex apply to any response or other event designated by the Governor’s Office where significant interagency coordination is required. ESF #15 is organized into the following functional components:

- Public Affairs
- Community and Media Relations
- Congressional Affairs
- Tribal Affairs
- State and local Coordination

Mutual Aid - In order to assist emergency operations and recovery activities during an emergency or disaster, local, tribal and state governments may determine if any normal administrative procedures shall be suspended, amended or made optional. Departures from the usual methods of doing business may be stated in the declaration or Executive Order of Disaster/Emergency.

The Statewide Mutual Aid System Act (MCA Title 10, Chapter 3, Part 9) allows any political jurisdiction in Montana to request resources of or make resources available to any other political jurisdiction. Sovereign Indian Nations may choose to participate in the intrastate mutual aid system by adopting a tribal government resolution declaring the tribe's desire to be a member jurisdiction. Intrastate mutual agreements may be formal or informal, written or oral. Intrastate mutual aid should be exhausted prior to requesting support from MT DES.

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

Montana may also enter into intergovernmental arrangements with neighboring provinces of Canada for the purpose of exchanging disaster and emergency services (MCA 10-3-204). Occasionally, MT DES personnel may be deployed to local or tribal emergency management programs to assist them during times of duress. Mutual aid agreements between Montana and emergency/disaster response and recovery partners are kept on file at MTDES.

Local Level Management and Coordination:

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

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

Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or

disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change in such authority. Each local and Tribal governmental body will develop and maintain current their own emergency operations plan, specific procedures and checklists necessary for accomplishing necessary emergency management tasks. Plans may delegate authority and assign responsibility to departments, agencies, divisions, bureaus, offices, or other components of the group. Such plans and checklists should be written consistently with this Framework. Local and Tribal bodies involved in emergency management will:

- Retain administrative control of their personnel and equipment when tasked to support other local jurisdictions or state departments;
- Maintain detailed logs of personnel and other costs for possible reimbursement;
- Monitor and coordinate with their counterparts during the implementation of emergency assistance programs, as appropriate. As this occurs, the SECC will be kept informed of this coordination;
- Notify MT DES of any information regarding possible/pending incidents or disasters.

Incident Level Management and Coordination:

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

Continuity of Operations for All Levels:

Because incidents may affect local, Tribal, and State entities ability to provide assets, assistance, and services, continuity planning and operations are an inherent component of operational management and coordination. Continuity increases resilience and the likelihood that organizations can perform essential functions and deliver core capabilities that support response and recovery efforts. The local, Tribal, and State level of government are responsible for developing and maintaining their own Continuity of Operations (COOP) Plans.

Operational Communications

Operational communications is the means and/or method of exchanging communications and information necessary for successful coordination of resources for incident management. The degree to which and the type of communications systems needed and utilized to achieve a coordinated response and recovery is directly related to the scope of the incident. The ability to provide sufficient communications to conduct emergency operations could become limited due to systems being damaged, destroyed, overloaded, or otherwise rendered inoperable.

Interoperable Communications

Effective response and recovery operations of any local, Tribal, or state agencies are dependent upon interoperable communications. Interoperable communications entails communication systems and devices allowing the direct, seamless, and satisfactory exchange of information and services between the users of those devices. To enhance statewide interoperable communications, the SECC utilizes diverse communications technology and a statewide common communications frequency for interagency direction and control during disasters or emergencies.

Should internet-based phone systems, radio systems, or other communications systems fail, numerous Amateur Radio Operators within Montana can be called upon to provide VHF/UHF/HF voice and data communication capabilities. Both Auxiliary Communication (AUXCOM) and Military Auxiliary Radio System (MARS) can be utilized to establish a reliable system of communications between on-scene personnel, the SECC, and other resources.

Incident Communications Planning

To support integration of effort and to support the creation of a common operating picture, a common communications plan is essential. A common communications plan enhances effective communications between the SECC and on-scene coordinator or responders. The Operations Section at the SECC will receive emergency information directly from County and Tribal Coordinators in the field. The Communications Unit of the Logistics Section is responsible for all communications planning at the SECC. This will include incident established communication systems. MT DES staff members not directly involved in the emergency response are to receive updated and accurate information about the incident and refer callers to the public information personnel

Information Sharing & Dissemination

During a large incident involving all levels of government, a Public Information Officer (PIO) may become a member of, or feed information to, a Joint Information Center (JIC). The JIC is a central clearinghouse established as part of the SECC by state and federal agencies, and is designed to allow PIOs from involved agencies to coordinate information released to the media and the public. If a JIC is established, all media releases are through the JIC. Daily briefings will be conducted, information provided to local and regional governments, and public information posted on an incident website.

Operational Planning

Planning across the full range of response and recovery operations is an inherent responsibility of every level of county, Tribal, and state government. Since planning is an ongoing process, a plan is a product based on information and understanding at the moment and is subject to revision. Operational planning is conducted across the whole community, including NGOs, and all levels of government. The Comprehensive Preparedness Guide (CPG) 101 provides further information on the various types of plans and guidance on the fundamentals of planning.

State Agencies

Montana DES has the overall responsibility for state emergency planning and the coordination of state resources in the conduct of emergency operations and is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this Framework and standard operating guidelines. Montana DES will ensure appropriate distribution of the Framework, as well as Annexes.

Primary agencies have the responsibility for maintaining annexes, appendices, standard operating guidelines, notification lists, and resource data pertaining to their assigned ESF. Agency resource data must be accessible to agency representatives at the SECC to facilitate the capability of the agency to support its emergency management responsibilities.

Components of the Framework should be exercised annually in the form of a simulated emergency, designed and coordinated by Montana DES in order to provide practical, controlled, operational experience to those who have SECC responsibilities. Exercises will be designed to evaluate the effectiveness of this Framework and its associated annexes and procedures. Montana DES will have primary responsibility for hazard-specific tasks, in consultation with appropriate support agencies, to develop, conduct, and evaluate operational exercises of this Framework. As part of the evaluation process, the primary agency will provide written recommendations for revisions to this Framework to Montana DES. Montana DES and all ESF primary agencies are responsible for participating in a bi-annual review of the framework, based on lessons learned during actual occurrence events and exercises, and other changes in organization, technologies and/or capabilities.

Local & Tribal Governments

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

During response to an incident the IC in collaboration with the Incident Command General Staff will develop an Incident Action Plan (IAP). An IAP formally documents incident goals (known as control objectives in NIMS), operational period objectives, and the response strategy defined by incident command during response planning. It contains general tactics to achieve goals and

objectives within the overall strategy, while providing important information on event and response parameters. Equally important, the IAP facilitates dissemination of critical information about the status of response assets themselves. Because incident parameters evolve, action plans must be revised on a regular basis (at least once per operational period) to maintain consistent, up-to-date guidance across the system. The Federal Emergency Management Agency (FEMA) IAP Guide provides guidance on the IAP planning process and elements.

Private Sector Entities

The private sector entity role in disaster planning is so essential because it owns and operates the overwhelming majority of the national, state, and local critical infrastructure and key resources. The private sector emergency plans (generally known as business continuity plans) focus on the protection of employees, facilities, infrastructure, information, and continuity of business operations. Recognized in Federal Law PL 108-458, §7305 (a)(3) as the standard for the private sector, the NFPA 1600 spells out requirements for emergency preparedness, disaster recovery and business continuity, along with drills, exercises and training for the private sector emergency planning activities.

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Section IV: Authorities & References

State Laws and Statutes:

Montana Code Annotated 2-4-303

Montana Code Annotated 10-3

Montana Code Annotated 90-4-3

Federal Directives, Laws and Statutes:

- 1) The National Strategy for Homeland Security of July 16, 2002
- 2) Department of Homeland Security Strategic Plan 2012-2016, February 2012
- 3) Homeland Security Presidential Directive 5: Management of Domestic Incidents
- 4) Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection
- 5) Presidential Policy Directive (PPD-8), National Preparedness, March 30, 2011
- 6) Presidential Decision Directive 39: United States Policy on Counter Terrorism
- 7) Presidential Decision Directive 63: Critical Infrastructure Protection
- 8) The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended, provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts
- 9) Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
- 10) Emergency Management Assistance Compact (Public Law 104-321)
- 11) Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism
- 12) The Americans with Disabilities Act (ADA) of 1990
- 13) Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster

Code of Federal Regulations:

- 1) 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in state and local government services
- 2) 44 CFR Part 10 -- Environmental Considerations
- 3) 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements
- 4) 44 CFR Part 14 -- Audits of state and local governments

- 5) 44 CFR Part 59-76 --National Flood Insurance Program and related programs
- 6) 44 CFR Part 201 – Mitigation Planning
- 7) 44 CFR Part 204 – Fire Management Assistance Grant Program
- 8) 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988
- 9) 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management
- 10) 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to state & local governments

References

1. Comprehensive Preparedness Guide 101: A Guide for All-Hazard Emergency Preparedness Planning, FEMA November, 2010.
2. National Preparedness System, November 2011
3. National Response Framework, Department of Homeland Security, 2013
4. Emergency Management Assistance Compact – 1999
5. National Planning Frameworks
6. National Fire Protection Association (NFPA) 1600, 2016 Edition
7. National Incident Management System
8. Local Government Disaster Information Manual (LGDIM)

Section V: Acronyms

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

NRF	National Response Framework
OEM	Office of Emergency Management
PA	Public Assistance
PDA	Preliminary Damage Assessment
PFO	Principle Federal Officer
PIO	Public Information Officer
POC	Point of Contact
PW	Project Worksheets
RRCC	Regional Response Coordination Center
SBA	Small Business Administration
SECC	State Emergency Coordination Center
SERC	State Emergency Response Commission
SOG	Standard Operating Guidelines
SOP	Standard Operating Procedures
SPR	State Preparedness Report
THIRA	Threat & Hazard Identification & Risk Assessment