



State of Maine

County and Municipal Emergency Management

Planning Guidance



January 2019

Purpose

The purpose of this document is to provide risk assessment and emergency planning guidance for the development and/or update of municipal and county emergency plans (response and recovery). It also establishes planning expectations, facilitates the development of comprehensive, integrated and validated plans across all jurisdictions in Maine, and supplements the guidance found in FEMA's Comprehensive Preparedness Guide 101 (CPG 101), *Developing and Maintaining Emergency Operations Plans*, Version 2.0, November 2010. County and municipal emergency management planners should use these documents for guidance in the development and subsequent revisions of their emergency management plans.

Scope

This document applies to all municipal and county emergency management agencies (EMAs) in Maine.

For the purposes of this document, the term *plan* or *plans* is considered synonymous with any iteration of a jurisdiction's response and recovery plans. Additionally, the term *jurisdiction*, and variations thereof, applies equally to municipal and county government in Maine, unless otherwise noted.

Response and recovery plans may be under one cover or under separate covers, as each jurisdiction sees fit. The state response and recovery plans are under separate cover (Volume II and Volume III respectively of the Comprehensive Emergency Management Plan).

Situation

Maine State Statute, Title 37-B, §704, provides that the MEMA Director will develop and disseminate risk assessment and emergency planning guidance in conformance with current federal requirements and national standards for use by the agency and county, regional and municipal jurisdictions.

Maine State Statute, Title 37-B, §783, requires each municipality, county, and regional emergency management agency to prepare and keep a current disaster emergency plan for the area subject to its jurisdiction. The plan must follow risk assessment and planning documentation provided by MEMA, under §704. In addition, the plan must:

1. Be approved by the jurisdiction's governing body.
2. Address the hazards and threats that pose the greatest risk to the jurisdiction and the capabilities and actions needed to respond to and recover from disasters.
3. Be developed in consultation with institutions, organizations, and businesses within the jurisdiction to ensure that the disaster plans developed by the municipality or agency and those institutions, organizations and businesses are compatible.

Required Plan Elements

The following plan elements are expected to be included in the emergency plans of all jurisdictions.

a. Hazard Identification and Risk Assessment

- Plans must address the natural and technological hazards and adversarial threats that pose the greatest risk to the jurisdiction in terms of likelihood and impact (e.g., to people, property, and the environment).

- For 2019, jurisdictions may utilize the State Risk Assessment completed in 2018 as well as any other existing analyses completed by the jurisdiction.
- MEMA is has developed an excel-based tool which can be used by any jurisdictions looking to facilitate a risk assessment with their stakeholders.
- Jurisdictions should strive for whole community involvement in their risk assessments; the risk assessment process is a great opportunity to engage the community in a discussion about hazards and threats.

b. Capability Assessment

MEMA is currently working to develop a new methodology and tool for completing jurisdictional Capability Assessments; this tool will be available in 2019 and will be used to collect data for the 2019 Maine Threat and Hazard Identification and Risk Assessment and Stakeholder Preparedness Review.

In preparation, jurisdictions should review FEMA's 32 Core Capabilities (<https://www.fema.gov/core-capabilities>) and Comprehensive Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment Guide (<https://www.fema.gov/media-library/assets/documents/165308>). Jurisdictions should consider how their work contributes to the achievement of each Core Capability.

c. Emergency Operations Plans

All jurisdictional EOPs in Maine will include the following components, at a minimum:

- Base plan with:
 - Signed promulgation indicating approval by the jurisdiction's governing body
 - Identification of hazards, threats, and risks to the jurisdiction (i.e., situation overview)
 - Description of capabilities and capability gaps, including resources and resource needs (resource lists should be in the form of a Standard Operating Procedure)
 - Description of the Concept of Operations for the plan
 - Identification and assignment of critical tasks and responsibilities
- Information on the following emergency management functions either within the jurisdiction's base plan, or as annexes to the base plan:
 - Direction, control, and coordination
 - Information collection, analysis, and dissemination
 - Communications
 - Population warning
 - Hazmat (LEPC plan or annex)¹
 - Emergency public information
 - Public protection (Evacuation)
 - Mass care and emergency assistance
 - Health and medical services

¹ County hazmat plan or annex (LEPC) must be in accordance with State Emergency Response Commission (SERC) guidelines and be updated annually.

- Resource management. Include locations of Commodity Points of Distribution (C-PODs), which may also serve as distribution points for donations and American Red Cross relief items.
- Other annexes, appendices, and procedures should be included based on jurisdictional risk assessments and operational priorities.

d. Recovery Plans

All jurisdictional recovery plans in Maine will include the following components, at a minimum:

- Describe the damage assessment process, including:
 - The process used for initial damage assessments to capture all the elements of information found on both sides of state standard Form 7. Any processes that involve agencies or organizations that serve multiple jurisdictions must be approved by county and state emergency management to ensure that the servicing organization is not unduly burdened by a handful of jurisdictions at the expense of the entire service area of the provider.
 - Joint Preliminary Damage Assessment for purposes of a Presidential Declaration.
- Incorporate short-term or **programmatic** recovery.
 - Identify prospective locations for Disaster Recovery Centers (DRCs) that will serve the county after an Individual Assistance (IA) declaration. MEMA will provide criteria for potential DRC locations.
 - Incorporate by reference, the new Public Assistance (PA) Delivery Process and Grants Portal.
- Incorporate long-term or **sustained** recovery, including:
 - Roles and responsibilities identified in existing state and county recovery plans.
 - Functional areas for the following: Community Planning and Capacity Building; Housing; Infrastructure; Economic; Health and Human Services; Natural and Cultural Resources.
- Other critical recovery areas, such as:
 - Donations and volunteer management
 - Debris management

Plan Review Process

The integration and synchronization of plans across the state is critical to the effective and timely response to and recovery from incidents and disasters. The following procedures outline the expectations needed to achieve this:

a. County

- County EMAs will submit select updated plan components (electronically) to MEMA in accordance with the attached 2017-2019 Biannual Planning Review Schedule.
- MEMA will review the plan components and outline areas needing improvement in order to meet the intent of this guidance document and to ensure synchronization with state and adjacent county plans.
- MEMA will provide the counties written feedback within 120 days of receipt of the plan components.

- County EMAs are expected to make corrective actions for required areas of improvement as soon as practicable, but no longer than 180 days upon receiving feedback.
- County plan components will be sent electronically to MEMA's Senior Planner.
- The status of county compliance with the Biannual Planning Review Schedule will be included in the MEMA Director's annual emergency management update to County Commissioners.

b. Municipal

- Municipal EM Directors will submit updated plans to his/her County EMA at least once every five years or in increments within that period, as agreed upon by the County EMA.
- County EMA's will review the plan and outline required areas needing improvement in order to meet the intent of this guidance document as well as federal and state requirements.
- County reviews are due back to municipal EM Directors within 120 days of receipt. Municipalities are expected to make corrective actions for required areas of improvement as soon as practicable, but no longer than 180 days upon receiving feedback.

Plan Maintenance

Jurisdiction EOPs and recovery plans (to include the state EOP and recovery plan) will be updated and promulgated at least once every five years. If the two plans are separate documents, they need not be updated in the same year so long as each plan is on a five year cycle. Plans may be updated more often if desired or if directed by the jurisdiction's governing body, taking into account the following factors:

- Updates to planning guidance or standards
- Changes in elected/appointed officials
- Changes in capabilities or available resources (e.g., facilities, equipment, personnel, etc.)
- Corrective actions resulting from exercises and/or real world responses
- New or amended laws and/or executive orders
- Changes in demographics and/or hazard profiles

References

- State of Maine Emergency Operations Plan
- State of Maine Interagency Disaster Recovery Plan (*in production*)
- FEMA Comprehensive Planning Guide 101 Version 2.0
- FEMA National Planning Frameworks
- FEMA Federal Interagency Operations Plans

Attachments

2017-2019 Biannual Planning Review Schedule

2017	PLANNING ELEMENTS DUE	ADDITIONAL INFORMATION
Submit by: May 1, 2017	County Emergency Operations Plan <i>(current, as is)</i>	Send electronic version of your entire County EOP along with the following documents, if they're available: <ul style="list-style-type: none"> • Signed promulgation letter by your jurisdiction's governing body • County Hazard Identification and Risk Assessment • County capabilities and capability gaps, including resources and resource needs
Submit by: Dec 1, 2017	<ul style="list-style-type: none"> • Direction, control, and coordination <i>(updated)</i> • Communications <i>(updated)</i> • Resource management <i>(updated)</i> 	Send electronic version.
2018	PLANNING ELEMENTS DUE	ADDITIONAL INFORMATION
Submit by: June 1, 2018	<ul style="list-style-type: none"> • Population warning <i>(updated)</i> • Information collection, analysis, and dissemination <i>(updated)</i> • Population protection <i>(updated)</i> 	Send electronic version.
Submit by: Dec 1, 2018	Recovery Base Plan	<ul style="list-style-type: none"> • Incorporate short-term or programmatic recovery, and long-term or sustained recovery. • Send electronic version.
2019	PLANNING ELEMENTS DUE	ADDITIONAL INFORMATION
Submit by: Jun 1, 2019	<ul style="list-style-type: none"> • Mass care and emergency assistance <i>(updated)</i> • Emergency public information <i>(updated)</i> • Health and medical services <i>(updated)</i> 	Send electronic version.
Submit by: Dec 1, 2019	Damage Assessment Annex (Recovery Plan)	Send electronic version.

Instructions

The following plan components are subject to review by MEMA for the purpose of integration and synchronization between counties and state emergency management. All plan components will be reviewed approximately once in each (5) year planning cycle. More frequent reviews of a plan are possible if significant changes are needed, particularly after a real-world disaster or an exercise. When due, plan components must be submitted electronically to MEMA's Senior Planner, unless otherwise noted. MEMA's goal is to schedule reviews for an average of (4) plan components per year to complete the (5) year planning cycle.

- County input into State Risk Assessment: This input will be used for both the State Emergency Operations Plan and the State Hazard Mitigation Plan to avoid duplication of effort. It may also serve as the county risk assessment for county planning purposes. A State Risk Assessment will occur every (5) years.
- Emergency Operations Plan
 - a. Base plan
 - b. Direction, control, and coordination annex
 - c. Information collection, analysis, and dissemination annex
 - d. Communications annex
 - e. Population warning annex
 - f. Emergency public information annex
 - g. Public protection (e.g., evacuation) annex
 - h. Mass care and emergency assistance annex
 - i. Health and medical services annex
 - j. Resource management annex
 - k. Hazmat plan (LEPC)¹
- Recovery Plan
 - a. Base plan
 - b. Damage assessment annex
 - c. Community planning and capacity building annex
 - d. Housing annex
 - e. Infrastructure annex
 - f. Economic annex
 - g. Health and social services annex
 - h. Natural and cultural resources annex
 - i. Individuals and families

¹ County hazmat plan or annex (LEPC) must be in accordance with State Emergency Response Commission (SERC) guidelines and be updated annually.