Waldo County Emergency Management Agency

Waldo

Handbook for Local Emergency Management Directors

2019 Edition

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Chapter 1. Administration

1.1 Introduction

The purpose of this handbook is to describe the duties and particulars of your appointment as the Local Emergency Management Director (LEMD). This handbook will familiarize you with the many facets of the Emergency Management (EM) program. The EM program has come a long way since days of Civil Defense, picking up "All Hazards", Hazardous Materials preparedness and Homeland Security. We hope that you will find this handbook helpful, and that it improves your ability to coordinate your community's emergency response.

This guidance will also help you coordinate the development of written procedures that will be collectively produced and agreed to by all the emergency response teams which serve the town. These written procedures will form the nucleus of the community's emergency operations plan (EOP). This plan, when used in conjunction with other communities' plans, will lead to a more effective system of protecting our citizens from the many hazards that adversely affect our State.

After reading this guidebook, please contact the Waldo County Emergency Management Director with questions or for further details regarding your community's EM program.

1.2. Contact Information

WALDO COUNTY EMA
4 Public Safety Way
Belfast, Maine 04915

MAINE EMA
72 State House Station
Augusta, Maine 04333-0072

24 hour Phone: 1-800-660-3398
Business Phone: 338-3870
Cell Phone: 322-8684
Fax: 338-1890
Conference Call System: 1-866-866-2244 Code 7664249
E-Mail: emadirector@waldocountyme.gov
Text: 2073228684@email.uscc.net
Director: Dale D. Rowley, CEM

Tel: 1-800-452-8735
Fax: 626-4499

1.3. Emergency Management Tools and Applications

There are many online tools and applications that can help you to become more capable in accomplishing your local Emergency Management Program.

Websites

Waldo County Emergency Management Agency   http://www.waldocountyme.gov/ema/index.html

Maine Emergency Management Agency   http://www.maine.gov/mema/

Federal Emergency Management Agency   https://www.fema.gov/

National Incident Management System (NIMS)   https://www.fema.gov/national-incident-management-system

Online Applications

Waldo County D4H Readiness   https://woimat.d4h.org/

Waldo County D4H IM   https://d4h.live/login/

Waldo County Online Training   https://waldo.talentlms.com/index

FEMA Independent Study Training   https://training.fema.gov/is/crslist.aspx?all=true

FEMA Student ID   https://cdp.dhs.gov/femasid

Chapter 2: Program

2.1. Definitions

Damage Assessment   The process used to appraise or determine the number of injuries and deaths, damage to public and private property and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.

Disaster   An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries.

Emergency   Any occasion or instance -- such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, fire, explosion, nuclear accident, or any other natural or man-made catastrophe -- that warrants action to save lives and to protect property, public health, and safety.

Emergency Management   Organized analysis, planning, decision-making and assignments of available resources to mitigate, prepare for, respond to and recover from the effects of all hazards. The goals of emergency management are to: Save lives, Prevent injuries and Protect property and the environment.

Emergency Operations Center   The protected site from which government officials coordinate, monitor, and direct emergency response activities during an emergency.

Emergency Operations Plan   A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Hazard   A source of potential danger or adverse condition.

Hazard Identification   The process of identifying hazards that threaten an area.

Hazard Mitigation   Any action taken to reduce or eliminate the long term risk to human life and property from hazards. The term is sometimes used in a stricter sense to mean cost-effective measures to reduce the potential for damage to a facility or facilities from a disaster event.

Preparedness   Plans and preparations made to save lives and property and to facilitate response operations.

Recovery   The long term activities beyond the initial crisis period and emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Resource Management	Those actions taken to identify sources and obtain resources needed to support disaster response activities; coordinate the supply, allocation, distribution, and delivery of resources so that they arrive where and when most needed; and maintain accountability for the resources used.
Response	Actions taken to provide emergency assistance, save lives, minimize property damage, and speed recovery immediately following a disaster.
Risk	The estimated impact that a hazard would have on people, services, facilities, and structures in a community; the likelihood of a hazard event resulting in an adverse condition that causes injury or damage.
Vulnerability	Describes how exposed or susceptible to damage an asset is.
Vulnerability Assessment	The extent of injury and damage that may result from a hazard event of a given intensity in a given area. The vulnerability assessment should address impacts of hazard events on the existing and future built environment.

2.2. Acronyms

DRC	Disaster Recovery Center
EHS	Extremely Hazardous Substances
EMA	Emergency Management Assistance or Agency
EOC	Emergency Operations (Operating) Center
EOP	Emergency Operations Plan
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Materials
IA	Individual Assistance
ICS	Incident Command System
IMAT	Incident Management Assistance Team
JFO	Joint Field Office
LEPC	Local Emergency Planning Committee
MACS	Multiagency Coordination System
MEMA	Maine Emergency Management Agency
NAWAS	National Alerting and Warning System
NIMS	National Incident Management System
NFIP	National Flood Insurance Program
NRF	National Response Framework
PA	Public Assistance
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Service
SCO	State Coordinating Officer
SERC	State Emergency Response Commission
SOP	Standard Operating Procedures
WOEMA	Waldo County Emergency Management Agency
VOAD	Volunteer Organizations Active in Disasters

Chapter 3: Emergency Management Program

3.1. Program Administration and Evaluation

The Emergency Management program is organized according to a standard set of emergency management functions. The functions serve as a means to divide day-to-day program activities into categories. The Emergency Manager uses these functions to organize and direct the emergency management program.

Laws and Authorities: A legal basis for the establishment of the emergency management organization, the implementation of an emergency management program, and continuity of government exists in local law/ordinance and is consistent with State statutes concerning emergency management.

Hazard Identification and Risk Assessment: The jurisdiction has a method for identifying and evaluating natural and technological hazards within its jurisdiction.

Hazard Mitigation: The jurisdiction has established a pre-disaster hazard mitigation program.

Emergency Planning and Procedures: The jurisdiction has developed a comprehensive mitigation plan and an EOP.

Incident Management: EOC operating procedures for conducting needs and damage assessments, requesting disaster assistance, and conducting a range of response functions are developed and tested annually.

Resource Management: The local emergency management organization has the human resources required to carry out assigned day-to-day responsibilities.

Communication and Warning: Communications system capabilities are established.

Facilities: The primary and alternate EOCs have the capabilities to sustain emergency operations for the duration of the emergency and have developed logistics management and operations plans.

Training: The jurisdiction conducts an annual training needs assessment, incorporates courses from various sources, and provides/offers training to all personnel with assigned emergency management responsibilities.

Exercises, Evaluations, and Corrective Actions: The jurisdiction has established an emergency management exercises program, exercises the EOP on an annual basis, and incorporates an evaluation component and corrective action program.

Public Education and Information: An emergency preparedness public education program is established, procedures are established for disseminating and managing emergency public information in a disaster, and procedures are developed for establishing and operating a Joint Information Center.

3.2. Local Emergency Management Director's Meeting

The Waldo County EMA office at 4 Public Safety Way in Belfast hosts a meeting every month (except December) on the <u>fourth</u> Tuesday of the month from 6:00 pm to 8:00 pm. The purpose of this meeting is to provide an opportunity to:

- Build a professional relationship between the County emergency management staff and the local emergency management directors from each municipality in the County.

- For local EM directors to learn more about the local emergency management program through classroom training and tabletop exercises.

- Acquire publications, procedures, and other documents on local emergency management.

- Acquire up-to-date EM information on what's happening in Maine and the Nation.

- Provide feedback on County EM programs.

- Test emergency communications and alert and warning systems.

- Acquire equipment, materials and supplies for their local emergency management program.

- Access to radio, GPS and computer equipment and situation reporting supplies

The Waldo County EMA office provides a free dinner at every monthly meeting. So come early and come hungry!

3.3. Emergency Management Organization

Emergency Management organizations vary widely depending on hazards, population, geographic size of the jurisdiction, and available funding. Emergency management responsibilities are shared by all levels of government. Local government is the front line of the emergency management organization.

The EM organization is not a replacement for the police, fire, ambulance, Red Cross, or other community emergency response groups. Emergency Management is a system for coordinating and managing emergency response when more than one department is responding to a community threat. The Emergency Management Agency **coordinates** local response and recovery in an emergency.

In Maine, emergency response is handled at the local level whenever possible. The law requires the political subdivisions (Towns and Cities) of the State to use all their available resources to the maximum extent possible to minimize loss of life and damages to public and private property in an emergency. When the resources of local government, the private sector, and volunteer agencies are inadequate, or it is evident they will be exhausted, a request for assistance is made through normal mutual aid avenues. When these resources are also exhausted, the County EMA Office is notified and a request for additional aid is made to meet any unmet needs. The County Director also coordinates interjurisdictional assistance.

The County Emergency Management Agency coordinates emergency response when a disaster extends beyond the normal mutual aid boundaries of the community, or when several communities are involved. The County EMAs are equipped with telephone and computer modem (E-mail and bulletin board) systems, the National Warning System (NAWAS), and the state EMA radio network. The County EMA is your link with State agencies, and is authorized to access the Emergency Alert System (EAS). The Waldo County Director can provide guidance, planning models, home study courses, and workshops on emergency management. The County Director also hosts periodic municipal EM Director Meetings to keep the local directors provided with up-to-date information.

If an emergency is beyond the capabilities of both the municipalities and county involved, the County EMA Office contacts the Maine Emergency Management Agency (MEMA) with requests for State assistance. MEMA maintains an Emergency Operating Center (EOC) and full time staff. The center and offices are located at the Commerce Center in Augusta.

MEMA coordinates the allocation of State resources and may coordinate activities between counties. In an emergency, representatives of key response agencies meet in the State Emergency Operating Center (SEOC). If the Governor declares that a state of emergency exists, additional State resources become available. When these resources, combined with the local and county resources, are inadequate, MEMA requests assistance from neighboring states, and/or the Federal Emergency Management Agency (FEMA). FEMA provides day-to-day guidance and assistance to the State. In an emergency FEMA personnel can assist with coordination of resources from other States and development of a request for a Presidential Declaration of Disaster. Following a declaration, they work with the State in the delivery of recovery assistance.

3.4. The Emergency Management Cycle

Emergency activities are divided into four phases that form a cycle. The phases of the cycle are:

Mitigation: Taking sustained actions to reduce or eliminate long-term risk to people and property from hazards and their effects.

Preparedness: Building the emergency management function to respond effectively to, and recover from, any hazard.

Response: Conducting emergency operations to save lives and property by taking action to reduce the hazard to acceptable levels (or eliminate or prevent it entirely); evacuating potential victims; providing food, water, shelter, and medical care to those in need; and restoring critical public services.

Recovery: Rebuilding communities so that individuals, businesses, and governments can function on their own, return to normal life, and protect against future hazards.

3.5. Administration and Finance

The County EMA Office has templates and forms for nearly everything you might need to manage your municipal emergency management program. Just contact the office and ask.

You will want to keep binders or a filing system to contain at least the following:

- Your municipal Emergency Management Job Description
- All your Emergency Management training certificates, sign in sheets, and/or transcripts
- The Waldo County Local Emergency Management Resource Binder
- Copy of your municipal Emergency Management Ordinance
- Copy of the County Emergency Operations Plan
- Copy of your municipal Emergency Operations Plan
- Contact information for your municipal EOC staff
- Contact information for all resources you may require
- Waldo County Emergency Management Field Operations Guide (little red book)
- Blank MEMA Form 7 Damage Reports
- Blank MEMA Situation Reports
- Blank Resource Request Forms

You can find a lot of documents on the County's D4H Decisions website. Once you have an account, you will find the Documents Folders under the Intelligence drop down menu.

The following are check sheets that you can use to prepare and evaluate your program.

Local Emergency Management Director In-Processing Sheet

Local Emergency Management Director (LEMD)	
Actions to complete at Town Office	**Date**
Municipal Officers shall officially appoint a LEMD	
Municipal Officers shall update the LEMD job description, as needed	
Town Clerk shall swear in the LEMD	
Actions to complete at County EMA Office (EMA)	**Date**
Fill in a LEMD Contact Information and provide to the County EMA Office	
County EMA to ensure the LEMD has a current County EOP	
County EMA to ensure the LEMD has a current LEMD Resource Binder	
County EMA to sign over a LEMD Go Bag	
County EMA to sign over an iPad with power cables (2)	
Set up the iPad with an e-mail address	
County EMA to determine if the LEMD has an EMA Field Operations Guide (FOG)	
County EMA to issue a pager, if needed	
Acquire a FEMA Student ID Number (SID)	
Introduce to the County EMA Website	
Set up member account in D4H Readiness	
Set up member account in D4H IM	
Set up member account in TalentLMS	
Required Local Emergency Management Training	**Date**
IS-100b Introduction to the Incident Command System	
IS-200b ICS for Single Resources and Initial Action Incidents	
IS-700a National Incident Management System – An Introduction	
IS-703.a NIMS Resource Management	
IS-800b National Response Framework – An Introduction	
W776 Town EOC Management and operations	
Maine Interoperable Communications and Concept of Operations	
Workshop in EM: Emergency Operations and Reporting	
Workshop in EM: Damage Assessment and Reporting	
Workshop in EM: Disaster Recovery	
Hazard Materials: First Responder: Awareness Level	

Local Emergency Management Director Data Collection Sheet

Emergency Management (EM) Data	Note
Completed copy of the Local EM Director contact form	
Approved EM budget and stipend	
Dates of EMA-related training	
Signed copy of your municipal Emergency Operations Plan	
Contact information for the municipal EOC (phone, fax, e-mail, other)	
Copy of the municipal FD/EMS/PD Resource Sheets	
Locations of Warming Centers, CPODS and Public Gathering Facilities	
Which critical infrastructure have standby generators (Kw size & fuel type)	
Listing of local community service organizations (active churches, Masons, Rotary, Lions Club, Shriners, Grange, Veterans, etc)	
Copy of the most recent Town Report	
Current Mil Rate for the Town	
Standard Dates and Times of Fire Department Monthly Meetings	
FCC Radio License password (in order to renew your licenses)	
Copy of your approved EMA Ordinance or Executive Order	

Local Emergency Management Program Review Sheet

Laws and Authorities	Reference	X
Municipality has adopted an Emergency Management (EM) ordinance	37B-Chp13 ss781 (1)	
Municipal Officers have approved a current EMD job description		
Municipal Officers have officially appointed an EM Director (EMD)	37B-Chp13 ss782 (1)	
Hazard Identification and Risk Assessment		
Identified the hazards that could impact this municipality	37B-Chp13 ss783 (1)	
Identified the locations and assets that could be impacted by the hazards	37B-Chp13 ss783 (5)	
Identified the municipality's vulnerable/special needs populations	37B-Chp13 ss783 (5)	
Hazard Mitigation		
Developed actions to minimize damage resulting from identified hazards	37B-Chp13 ss783 (2)	
Participates in the National Flood Insurance Program		
Operational Planning		
Maintains a current municipal Emergency Operations Plan (EOP) (5 yrs)	37B-Chp13 ss783	
Maintains a copy of the County Emergency Operations Plan (EOP)	NIMS	
Maintains a Continuity of Operations Plan		
Maintains a Long Term Recovery Plan	MEMA Guide	
Incident Management		
Has adopted NIMS by ordinance or executive order	NIMS	
Maintains a copy of the County EMA Field Operations Guide (FOG)	NIMS	
Organizes and staffs a municipal Emergency Operations Center (EOC)		
Resource Management/Mutual Aid		
Maintains a current inventory of municipal emergency resources	NIMS	
Provides a copy of the municipal Resource Sheets to the County EMA		
Maintains current mutual aid agreements	37B-Chp13 ss784	
Has identified community organizations who can support recovery ops		
Communications and Warning		
The EOC has 2-way base radio communications and telephone		
Municipal EOC radio contains all of the County EMA frequencies		
The EOC radio is periodically tested with the County EOC		
The EOC has access to an internet-connected computer		
The EOC utilizes D4H Live to coordinate information with the County EOC		
The EMD has procedures to alert the Municipal Officers/Officials		

Local Emergency Management (EM) Program Review		
Operational Procedures Has procedures for:		**X**
Locating, assessing and reporting disaster damage to the County EOC		
Gathering and reporting disaster situation information to the County EOC		
Requesting resources from mutual aid or the County EOC		
Tracking and documenting disaster response and recovery costs		
Facilities		
The municipality has an Emergency Operations Center (EOC)		
The EOC has emergency backup power and it is tested periodically		
The municipality has a facility and staff for a Community Warming Center		
The municipality has a facility and staff for a Mass Feeding Site		
The municipality has a facility and staff for a Supply Point of Distribution		
Training and Exercises		
EMD has completed FEMA Courses (IS-100, 200, 700, 703, 800)	NIMS	
EMD has completed EM Courses (Type IV EOC, Comm CONOPs)		
EMD has completed Workshops in Emergency Management		
EMD has completed Hazardous Materials Awareness	BLS/OSHA	
Municipality has completed or participated in disaster exercises	NIMS	
Provides EM training to municipal officials/officers (G402)		
Public Information and Warning		
EMD provides disaster preparedness information to residents		
Disseminates emergency public information to residents		
Educates residents on reporting their damages to the EOC		
Informs the residents on the location and status of Mass Care Sites		
Finance and Administration		
Provided an annual EM budget to the Municipal Officers	37B-Chp13 ss824 (2)	
The EMD attends monthly County EMA meetings. (Fourth Tuesday, 6pm)		
Provided EMD Contact Information to the County EMA		
Maintains a current copy of the EM Resource Binder		
Provided EM budget and stipend information to County EMA		
Developed a process for municipal emergency expenditures		
Has procedures to manage disaster event general assistance		
The EMD maintains the County EMA Go-Bag and iPAD		

3.6. Laws & Authorities (Municipal Emergency Management)

Authority for emergency management in Maine comes from the Maine Emergency Management Agency (Title 37-B, MRSA Chapter 13). The law addresses the requirements of local Emergency Management programs. Directors should have a working knowledge of the laws. The EMA Director is appointed by and responsible to the governing body of the community.

Emergency Management activities in the state are coordinated by the Director of the Maine Emergency Management Agency (MEMA). The MEMA Director is responsible for assessing the effectiveness of each local EMA program. (Title 37B § 704)

The following is an abbreviated and unofficial version of the Title 37B as it relates to the municipal Emergency Management Director. For the full content, view the Maine State Statutes.

§701. Title; purpose. This chapter may be cited as the "Maine Emergency Management Act." It is the purpose of this chapter to:

1. Agency. Establish the Maine Emergency Management Agency to lessen the effects of disaster on the lives and property of the people of the State through leadership, coordination and support in the 4 phases of emergency management: mitigation, preparedness, response and recovery;

2. Local organizations. Authorize the creation of local organizations for emergency management in the political subdivisions of the State;

3. Emergency powers. Confer upon the Governor and the executive heads of governing bodies of the political subdivisions of the State certain emergency powers;

4. Mutual aid. Provide for the rendering of mutual aid among the political subdivisions of the State and with other states and provinces of Canada for the accomplishment of emergency management functions;

§702. Policy. It is declared to be the policy of the State that all emergency management and homeland security functions be coordinated to the maximum extent with the comparable functions of the Federal Government, including its various departments and agencies, of other states and localities, and of private agencies so that the most effective preparation and use may be made of the nation's workforce, resources and facilities for dealing with any disaster that may occur.

§703. Definitions. As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.

2. Disaster. "Disaster" means the occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man-made cause, including, but not limited to, fire, flood, earthquake, wind, storm, wave action, oil spill or other water contamination requiring emergency action to avert danger or damage, epidemic, extreme public health emergency pursuant to Title 22, section 802, subsection 2-A, air contamination, blight, drought, critical material shortage, infestation, explosion, riot or hostile military or paramilitary action.

2-A. Emergency management. "Emergency management" means the coordination and implementation of an organized effort to mitigate against, prepare for, respond to and recover from a disaster.

2-B. Emergency management forces. "Emergency management forces" means persons engaged in performing emergency management activities, including, but not limited to, persons called out by the Governor pursuant to an emergency proclamation under section 742 or persons called out pursuant to section 784-A.

2-C. Emergency management exercise. "Emergency management exercise" means a focused practice activity that places participants in a simulated situation requiring them to function in the capacity that would be expected of them in a real event and is conducted to test an organization's plans and policies to evaluate an organization's capability to execute one or more portions of its response or contingency plans and to train personnel.

2-D. Homeland security. "Homeland security" means a concerted national effort to prevent and disrupt terrorist attacks, protect against man-made and natural hazards and respond to and recover from incidents that do occur.

3. Local organization for emergency management. "Local organization for emergency management" means an organization created in accordance with this chapter by state, county or local authority to perform local emergency management functions.

3-A. Mitigation. "Mitigation" means those activities that actually eliminate or reduce the chance of occurrence or the effects of a disaster.

4. Political subdivision. "Political subdivision" means counties, cities, towns, villages, townships, districts, authorities and other public corporations and entities organized and existing under charter or general law.

5. Preparedness. "Preparedness" means planning how to respond in case an emergency or disaster occurs and working to increase resources available to respond effectively.

6. Recovery. "Recovery" means activities that, in the short term, return vital life support systems to minimum operating standards and, in the long term, redevelop a disaster area to preexisting conditions or to conditions that are less disaster prone and activities that assist families and businesses to return to a normal or improved state of being.

7. Response. "Response" means those activities designed to provide emergency assistance to victims of a disaster and reduce the likelihood of secondary damage.

§781. Municipal, county and regional agencies

1. Municipal or interjurisdictional agencies. Each municipality of the State must be served by a municipal or interjurisdictional agency responsible for emergency management.

2. County or regional agencies. Each county shall maintain a county emergency management agency or create regional emergency management agencies that serve the member counties. Each county or regional agency is responsible for coordination of the activities of municipal and interjurisdictional emergency management agencies within the region or county and for emergency management in the unorganized territories within its jurisdiction. A county or regional emergency management agency must receive support from the municipalities within its jurisdiction.

3. Structure of county and regional agencies. The director shall advise upon the organizational structure of county and regional emergency management agencies, including the manner in which the directors of those agencies are appointed by governing bodies of the jurisdictions involved.

§782. Agency directors. A director must be appointed for each municipal and county or regional emergency management agency. A director of an emergency management agency may not be at the same time an executive officer or member of the executive body of a municipality or interjurisdictional or county or regional agency of the State or a county commissioner. Notwithstanding this section or any other law, a town manager or administrative assistant may also be appointed to serve as the director of an emergency management agency. A director may be removed by the appointing authority for cause. [2003, c. 510, Pt. A, §35 (RPR).]

1. Municipal emergency management director. The municipal officers shall appoint the director of the municipality's emergency management agency. In each municipality that has not established an agency of its own, the municipal officers shall designate an emergency management director to facilitate cooperation in the work of disaster mitigation, preparedness, response and recovery. The emergency management director shall serve as liaison to the appropriate county or regional agency.

§783. Disaster emergency plan. Each municipality, county and regional emergency management agency shall prepare and keep a current disaster emergency plan for the area subject to its jurisdiction. The plan must be approved by the jurisdiction's governing body. The plan must follow the risk assessment and planning guidance provided by the director under section 704, subsection 10 and 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.

1. Identification of disasters.

2. Action to minimize damage.

3. Personnel, equipment and supplies.

4. Recommendations.

5. Other. Each municipal, county and regional emergency management agency, as part of the development of a disaster emergency plan for the area subject to its jurisdiction, shall consult as it considers appropriate with institutions, organizations and businesses within its jurisdiction to ensure that the disaster plans developed by the municipality or agency and those institutions, organizations and businesses are compatible. Institutions, organizations and businesses with which the municipality or agency may consult include, but are not limited to, hospitals, schools, health care facilities, group homes and day care centers.

§784. Mutual aid arrangements. The director of each local organization for emergency management shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid arrangements for reciprocal emergency management aid and assistance in case of a disaster too great to be dealt with unassisted. These arrangements must be consistent with the state emergency management program, and in time of emergency each local organization for emergency management shall render assistance in accordance with the mutual aid arrangements. For this purpose, political subdivisions are authorized when geographical locations make mutual aid arrangements desirable to enter into mutual aid arrangements subject to the approval of the director.

§784-A. Right to call for and employ assistance. The Maine Emergency Management Agency and local organizations for emergency management may employ any person considered necessary to assist with emergency management activities. All persons called and employed for assistance shall proceed as directed by the Maine Emergency Management Agency or the local organization. Any person called and employed for assistance either within the State or in another state under chapter 16 or in a Canadian province under chapter 16-A is deemed to be an employee of the State for purposes of immunity from liability pursuant to sections 822, 926 and 940 and for purposes of workers' compensation insurance pursuant to sections 823, 928 and 942, except for persons excluded from the definition of employee pursuant to Title 39-A, section 102, subsection 11. A person holding a professional license in the State may be designated a member of the emergency management forces in that professional capacity only after the individual or the license issuer provides confirmation of a valid license.

§784-B. Maine First Responders State-wide Mutual Aid Agreement. All political subdivisions within the State are covered by the Maine First Responders State-wide Mutual Aid Agreement, dated November 2008, as drafted by the agency and referred to in this section as "the agreement," except that a political subdivision may withdraw from the agreement by enacting a local ordinance that withdraws from the agreement. A local first responder agency may provide emergency management, fire, law enforcement, emergency medical, public works and other emergency services as necessary upon the request of any political subdivision within the State in accordance with the agreement. Additional preexisting contracts or agreements with the jurisdiction requesting the services are not required.

§822. Immunity. Neither the State nor any of its agencies or political subdivisions nor a person called out pursuant to section 784-A, including a voluntary and uncompensated grantor of a permit for the use of the grantor's premises as an emergency management shelter, may, while engaged in any emergency management activities and while complying with or attempting to comply with this chapter or any rule adopted pursuant to this chapter, be liable for the death of or injury to any person, or damage to property, as a result of those activities. This section does not affect the right of any person to receive benefits to which that person would otherwise be entitled under this chapter, under the Maine Workers' Compensation Act of 1992, under any pension law or under any act of Congress.

§823. Compensation for injuries received in line of duty. All members of the emergency management forces are deemed to be employees of the State while on, preparing for or training for emergency management duty. They have all the rights given to state employees under the former Maine Workers' Compensation Act or the Maine Workers' Compensation Act of 1992. All claims must be filed, prosecuted and determined in accordance with the procedure set forth in the Maine Workers' Compensation Act of 1992.

§824. Appropriations. 2. For local emergency management expenses. Each political subdivision may make appropriations for the payment of expenses of its local organization for emergency management in the same manner as for its other ordinary expenses. In making those appropriations, the political subdivision shall specify the amounts and purposes for which the money appropriated may be used by the local organizations.

§831. Utilization of existing services and facilities. In carrying out this chapter, the Governor and the executive officers or governing bodies of the political subdivisions of the State shall utilize the services and facilities of existing departments, offices and agencies of the State and all their political subdivisions to the maximum extent practicable. The officers and personnel of all departments, offices and agencies shall cooperate with and extend their services and facilities to the Governor and to the emergency management organizations of the State upon request.

3.6.1. National Incident Management System (NIMS)

The Federal Government has established a standardized National Incident Management System, commonly referred to as NIMS. NIMS provides a core set of common concepts, principles, terminology, and technologies in the following areas:

- Incident Command System (ICS). ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration.

- Multiagency Coordination System (MACS). The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consists of a combination of elements: personnel, procedures, protocols, management, and communications integrated into a common system. MACS are typically located at a fixed facility, such as the municipal office or public safety facility. Examples of multiagency coordination include State, County and Local Emergency Operations Centers (EOC) and the Regional Communications Center (RCC).

- Unified Command. Unified command provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan.

- Training. Leaders and staff require initial training on response principles, as well as ongoing training to provide updates on current concepts and procedures.

- Management of Resources. Identifying resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis, including implementing a plan to inventory, mobilize, and track resources prior to, during, and after an incident.

- Mutual Aid and Assistance. Executing mutual aid and other agreements established prior to an incident with appropriate entities at the local, county, State, and Federal levels is an important element of preparedness.

- Situational Awareness. Situational awareness is the ability to identify, process, and comprehend the critical information about an incident. More simply, it is knowing what is going on around you. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential.

- Qualifications and Certification. During a crisis there will not be time to determine staff qualifications, if such information has not yet been compiled and available for review by leaders.

- Exercises. All stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their response responsibilities.

3.7. Job Description

The job description listed below is a sample and may be altered as appropriate by the municipal elected officials when appointing a Local Emergency Management Director.

Town of _____ Office of Emergency Management
Emergency Management Director Job Description

Nature of work:

Under the direction of the Board of Selectmen, the chief elected officials of the community, the Emergency Management Director plans, organizes and directs the Emergency Management programs for the jurisdiction; acts as the community's representative on all Emergency Management matters; and coordinates activities of the local Office of Emergency Management with other local agencies having Emergency Management responsibilities.

Essential Duties and Responsibilities:

- Directs the planning, organizing and execution of local Emergency Management and Homeland Security activities, conferring as necessary with the County and State emergency management agencies and with neighboring emergency management directors to assure that its activities are an integral and coordinated part of the overall County, State, and National programs.
- Keeps the Board of Selectmen fully informed on all Emergency Management matters and acts as their representative in dealing with other governmental and private organizations concerned with Emergency Management.
- Maintains and updates hazard mitigation, emergency response and recovery plans for community and mutual aid agreements with neighboring communities.
- Directs a public information program to keep all residents of the local jurisdiction informed about Disaster Preparedness activities.
- Organizes regular disaster exercises to test local emergency response agencies.
- Establishes, maintains, and runs a municipal Emergency Operations Center (EOC).
- Completes and submits municipal disaster reports to County EMA.
- Directs a training program to prepare the Emergency Management organization for emergency operations. Attends Emergency Management training courses and workshops.
- Secures and maintains information regarding facilities and resources of the local jurisdiction and of neighboring mutual aid jurisdictions for use in emergency situations.
- Attends Local EM Director's Meetings sponsored by the County EMA, and provides the County EMA with reports and/or local information.
- Advises the chief executive(s) of needs of the EMA; prepares the agency budget.

General Requirements:

- Knowledge of the structure, functions, and interrelationships of State and local governments.
- Knowledge of the methods of organization, planning, management, and supervision.
- Knowledge of the background and objectives of the Federal, State, County, and Local Emergency Management programs.
- Ability to evaluate situations and exercise good judgment in making decisions.

3.8. Sample Emergency Management Ordinance

Emergency Management Ordinance of the Town of _____, Maine
Adopted by the Voters: <u>MM, DD, YYYY</u>

Article 1. Authority. This Ordinance is authorized under Title 30-A M.R.S.A. 3001 et seq., and as required by Title 37-B M.R.S.A., Section 782; and shall be known as the Emergency Management Ordinance of the Town of _____.

Article 2. Purpose.

A. To establish the Office of Emergency Management (OEM) to ensure the complete and efficient utilization of the Town's facilities and resources during any period of proclaimed emergency.

B. To define the duties and authority of the Town Emergency Management Director (EMD).

C. To define the protocol for issuing a Town Emergency Proclamation.

D. To define the powers and authorities given to the <u>Town Manager (Chair of Selectpersons)</u> during a proclaimed emergency.

E. To establish the National Incident Management System (NIMS) as the municipal standard for all-hazards incident management.

Article 3. Definitions. The following definitions shall apply in the interpretation of this Ordinance:

A. **Disaster**. A natural or man-made calamitous event that results in widespread or severe injury or loss of life or damage to property or the environment, requiring emergency actions to avert danger or damage; said occurrence being of significant scope as to exceed the normal capability of the Town's resources to effectively prevent, respond to, or recover from the event.

B. **Emergency**. Emergency is defined as a natural or man-made hazardous event that threatens the life, safety, and property of the residents or visitors of Winterport or destruction of the environment; that requires immediate action to mitigate, contain or control.

C. **Emergency Proclamation**. A declaration by the municipal government that states a disaster or emergency exists or appears imminent within or impacting the Town and its occupants.

D. **Emergency Management Forces**. All employees, equipment and facilities of all Town departments, offices, agencies boards, and committees; that are organized by the Town EMD to complete actions to prepare, prevent, protect, mitigate, respond and recover from local emergencies and disasters.

E. **Civil Defense Forces**. All volunteer persons, equipment and facilities that are organized by the Town EMD to assist with the actions to prepare, prevent, protect, mitigate, respond and recover from local emergencies and disasters.

Article 4. **Establishment of the Office of Emergency Management**

A. There is hereby established within the Town of _____, Maine, an emergency management organization to be known as the Office of Emergency Management (OEM). The office is responsible for the preparation and implementation of emergency management plans to minimize injury and loss due to a serious emergency or disaster. The <u>Town Manager (Chair of Selectpersons)</u> may appoint additional OEM staff members, as needed.

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B. The <u>Town Council (Board of Selectpersons)</u> shall appoint the Emergency Management Director. This appointment shall be annual and made by June 1st of each year. The <u>Town Manager (Board of Selectpersons)</u> may remove the EMD for cause.

C. The Emergency Management Director shall take an oath of office before assuming any duties, pursuant to Title 30-A M.R.S.A., Section 2526 and the _____ Town Charter.

D. The Office of Emergency Management shall consist of a Director, and other members that shall be appointed by the <u>Town Manager (Chair of Selectpersons)</u> , when deemed necessary.

E. The Emergency Management Director shall be compensated for duties rendered by an annual stipend as appropriated at town meeting.

F. The Emergency Management Director may take necessary training as provided by the Waldo County Emergency Management Agency, Maine Emergency Management Agency, and FEMA.

Article 5. General Duties. The Emergency Management Director is responsible for performing the four phases of Emergency Management; preparedness, response, recovery, and mitigation. The Emergency Management Director's duties shall include, but are not limited to the following:

A. Prepare and update a Hazard, Risk and Vulnerability Assessment and a Consequence and Gap Analysis.

B. Prepare and maintain the Town Emergency Operations Plan (EOP), which shall be submitted to the <u>Town Council (Board of Selectpersons)</u> for approval and reviewed in January of every even year.

C. Prepare and maintain a list of available disaster resources.

D. Coordinate and maintain written Mutual Aid Agreements with the approval of the <u>Town Council (Board of Selectpersons)</u>.

E. Complete and submit applications for grants that may become available and beneficial for improving emergency management and response capabilities for the Town departments.

F. Maintain office records and submit information as required for compliance with state and federal regulations and/or guidelines.

G. Develop procedures and implement actions for the organization, staffing, activation and operation of the Town Emergency Operations Center (EOC).

H. Provide emergency management training and exercises for the Town Emergency Management Forces personnel and Civil Defense Force volunteers.

I. Provide emergency preparedness information and education to Town Residents.

J. Serve as National Incident Management System (NIMS) Coordinator for the Town.

K. Attend monthly Local Emergency Managers meetings at the County EMA.

L. Call and employ any person in a civil defense role. Any person called and employed for assistance is deemed to be an employee of the State for purposes of immunity from liability and for purposes of workers' compensation insurance pursuant to Title 37-B, Chapter 13.

Article 6. Adoption of the National Incident Management System

The Town of _____ hereby establishes the National Incident Management System (NIMS) as the municipal standard for incident management. This system provides a consistent approach for Federal, State, county and municipal governments to work together more effectively and efficiently to prevent, prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity. NIMS will utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters. All Town emergency and disaster responders, for all-hazards incident management, will utilize the NIMS Incident Command System (ICS).

Article 7. Emergency Proclamation

The Town Council (Board of Selectpersons) shall have the power and authority to issue, by written declaration, a proclamation that an emergency exists whenever a disaster or civil emergency exists or appears imminent. The proclamation may declare that an emergency exists in any or all sections of the municipal boundaries.

A. Notwithstanding the above, when consultation with the Town Council (Board of Selectpersons) would result in a substantial delay in initiating an effective response to alleviate or prevent an emergency or disaster, then the following persons shall have the power and authority to issue a proclamation that an emergency exists, in the following order of succession: the Chairperson of the Town Council (Board of Selectpersons), the Vice Chairperson of the Town Council (Board of Selectpersons), the Town Manager, and the Emergency Management Director.

B. A copy of such a proclamation shall be filed within twenty-four (24) hours with the Town Clerk.

C. The Town Emergency Operations Plan shall be the Town's governing document for emergency response and recovery by all municipal organizations. The Emergency Management Director shall be responsible for submitting a full report to the Town Manager (Board of Selectpersons) of all actions taken as a result of the declared emergency. The Town Manager or Emergency Management Director shall report to the Town Council (Board of Selectpersons) as soon as it can be convened.

Article 8. Powers during a Proclaimed Emergency. When an emergency proclamation is in effect, the Town Manager (Board of Selectpersons) or designee shall have the following responsibilities and authorities, as he or she deems necessary, to protect life and property and to preserve critical resources within the purposes of this article. Such authorities may include, but are not limited to, the following:

A. Activate the Town Emergency Operations Center (EOC), as defined in the Town's Emergency Operations Plan (EOP).

B. Suspend normal procedures for conduct of town business, or town ordinances, if strict compliance with the procedures or ordinances would in any way prevent, hinder or delay necessary action in coping with the emergency.

C. Utilize all available resources of the Town to cope with the disaster or emergency.

D. Transfer the direction, assignment or functions of town employees, for the purposes of performing or facilitating emergency services.

E. Enlist the aid of any person to assist in the effort to control, put out or end the emergency or aid in the caring for the safety of persons.

F. Order the evacuation of persons from hazardous areas within the Town.

G. Prescribe routes, modes of transportation, and destinations in connection with evacuations.

H. Control ingress and egress to and from a disaster area, the movement of persons within the area and the occupancy of premises therein.

I. Suspend or limit the sale, dispensing or transportation of explosives and combustibles.

J. Make provision for the availability and use of temporary emergency housing.

K. Order the termination, temporary or permanent, of any process, operation, machine or device which may be causing or is understood to be the cause of the state of emergency for which this proclamation was made.

L. Take whatever action is necessary to abate, clean up or mitigate whatever danger may exist within the affected area.

M. Establish and implement programs, controls, standards, priorities and quotas for the allocation, conservation and consumption of energy resources.

N. Regulate the use of gasoline and diesel-powered equipment and vehicles.

O. If the Town Manager is not available and has not named a designee, then according to the Town Charter (Section 4.05), the Town Council shall appoint an acting Town Manager. Notwithstanding the above, when consultation with the Town Council (Board of Selectpersons) would result in a substantial delay in initiating an effective response to alleviate or prevent an emergency or disaster, then the following persons shall have the emergency power and authority of the Town Manager (Board of Selectpersons): Fire Chief, Deputy Fire Chief, Emergency Management Director. The provisions of this section will terminate at the end of the proclaimed emergency.

Article 9. Commitment of Town Resources during a Proclaimed Emergency

A. The Town Manager (Chair of the Board of Selectpersons) has authority to use Town funds and resources to obtain vital supplies, equipment and other items found lacking and needed for the protection of health, life and property during a proclaimed emergency without following normal purchasing, formal bid or disbursement procedures. In the absence of the Town Manager (Chair of the Board of Selectpersons), the Emergency Management Director is given this authority. Whenever possible, these actions will be taken at the direction of the Town Council (Chair of the Board of Selectpersons) unless obtaining that authority would unnecessarily delay emergency actions.

B. The Town Council (Board of Selectpersons) will be provided with a warrant for signature as soon as a majority of them are able to convene at a Town Council (Board) meeting. The provisions of this section will terminate at the end of the proclaimed emergency.

Article 10. Acceptance of Emergency Donations

A. The Town Manager (Board of Selectpersons) may accept financial, material and equipment donations during a proclaimed emergency.

B. The Town Treasurer will open a separate account for financial donations and establish an accounting system to track the contributions.

Article 11. Termination of a Proclaimed Emergency

A. When the Town Manager (Emergency Management Director) is satisfied that a disaster no longer exists, the Town Manager (Emergency Management Director) shall recommend to the Town Council (Board of Selectpersons) to terminate the emergency proclamation, or any part thereof. When consultation with the Town Council (Board of Selectpersons) would result in a substantial delay then the following persons shall have the power and authority to terminate the emergency proclamation in the following order of succession: the Chairperson of the Town Council

(Board of Selectpersons), the Vice Chairperson of the <u>Town Council (Board of Selectpersons)</u>, the <u>Town Manager (Emergency Management Direcor)</u>.

B. When the <u>Town Council (Board of Selectpersons)</u> does not terminate the proclaimed emergency, the <u>Town Manager (Emergency Management Director)</u> is responsible for notifying the <u>Council (Board)</u> that the proclamation has been terminated.

C. Terminations of emergency proclamation shall be filed in the Office of the Town Clerk.

D. No local emergency proclamation may stay in effect for longer than five days unless renewed by the Town Council.

Article 12. Severability

Should any provisions of this Ordinance be declared invalid for any reason, such declaration shall not affect the validity of other provisions or of this Ordinance as a whole, it being the legislative intent that the provisions of this Ordinance shall be severable and remain valid notwithstanding such declaration.

Article 13. Conflicting Policies, Orders, Rules and Regulations Suspended

At all times when an emergency proclamation is in effect and any inconsistencies exists, the orders, rules and regulations made and promulgated pursuant to this Ordinance shall supersede all existing policies, orders, rules and regulations.

Chapter 4: Emergency Management Elements

4.1. Hazard Identification and Risk Assessment

In order to begin the disaster planning process and to determine what type of and how many resources will be required to handle emergencies in your jurisdiction, you must first determine which threats exist. When completed, the hazard identification and risk assessment should form the basis for the entire emergency planning process because it will guide response actions by highlighting:

- The Hazards that pose the greatest risks to the community
- The types and degrees of damages that can be expected for each type of hazard, including the areas and populations with the highest probability for damage
- The types of resources that will most likely be needed to respond
- Potential resource shortfalls that need to be filled

The Maine Emergency Management Agency has developed a workbook to assist you in completing your community's hazard identification and vulnerability assessment. This process evaluates the threats that are likely to confront a locality. The use of this workbook provides a common base for performing the analysis, and ensures uniformity among all Maine's community assessments.

The *history* of the frequency and severity of past disasters is important in hazard analysis. If a certain kind of disaster occurred in the past, we know that there were sufficiently hazardous conditions to cause the catastrophe. Unless these conditions no longer exist, or unless they have been substantially reduced, a similar disaster may happen again.

History, by itself, must be used with caution. The fact that a specific incident has never occurred in an area does not necessarily mean that there is no hazard or disaster potential. The whole technical/social framework of a community changes rapidly and new hazards may be created without these changes being recorded as a historical event. Hazardous materials facilities, dams, nuclear plants, or other technological development must automatically be added to a community's hazard list.

The "maximum threat" of a hazard is known as the *worst case scenario*. In determining it, the community's Emergency Manager will assume both the greatest potential event and the most extreme impact possible (e.g., the crash of Air Florida Flight 90 into the 14th Street Bridge in Washington, D.C. during takeoff in a snowstorm at the height of the rush hour). Knowledge of the impact of a hazard's maximum threat upon a community allows the emergency manager to be aware of the community's utmost needs in preparedness for protection of life and property. "Maximum threat" is expressed in terms of human casualties and property loss. In addition, secondary consequences need to be estimated whenever possible.

Probability is the likelihood that an event will occur. It can be expressed as the number of chances per year that an event of specific intensity, or one greater, will occur. Probability is also referred to as "risk".

Vulnerability describes the number of people and the amount of property at risk should an event occur.

Each community has its own special mix of factors that should be described and analyzed in terms of vulnerability. The impact of potential hazards not physically located in the community—such as being located downstream of an unsafe dam, or being within the risk area of a neighboring hazardous materials facility—should be included in your hazard vulnerability assessment.

In determining its vulnerability to hazards, a community's EM Director should consider more than the obvious risks to lives and property. Businesses, jobs, and municipal tax revenues may also be at risk. The municipality must be prepared to bear part of the added cleanup and repair costs, even if disaster funds are received, these costs are probably not fully reimbursable under federal disaster relief programs.

Vital facilities and population groups of special concern can be identified in vulnerability descriptions. Some important *special needs* classifications to consider are:

PEOPLE		**PROPERTY**	
At Home:	Aged	Vital Facilities:	Emergency Facilities
	Children		Transportation Systems
	Non-English Speaking		Hospitals
	Individuals with Disabilities		Utilities
			Dams
In Institutions:	Schools		Residences
	Hospitals		Stores and Warehouses
	Jails		Offices and Factories
	Group Homes		Business
			Banking Institutions
			Government
			Farm Crops
			Retail Stores
			Schools
			Churches

The following chart shows some hazards that have been identified in Maine. Your community planning team may determine that some of these do not apply to your community, or they may identify additional hazards.

NATURAL	HUMAN- CAUSED HAZARDS
Disease Outbreak	Armed Conflict
Drought	Building/Structure Collapse
Earthquake	Civil Disturbance
Extreme Heat or Cold	Communications System Failure
Famine	Cyber Incident
Fire, Wild	Dam Failure
Flood	Economic Collapse
Geomagnetic Storm	Electrical Power Failure
Infestation	Electromagnetic Pulse
Landslide	Explosion
Thunderstorm/Microburst	Fire, Urban
Tornado	Fuel Shortage
Tropical Cyclone	Hazardous Materials Release
Tsunami	Terrorism
Winter Storm (Severe)	Transportation Accident

4.2. Hazard Mitigation

Hazard mitigation is the ongoing effort to lessen the impact disasters have on people and property. Mitigation projects keep the same damage from occurring every year. Actions under hazard mitigation include zoning to prevent development in a known hazard area, the establishment of municipal construction codes, participation in the National Flood Insurance Program and its Community Rating System, Community Comprehensive Planning, improving road drainage, and moving buildings out of a hazard zone.

Hazard Mitigation is the main thrust of FEMA's disaster recovery program. Federal mitigation assistance following a disaster include technical assistance for planning and identifying hazard mitigation projects, and the funding (up to 75%) of those projects which are approved by FEMA. Fifteen percent of federal public assistance disaster funds are earmarked for Hazard Mitigation projects.

As government affects our daily existence in so many ways, it is easy to forget that one of its principal purposes is to enable us to live in a relatively safe environment. People expect their public officials to remain watchful for situations which may jeopardize the general welfare. The responsibility to determine what constitutes adequate levels of emergency service rests with the jurisdiction's elected leaders. Establishment of emergency service organizations, their support, and operation are major means by which local officials can mitigate the effects of a wide range of potential emergencies.

A number of mitigation objectives can be achieved through pre-disaster planning. The planning process creates an awareness of hazards which has a much longer lasting effect that the short- lived consciousness which typically follows an actual disaster. A pre-disaster plan not only sets the stage for successful implementation of hazard mitigation measures, but also can guide local decision makers in their routine involvement with land use and development matters.

Although mitigation activities are generally recognized as highly desirable, the rate of accomplishment in implementing them is often disappointing. Technical obstacles, limited budgets, and community apathy often serve as roadblocks to successful mitigation. Typically, only after the cost of responding to repeated incidents involving loss of life and property becomes unacceptable, does attention turn to mitigation.

The key to successful mitigation lies in breaking the cycle of destruction, rebuilding, and destruction again. It is your job as municipal EM director to refute the assumption that the consequences of natural hazards are as inevitable as the events themselves. While mitigation can't prevent a disaster from happening, positive actions can be taken to reduce your vulnerability to its effects. What you and your elected officials do to abate disaster losses is limited only by your collective imagination and perseverance.

State of Maine – HAZARD MITIGATION GRANTS

MITIGATION - APPLICANT ELIGIBILITY	
Eligible Applicants:	**Primary Requirements:**
• State and Local governments • Certain non-profit organizations	To receive grants, *all* applicants must: • Be participating in a FEMA approved Hazard Mitigation Plan • Be in good standing with the National Flood Insurance Program (NFIP) • Have BCR of at least 1.0

Note: Individual homeowners and businesses may *not* apply directly to the program; however, a community may apply on their behalf.

MITIGATION - PROJECT ELIGIBILITY	
YES	**NO**
Minor structural flood control projects	*Major* flood control projects such as dikes, levees, floodwalls, seawalls, groins, jetties, dams, waterway channelization, beach nourishment or re-nourishment
Acquisition of hazard prone property and conversion to open space	Warning systems
Retrofitting existing building and facilities	Engineering designs that are not integral to a proposed project
Elevation of floodprone structures	Feasibility *studies* that are not integral to a proposed project
Culvert upgrades; bridges	Drainage *studies* that are not integral to a proposed project
Vegetative management / soil stabilization	Generators *that are not integral* to a proposed project
Infrastructure protection measures	Phased or partial projects
Storm water management	Flood studies or flood mapping
Post-disaster code enforcement activities	Response and communications equipment

Five *minimum* criteria that all projects must meet in order to be considered for funding:

1. Is cost-effective (has a Benefit to Cost Ratio of 1:1 or greater)
2. Conforms with the State and Local Hazard Mitigation Plans
3. Provides beneficial impact upon the designated disaster area
4. Conforms with environmental laws and regulations
5. Solves problem independently or is functional portion of solution

CONTACT: Maine Emergency Management Agency, Mitigation Program (800) 452-8735

4.3. Disaster Assistance

When the jurisdiction is affected by a disaster, local officials must respond immediately to provide lifesaving operations, restore vital services, and provide for the human needs of those affected by the emergency. Sometimes local jurisdictions can manage the situation without further assistance, but often the county or state is asked to supplement local resources. State response can range from coordinating and providing state aid following local government's request, to requesting federal help. If a major disaster occurs, local government officials should be prepared to ask for additional aid by going through your EM channels to the Waldo County EMA Director.

When conditions warrant, based on local situation reports, the Governor declares a *State of Emergency*. MEMA, acting on requests from the county, will dispatch personnel and resources from State agencies to the disaster area to assist in the response and recovery effort. If it appears to MEMA that federal assistance will be required, the Federal Emergency Management Agency (FEMA) will also be alerted to the situation. FEMA may also dispatch representatives to the area.

Local government officials will then work with federal, state, and county personnel in an expanded assessment of damage to your area. Out of this joint assessment will come an estimate of the types and extent of federal disaster assistance that may be required.

Federal, state, county, and local governments must work together in any major emergency. The emergency assistance system is based on each level of government assisting the next lower level when it is overwhelmed by the scope of destruction caused by a disaster.

If your initial damage assessment results in the need for resources beyond your capability, the Waldo County EMA Director should be notified immediately. He/she will contact MEMA to relay requests for aid the County cannot fill. All State resources assigned to local disaster recovery remain under the control of the State. **The local damage assessment, the situation report and the request for assistance are the responsibility of the Local EM Director working through the Waldo County EMA.**

A governor's request for a declaration can result in three responses from the federal government, each with a different form of assistance. The federal government could:

1. Issue a presidential declaration of a MAJOR DISASTER which would free all the resources of the federal government for assistance.

2. Issue a presidential declaration of EMERGENCY which would focus on specific assistance needed to supplement state and local efforts to save lives, protect property, public health, and safety; or lessen the threat of future disaster.

3. Provide DIRECT ASSISTANCE from various federal departments through their own emergency or normal programs without a presidential declaration.

If the President declares an EMERGENCY or MAJOR DISASTER, a Federal Coordinating Officer will be assigned to coordinate federal assistance. The governor will appoint a State Coordinating Officer (SCO), usually the MEMA Director. The SCO is the main liaison between the FCO and State, county, and local officials. Once on the scene, the FCO is responsible for an initial appraisal of needed assistance. The FCO is also responsible for coordinating all the federal agencies and programs involved in assistance.

The ***Robert T. Stafford Disaster Relief and Emergency Management Assistance Act*** provides for federal assistance to state and local governments after a disaster. It provides for the declaration of a disaster by the President, the appointment of coordinating officers, and the utilization of federal resources in the disaster area. The law directs the President to assist states in developing plans and preparing programs for disaster response and mitigation. The Stafford Act has public and private provisions.

Individual Assistance (Human Services) are also covered by the Act. The *Temporary Housing Assistance* and *Individual and Family Grant* sections of the law provide federal assistance for private individuals affected by the disaster. Housing may take the form of vouchers to pay rent in unaffected buildings, or prefabricated or mobile homes. Other provisions may include: grants to individuals, food stamps, small business loans, direct distribution of food, legal services, unemployment compensation, emergency public transportation, and crisis counseling.

All of the above are dependent on a Presidential Disaster Declaration, and on appropriate demonstration of need. When the disaster does strike, federal and state disaster workers will establish a Disaster Assistance Center where citizens can go for help. FEMA also sets up toll-free telephone lines for assistance applications.

A **Disaster Recovery Center** (DRC) may be set up. Such a center is usually staffed with federal, state, county, and local officials, as well as representatives from the private relief organizations. A DRC is a "one-stop" center because it is designed to bring representatives from various assistance agencies together under one roof. The establishment of a DRC makes it much simpler for disaster victims to get the assistance they need. Getting assistance to individual disaster victims is the first priority in the recovery effort.

Examples of the types of assistance for which individuals may apply are listed below. Please note that not all people are eligible for all types listed.

• Temporary housing   • Unemployment payments
• Food stamps   • Individual and family grants
• Legal services   • Crisis counseling
• Veterans' assistance   • Agricultural assistance
• Income Tax counseling   • Red Cross services
• Low interest loans to individuals, businesses and farmers

Not all of these services are always physically represented in the DAC, but when a representative from the program is not in the DAC, telephone numbers and instructions on how to apply for those services will be made available.

Public assistance (Infrastructure support) is available to state, county, and local governments. Under a presidential disaster declaration, project applications may be approved to fund a variety of projects including: clearance of debris; emergency protective measures; repair of roads, etc.; repair or restoration of water control facilities; repair and replacement of public buildings and equipment; repair or replacement of public utilities; repair or restoration of public facilities damaged while under construction; repair or restoration of recreational facilities and parks; and repair or replacement of private nonprofit education, utility, emergency, medical and custodial care facilities, including those for the aged or disabled.

The following assistance may be available **without** a Presidential Declaration:

• Tax Refunds
• Repairs to Federal Aid System Roads
• Economic Development & Adjustment Assistance Grants
• Watercourse Navigation: Protection, Clearing, and Straightening Channels
• Watershed Protection
• Emergency Loans for Agriculture
• Emergency Conservation Program
• Disaster Loans for Homeowners and Business
• Health and Welfare
• Dept. of Defense Pre-declaration Emergency Assistance
• Search and Rescue
• Flood Protection
• Voluntary Agency Assistance

The private relief efforts of the American National Red Cross, the Salvation Army, the Mennonite Disaster Service, and others, are coordinated in Maine by the Maine Volunteer Organizations Active in Disasters (VOAD) Chapter. VOAD helps to distribute the available resources from all the VOAD member agencies to the areas of greatest need.

What does a community expect after an emergency or disaster? Frequently, the local residents do not know exactly what type of local, county, state, or federal aid to expect. However, they do expect their local officials to be totally familiar with all available assistance programs.

Disaster assistance programs and the criteria used to determine eligibility to benefit from these programs is constantly changing. It is important for the local EMA Director to stay up-to-date and to be aware of the current status of these programs.

4.4. Emergency Planning and Procedures

Maine law (Title 37B MRSA Chapter 13) requires a comprehensive Emergency Operations Plan for each town. Concern for the health and safety of Maine's citizens is the basis for that law. Every town should have at least a simple Emergency Operations Plan (EOP), also commonly called the Town Disaster Plan.

FEMA recommends that these EOPs contain descriptive information and assign responsibility for each element of emergency planning. FEMA has produced a guide called "Developing and Maintaining State, Territorial, Tribal and Local Government Emergency Plans (CPG-101)" which can help you to develop the format for your EOP. The Plan elements are:

Emergency Operations Plan Structure and Contents

CPG-101 recommends that the EOP be organized into the sections shown below.

Generally, the EOP describes how the community will do business in an emergency. The EOP:

1. Assigns responsibility to organizations and individuals for carrying out specific actions that exceed the capability or responsibility of any single agency.

2. Establishes lines of authority and organizational relationships, and shows how all actions will be coordinated.

3. Describes how people and property will be protected in emergencies and disasters.

4. Identifies personnel, equipment, facilities, supplies, and other resources that can be made available—within the jurisdiction or by agreement with other jurisdictions—for use during response and recovery operations.

5. Identifies steps to address mitigation concerns during response and recovery operations.
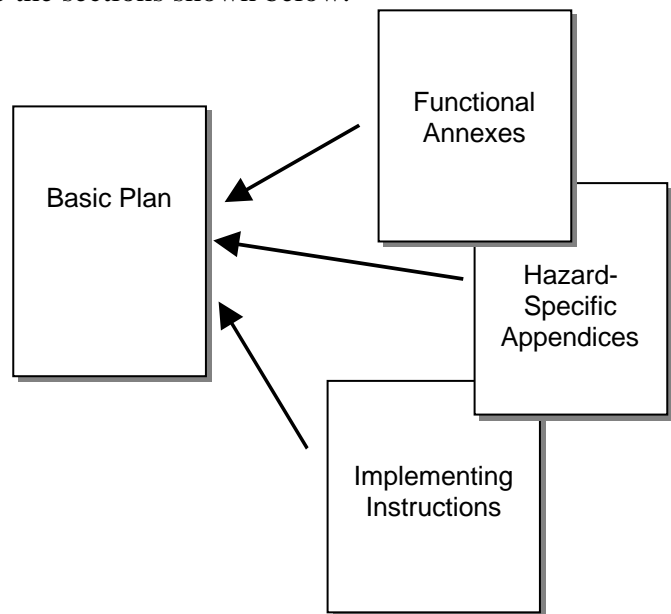
The Basic Plan

The Basic Plan provides an overview of your community's response organization and policies. It also cites the legal authority for conducting emergency operations, describes the hazards that the EOP is intended to address, explains the general concept of emergency operations, and assigns responsibility for emergency planning and operations.

Local government is responsible for attending to the public's emergency needs. Therefore, the local EOP focuses on measures that are essential for protecting the public, including:

The Basic Plan is typically organized into the following sections:

Introductory Material: provides the authority and responsibility for responding agencies to perform their tasks under the plan. It also facilitates the ease of use for the overall document. Typically, the introductory material includes:

a. A promulgation document that provides the legal authority and the responsibility to respond to emergencies.

b. A signature page that includes the signatures of the agency executives for responding agencies. The signature page indicates that the signatory agencies have worked together in the plan's development and agree to the performance commitments made in the plan.

c. A dated title page and record of changes that indicates the date of original publication and of any subsequent changes to the plan. Including a change record in the Basic Plan helps users keep the plan up to date and know that they are using the most recent version.

d. A record of distribution that indicates the individuals and agencies (or organizations) that received a copy of the plan. The record of distribution provides proof that the EOP has been distributed and that the individuals and agencies have had a chance to review the plan.

e. A Table of Contents that includes all of the section titles and subtitles for the plan to provide a topical overview of the document.

Purpose: explains why the plan has been developed and what it is meant to do. When properly developed, all other information contained in the plan flows logically from the purpose statement.

Situation and Assumptions: provides a statement of the scope of the EOP, outlining the hazards that the plan addresses, community characteristics that may affect the response, and assumptions on which the plan is based (e.g., that, in the case of a catastrophic disaster affecting adjacent communities, mutual aid might not be available).

Concept of Operations: provides a basic statement of what response activities should occur, within what timeframe, and at whose direction. A good Concept of Operations describes the community's approach to emergency response. Typically, the Concept of Operations should include such topics as:

1. Division of responsibilities between local and State responders.
2. The procedure for activating the EOP.
3. Alert levels and the tasks that should be performed at each level.
4. The general sequence of actions to be taken before, during, and after an emergency.
5. Who can request aid and under what conditions.

Organization and Assignment of Responsibilities: describes how the community will be organized to respond to emergencies. The section includes a list, by position and organization, of the types of tasks that will be performed. At a minimum, the Organization and Assignment of Responsibilities should include a task listing for the:

- Chief Elected Officials
- Police Department
- Public Works Department
- Emergency Manager/EOC Manager
- Communications Coordinator
- Mass Care Coordinator

- Fire Department
- Health Officer
- Animal Control Officer
- Resource Manager
- Public Information Officer (PIO)

Administration and Logistics: describes the support requirements and the availability of support and services for all types of emergencies. It also includes general policies for managing resources, including policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, procurement, and compensating owners of private property used by the community during the response. Mutual aid agreements with neighboring jurisdictions should be referenced, but not included, in this section.

Plan Development and Maintenance: describes the community's overall approach to planning, including the assignment of planning responsibilities.

Authorities and References: should provide the legal basis for emergency operations. The section should include a list of laws, statutes, ordinances, Executive Orders, regulations, and formal agreements related to emergency response. This section should also provide the limits of the emergency authority of the Chief Elected Official, the circumstances under which the authorities become effective, and when they are terminated.

The Basic Plan may also include maps of the community and other documents that will assist the overall response. Despite the number of sections in the Basic Plan, it need not be long and complicated. In fact, a simple, concise Basic Plan that is easy to use is far preferable to one that includes too many details and too much verbiage.

Functional Annexes

Functional annexes include those parts of the plan that are organized around broad functions. The number and type of functional annexes may vary, depending on the community's needs, capabilities, risks, and resources.

FEMA recommends that communities include the functions listed below as functional annexes to their Basic Plan:

Direction and Control: This annex allows the community to analyze the emergency and decide how to respond by directing and coordinating the efforts of the jurisdiction's response forces and coordinating with the mutual aid partners to use all resources efficiently and effectively.

Communications: This annex focuses on the systems that will be relied on for emergency responders to communicate with each other (i.e., not with the public) during emergencies. It describes the total communications system, including backup systems, and provides procedures for its use.

Warning: This annex describes the warning systems in place and the responsibilities and procedures for issuing warnings to the public. All components of the warning system should be described, including contingency plans, to ensure that warning information is available to the public.

Emergency Public Information: This annex describes the methods that the community will use to provide information to the public before, during, and after an emergency.

Evacuation: This annex addresses the movement of people from an area that has been affected by an emergency to a safe area. Considerations for evacuating persons with special needs should always be included in the Evacuation Annex.

Mass Care: This annex addresses the actions that will be taken to protect evacuees and others from the effects of the event. The Mass Care Annex describes how sheltering, food distribution, medical care, clothing, and other essential life support needs will be provided to those who have been displaced by a hazard.

Health and Medical: This annex addresses the activities associated with the provision of health and medical services in emergencies, including emergency medical, hospital, public health, environmental health, mental health, and mortuary services.

Resource Management: Because emergencies can require more—and more specialized—resources than responding agencies have available, the Resource Management Annex facilitates the identification of existing resources, the identification of probable resource needs, and a description of how additional resources will be acquired and distributed.

Annexes should be organized in the same way as the Basic Plan (i.e., Purpose, Situation and Assumptions, etc.) but should not repeat the information that is included in the Basic Plan. Rather, annexes should include only the information that is specific to the emergency function covered by the annex.

Hazard-Specific Appendices

Appendices to plan annexes should be developed for each hazard that the plan addresses (e.g., tornado, earthquake, terrorism), and the decision of whether or not to include a specific annex should be based on the community's hazard analysis. They are developed based on special planning requirements that are not common across all hazards addressed by an annex.

By developing hazard-specific appendices, planners address the special or unique response considerations related to each hazard for which the community is at high risk, including regulatory requirements associated with specific hazard types (e.g., hazardous materials). Appendices are supplements to functional annexes.

Like annexes, appendices should be organized in the same way as the Basic Plan and should not repeat information that is included in either the Basic Plan or the annexes to which they are attached.

Implementing Instructions

Implementing instructions delineate the actual procedures that response personnel will follow in an emergency. Although many local and State response agencies refer to implementing instructions as Standard Operating Procedures (SOPs), they are actually much more than SOPs. Implementing instructions include any resource that responders may use to help them remember what to do in an emergency. In addition to SOPs, implementing instructions may include:

1. Checklists.
2. Worksheets.
3. Instruction cards.

Implementing instructions are developed by the response agencies and are included in the EOP by reference only.

Local Emergency Management Preparedness Tasks

Local Emergency Management Preparedness Tasks	Information to provide the County EMA
Update or enact an EM Ordinance	Please provide a copy to EMA
Update the Local EMD Resource Binder	Coordinate with EMA for help
Update and sign the Municipal Emergency Operations Plan (EOP)	Please provide a copy to EMA
Maintain an updated copy of County EOP	Acquire a copy from EMA
Schedule and advertise Emergency Preparedness courses	Contact EMA to schedule instructor
Have hard copies of all EOC forms on hand in EOC	See EMA if you need copies
Establish, supply, equip and prepare the EOC	Contact EMA if you need assistance
Locate, fuel and test under load the EOC generator	Let EMA know generator size (kw) & fuel
Identify all municipal officials who are assigned to the EOC	Provide copy of EOC staffing to EMA
Create or update an EOC Recall Roster	Maintain a copy at the Town EOC
Complete EOC training for all EOC staff	Contact EMA if you need assistance
Test the EOC staff with an EOC exercise	Contact EMA if you need assistance
Create or update a Resource Contact List	
Test EOC radio communications with County EOC	Contact EMA prior to radio check
Test FD/EOC radio communications in various locations around Town	Test between Town EOC & field personnel
Develop a list of community organizations in Town with contact info	
Locate and get approval for use of a facility for a Warming Center	Let EMA know of location
Acquire Volunteers/Organization to operate the Warming Center	
Locate and get approval for use of a facility for a Mass Feeding Site	Let EMA know of location
Acquire Volunteers/Organization to operate the Mass Feeding Site	
Locate and get approval for use of a facility for a Point of Distribution	Let EMA know of location
Acquire Volunteers to operate a Point of Distribution	
Establish a public water supply with backup power	
Acquire Volunteers to complete Resident status checks	
Provide personal preparedness information to your residents	See EMA if you need copies
Establish an Emergency Fuel Supply plan with a local gas station	Let EMA know which gas station

Local Emergency Management Response Tasks

Local Emergency Management Response Tasks	Information to Provide County EOC
Implement the municipal Emergency Operations Plan (EOP)	Notify CEMD of Local EOP activation
Monitor ongoing emergency situation	Send a short Situation Report
Activate the **Local EOC** with adequate staffing, comm and utilities	Notify CEMD of Local EOC activation
Test/Utilize your EOC backup power generator. Acquire additional fuel.	Notify CEOC of fuel shortages/requirements
Log into D4H Live. Input data as available.	Contact CEOC if having trouble
Initiate incident recording. Start a Log of Events. Take photographs	Send photos by e-mail
Alert emergency management volunteers and organizations	Send list of volunteer names to CEOC
Employ any person necessary to assist with EM activities	Send list of "employed" names
Warn residents of eminent danger; actions to take, Use Door-to-Door, loud speakers, sirens, and/or phone trees.	Request EAS/WEA activations through CEOC
Account for the health, safety and accountability of your residents	Overall Status of Resident Accountability
Collect damage assessment information; public and individual	Send Form 7 Report
Request County, State and Federal resources	Send Resource Request Form
Collect information on incident situation and weather forecasts	Send Situation Report
Acquire, store and issue emergency supplies to Residents at your **Commodity Point of Distribution** (C-POD).	Send POD open hours & location. Pick up supplies at County Staging or wait for delivery.
Open a **Warming Center** with power, water, food and information for Residents	Send Center open hours & location
Operate a **Mass Feeding Facility** to feed Residents	Send Facility open hours & location
Rescue people (flooding, entrapments, etc)	Send a short Situation Report
Recommend, manage and/or enforce evacuations	Send locations being evacuated
Secure fatalities/bodies at a **Mortuary Collection Point**	Send MCP location and status
Clear roads of debris, snow, ice, and/or damaged vehicles	Send list of roads impacted and status
Provide emergency incident information to Public	Provide copy of media releases

Information can be sent to the County EOC by D4H Live, E-Mail, EmailMeForm, Phone Call, Fax, Text Message, or 2-Way Radio
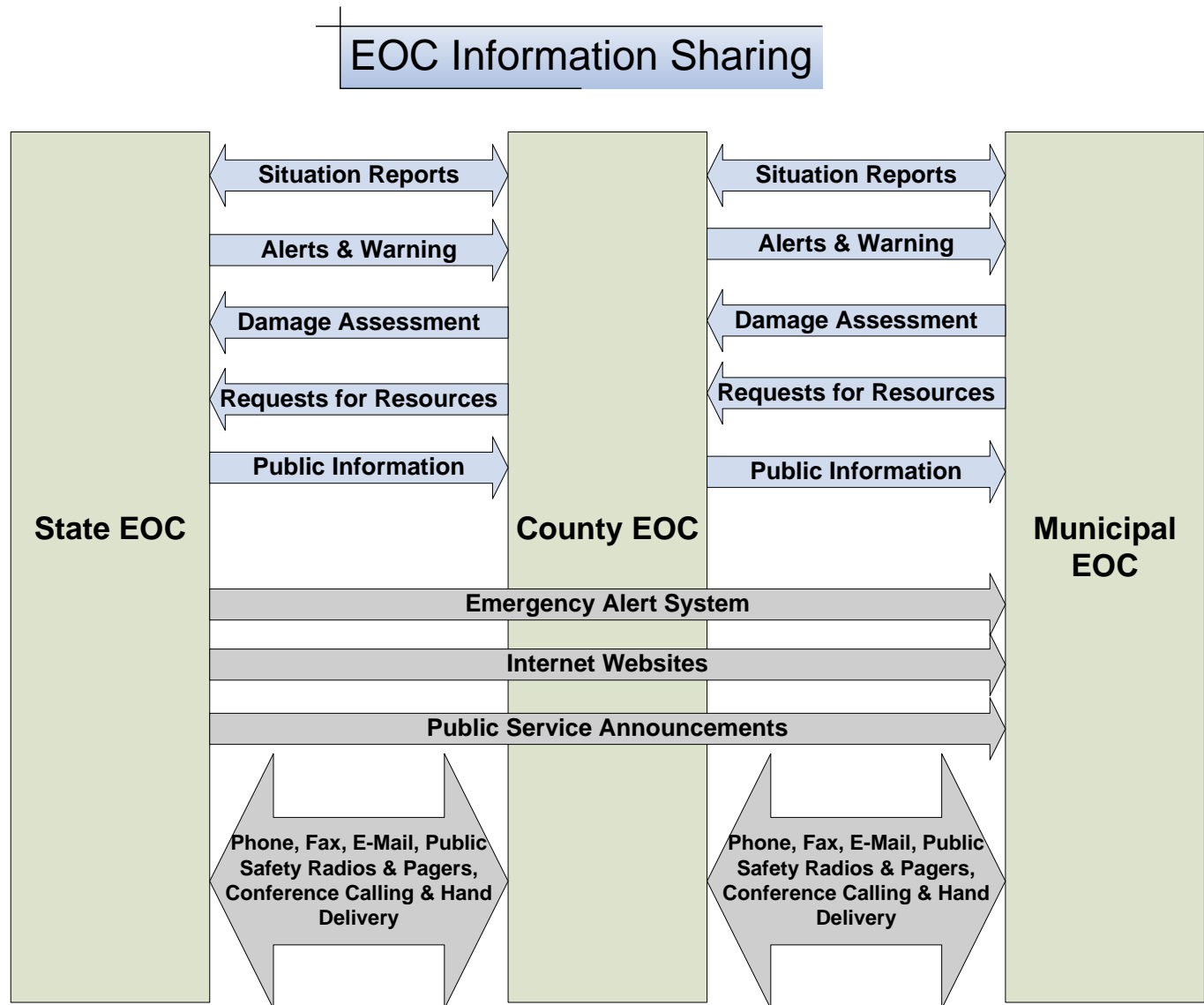
Local Emergency Management Recovery Tasks

Local Emergency Management Recovery Tasks	Information to provide County EOC
Attend the FEMA Public Assistance Applicants Briefing	Names of those attending
Work with FEMA Public Assistance (PA) Program Delivery Manager	
Track all municipal disaster expenditures and labor records	
Manage the volunteers who are checking in on residents	
Receive information from residents on private damages	Page 2 of Form 7
Identify which residents need long term housing	Request support from County EOC
Provide information updates to residents	Request status information from EMA
Manage disaster general assistance	
Develop a report of the long term impacts to the community	Copy of Impact Report
Develop a Long Term Recovery Plan	Copy of Recovery Plan
Make permanent repairs to roads and bridges	Status of roads (open, closed, one lane)
Manage roadway debris removal program	
Manage private debris clearance (solid waste disposal)	

Information can be sent to the County EOC by D4H live, E-Mail, EmailMeForm, Phone Call, Fax, Text Message, or 2-Way Radio

4.5. Emergency Operations Center (EOC) Management

Efficient disaster response depends on a strong, organized, and visible government. Effective communication among the community's policy makers and all response agencies creates better protection of lives and property. The following is a diagram illustrating the sharing of information between the State, County and Municipal EOCs.

EOC Information Sharing

State EOC		County EOC		Municipal EOC
	Situation Reports		Situation Reports	
	Alerts & Warning		Alerts & Warning	
	Damage Assessment		Damage Assessment	
	Requests for Resources		Requests for Resources	
	Public Information		Public Information	

Emergency Alert System

Internet Websites

Public Service Announcements

Phone, Fax, E-Mail, Public Safety Radios & Pagers, Conference Calling & Hand Delivery

Phone, Fax, E-Mail, Public Safety Radios & Pagers, Conference Calling & Hand Delivery

To ensure that the various departments and organizations in the local community will effectively communicate with each other and the citizenry, it is necessary to designate a place for this to happen. Therefore, each community needs an Emergency Operations Center (EOC). The EOC is the physical location where the major decision-making officials and the response organizations come together to communicate. The EOC is a focus for community confidence when disaster strikes.

To use the expertise and decision-making capabilities in the EOC effectively requires accurate and complete information about the disaster. Within the EOC, there needs to be a means of obtaining and disseminating this rapidly changing information. The EOC is staffed by key municipal officers.

The complexity of the EOC will vary with the size of the community, its needs, and its assets. In many smaller municipalities, the EOC might consist of a map and a copy of the plan in a municipal building. The following emergency functions are located at State, County and Municipal EOCs.

State of Maine Emergency Functions

Policy – Governor	Agriculture
American Red Cross	Conservation
Emergency Management	Emergency Medical Services
Environmental Protection	Fire Marshal
Geographical Information System	Human Services
Inland Fisheries & Wildlife	Labor Standards
Maine State Police	Marine Resources
National Guard	Transportation
Public Utilities	

Waldo County Emergency Functions

Policy – County Commissioner	Law Enforcement
Emergency Management	Treasurer
Resource Management	Dispatch
Damage Assessment	Radio Communications
Mass Care Management	Hospital Liaison
Public Warning	Social Services Liaison
Information Management	American red Cross

Municipal Emergency Functions

Policy – Selectperson	Animal Control
Communications	Damage Assessment
Debris Removal	Emergency Management
Finance	Fire & Rescue/EMS
Law Enforcement	Mass Care/Warming Centers
Traffic Control & Evacuations	Supplies and Materials Management
Public Works/Roads	Vital Records
Welfare Services	

Local EOCs should have the following capabilities:

- Proximity or accessibility to the seat of government.
- Adequate space and ventilation for all persons expected to be present.
- Communication with the disaster scene, with the EOC's in neighboring communities, and the County EOC.
- Emergency backup power.
- Visual displays, maps, and status boards.
- Sanitary facilities, food and water supplies for periods longer than a few hours.
- Protection from the hazards (i.e., EOC not located in a risk area)

Your town may not be able to meet all of these suggested standards. Some compromises may have to be made. But, considering the requirements, usually a facility that can be available during emergencies and for training will probably be found.

Equipping the EOC need not be a major task. The primary furniture needed will be a conference table and chairs. Harder to amass is sufficient communications equipment so that all EOC personnel can contact their forces in the field, and make other necessary outside contacts. The more communication systems available in the EOC, the better it will serve you.

EOCs used by municipalities across the State include areas specially created to serve as EOCs, existing conference rooms in government centers, training rooms in fire stations, or recreation rooms in other community buildings. All have advantages and disadvantages. You must decide what is best for your community.

After a facility is designated and equipped, it is necessary to recruit and train the staff. The size of the EOC staff is dependent on the municipality and the threats that face it. Some communities have a staff of only four persons; others have staffs of a dozen or more. The practical limit on the number of persons in the EOC is based not only on availability of space, but also on the communications equipment available. An important part of the planning process is deciding which agencies should have representation in the EOC. Some types of emergencies may not require every staff member to be present, or it may become necessary to call in additional outside experts to assist for the duration of the emergency. Examples members could be:

Board of Selectmen	Fire Chief/Senior Fire Official
Emergency Management Director	Fire Warden
Constable	Road Commissioner
Town Treasurer/Clerk	Code Enforcement Officer
Animal Control Officer	Health Officer

While in the activated EOC, you must be accessible to the residents of your community. Consider dedicated public information phone lines, message boards and door-to-door notifications.

When recruiting the staff to be assigned to the EOC, you should consider the possible need for 24-hour operations, which would require a complete second shift.

After the staff is trained, they are ready to exercise EOC operations. This can be done through a graduated series of training exercises. Self-paced tabletop exercises will familiarize staff members with their responsibilities and with methods for communicating within and out of the operations center. These exercise sessions can be escalated as staff proficiency increases.

Throughout the emergency the **entire** EOC Staff must:

- Document all emergency events, what decisions were made and the reasons they were made.
- Sign an EOC sign-in sheet with the time entered.
- Register all volunteers along with their addresses, phone #s, assignments, and time worked.
- Keep logs of telephone, and other messages, both incoming and outgoing.

Documentation must be faithfully completed throughout the activation. These records should be retained as legal documents in case of litigation. Receipts of all disaster related expenses and damage reports should be kept for possible reimbursement, and as a part of the historical record of the event.

Volunteers are considered to be agents of the municipality and enjoy the same privileges and immunity as other municipal employees. Volunteer personnel require the same (or more) screening, training, supervision, and documentation as do full time paid employees.

If you ever have any doubts regarding liability, or any legal question, consult with your town's legal counsel. Don't hesitate because you think your question would be a nuisance. Your town's attorney would much rather answer a question before a disaster than be required to represent you in court after one.

The EOC Manager will need to consider the following tasks:

1. Determine if hazard situation warrants a Municipal EOC activation.

2. Contact the Board of Selectmen/City Mayor or Town/City Manager regarding EOC activation.

3. Recall EOC staff. Set shifts. Set up room.

4. Establish contact with on-scene response personnel and adjoining town EOCs.

5. Establish contact with County EOC.

6. Complete a Situation Assessment.

7. Develop Incident Objectives and Priorities.

8. Assign Tactical Actions.

9. Determine Resources needed for Incident.

10 Determine what resources are available; coordinate deployment.

11. Request resources that are you are short.

12. Stage resources deployed to your community.

13. Develop an Incident Comm Plan. Monitor communications (radio, phone, e-mail, internet, fax)

14. Develop graphics (maps, diagrams, org charts).

15. Track progress and resource status.

The EOC should be located away from vulnerable, high-risk areas but accessible to the local officials who will use it. A single facility can function more efficiently because calls for assistance can be made to a single location where key officials can meet, make decisions and coordinate activities.

The EOC does not provide on-scene management, but manages the overall event through five functions:

1. Direction and control (broad guidance, not tactical).
2. Situation assessment.
3. Coordination.
4. Priority setting.
5. Resource management.

Example EOC Equipment and supplies might include:

1. Status Boards:
   a. Town maps
   b. Area Topographic Quad Map.
   c. State of Maine Map Book (Gazetteer)
   d. Open Action Items
   e. Town Floodzone Map

2. Communication Equipment
   a. Telephone
   b. Computer with fax-modem/Internet link
   c. Scanner
   d. Base and Handheld radios
   e. Pagers
   f. TV and battery-powered radio (with NWS)
   g. Digital Camera

3. Appliances
   a. Refrigerator
   b. Microwave
   c. Coffee Pot

4. Supplies
   a. First Aid supplies
   b. Matches
   c. Cups, Tableware, Silverware
   d. Paper towels
   e. Toilet Paper & Cleaning supplies
   g. Flashlights and batteries

5. Communication Information
   a. Key Phone and Pager Numbers
   b. Radio Call Signs & Frequencies
   c. E-mail addresses
   d. Municipal Officials Recall Roster

6. Documents
   a. Town Emergency Operations Plan
   b. County Emergency Operations Plan
   c. Emergency Procedures/SOPs
   d. County Public Safety Resource Manual
   e. Event Log Notebook or ICS Form 214s
   f. Handbook for Local EM Directors
   g. Blank Form 7s (Damage Assessment)
   h. Blank Situation Reports
   i. Blank Resource Request Forms
   j. WebEOC Local Instructions
   k. Copies of Mutual Aid Agreements
   l. State of Maine CONOP Plan
   m. Signed Copy of Town EMA Ordinance
   n. Waldo County ICS Field Guide

Local Emergency Operations Center Requirements

Facility	Note
Public Building with office space. (Should include open area for 6-10 people to sit together at a large table)	
Bathroom	
Kitchenette	
EOC Staff	
Elected Officials (Selectpersons/Counselors) or Manager	
Emergency Manager	
Fire, Police and EMS Representatives	
Road Commissioner or Public Works Director	
Communications (Phone and Radio Operator(s))	
Town Clerk	
Treasurer	
General Assistance – Welfare Services	
Animal Control Officer	
Local Health Officer	
Harbormaster	
Resource Manager	
Damage Assessment	
Mass Care	
Public Information	
Volunteer Coordinator	
Communications	
Base Radio Station (with the EMA repeater frequency)	
Computer with Internet Access	
Landline Telephone and Fax	
Television with local channels	
AM/FM Radio	
Power	
Generator	
Fuel for Generator	
Transfer Switch (Automatic or Manual)	
Information Tracking	
Wall mounted Map of the Town (topo, floodzone, etc)	
White Board	
Contact Information (phone rosters/books, e-mail distro lists, etc)	

## 4.6. Resource Management, Mutual Aid and Logistics

Once the hazard identification and vulnerability assessment has been completed, the resources needed to respond to the known risks must be identified, compiled, and listed. Emergency response resources available to the community include personnel, special structures, equipment, and supplies. These resources may belong to government, business, fraternal, or public service groups.

Developing a resource list with input from all sectors of the community is essential to the planning process. Knowing what resources are available to the community during an emergency allows the municipal EM Director to complete a *capability assessment* for his community.

Deficiencies can be cataloged, and sources capable of furnishing these *unmet needs* can be identified in a pre-disaster period. Local government does not usually have the capabilities to meet all needs; effective response must be a coordinated effort between the private and public sectors as well as involvement from the county, state, and federal governments. One method to meet unmet needs is to develop Mutual Aid Agreements between municipalities in order to share the resources that each community has. Many towns already have mutual aid agreements for firefighting resources, but this may not include public works and the private sector.

The municipal Emergency Management Director is the catalyst that brings all of the elements of the community together to plan for needs, commit available resources logically, and coordinate resources during all the phases of a disaster.

During a Major Disaster, the Federal government may provide large quantities of supplies and materials, such as food, water, ice, cots, blankets, first aid supplies, tarps and other items. These supplies will be delivered from State Staging Areas to a County Staging Area (SA). Each municipality will need to establish and staff a **Commodities Point of Distribution (C-POD)** location. The County EOC will coordinate with each municipal EOC regarding the amount of supplies needed and the method of transport. The municipality may need to be prepared to send a truck or trailer to pick up their supplies, in the case that the County does not have enough trucks and trailers to deliver. Each municipal CPOD will be responsibility to distribute the items to their residents.
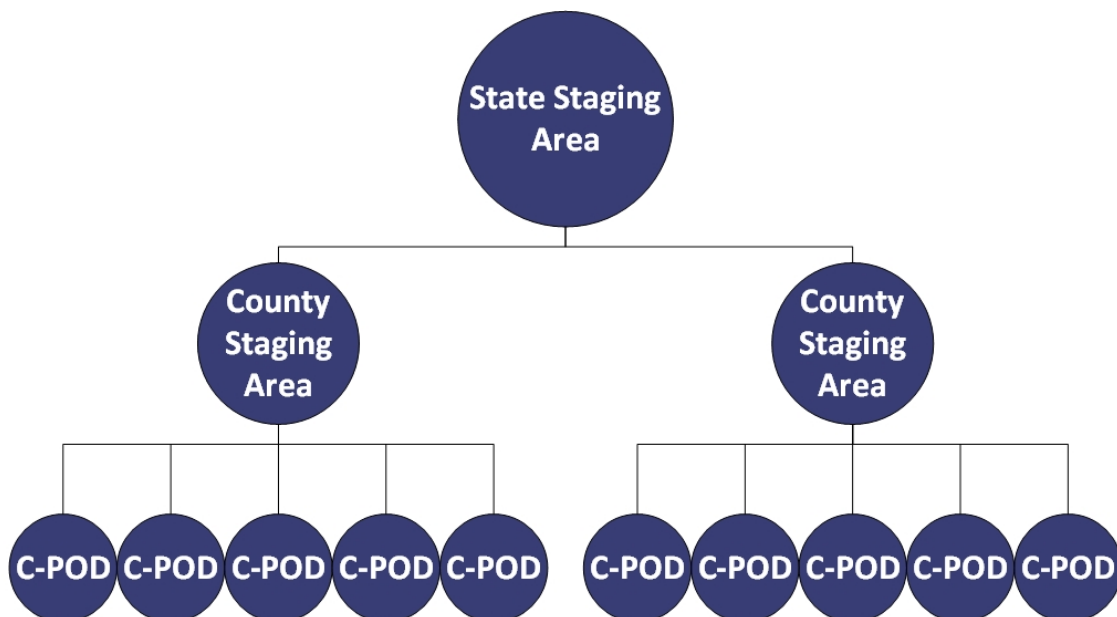
4.7. Damage Assessment

As soon as possible after an emergency, local damage assessment should begin. The standard MEMA Form 7, *Damage and Injury Assessment Report* should be used to send damage information to the Waldo County EOC. It identifies the crucial information needed from each municipality.

Once the Governor certifies the level of public damages, he can request a federal disaster declaration. Municipal governments will be responsible for providing the County EMA office with the necessary documentation to support the request for federal aid.

The most common reason for failure to obtain federal reimbursement for eligible costs is lack of adequate documentation. Documenting a disaster simply means providing evidence or proof of what happened. Expenditure records, time logs of town employees' work schedules, and photographs of the damage should also be preserved. Photographs of the damage provide the most conclusive evidence. Take pictures of the damage, the repair work, and completed restorations. **You cannot take too many pictures.**

There is an amount of public damage that must be exceeded in order to be considered eligible for Federal Assistance. The total threshold of damage that must be exceeded in order for Waldo County is **$140,017** as of 2017. The State Threshold must also be met statewide. This amount as of 2017 is **$1,899,556**. If damage assessment has been approached in a systematic way, costs will be well documented. Federal and state agencies require an audit trail from the approval of the expenditure to the canceled check, and conclusive proof that the work was completed. You will have good documentation if you:

- Take pictures of damage and repairs.
- Take notes on damages and repairs.
- Clip and file press reports.
- Record all expenditures including overtime costs, and work schedules.

The municipal EM Director cannot effectively do all damage assessment by temselves. Put together a team to assist you. Trained observers will be a big help when you need to assess damage. Assessors from the municipal tax office or appraisers from banks, savings and loans, or real estate offices can be used. Fire departments and insurance companies sometimes have experienced damage assessors. Your Road Commissioner will know the costs of culvert replacement and road repair.

The Form 7 information should be reported (via telephone, radio, or internet) to the Waldo County EMA office **as soon as possible**. Do not necessarily wait for the entire form to be completed. Partial reports are acceptable, with updates relayed as information is gathered. You should submit an initial report *within 24 hours of the request for information* from the Waldo County EMA or the Maine Emergency Management Agency (MEMA). You may e-mail, mail, hand deliver, or fax a copy of the form to the Waldo County EMA office (fax 338-1890).

The purpose of doing the damage assessment is to determine if assistance is needed and what type of assistance is required. Your assessment may be the basis for a Presidential Disaster Declaration. Eligibility for federal assistance is usually determined by the cumulative amount of damage gathered from Form 7 information received from communities all over the state. Your information, even though it may seem insignificant by itself, may be enough to put the total damage figure above the amount needed to allow the State to request federal assistance. You should not wait for a call from your county director to start collecting damage information. Whenever damage has occurred, it is up to you to be certain that the County EMA is aware of it. **Damage reporting should be routine—don't wait to be asked**.

4.8. Emergency Communications and Information Management

Very little occurs in a response if the local government entity and its public safety agencies are unable to communicate. Situational awareness needs to be created in order to know what has happened, where it has happened, who is involved, when it occurred and what is needed to deal with the results. The only way to collect situational information is through communications. Situational awareness is pulling together information into an understanding of the larger picture.

It is important for emergency management and response partners to establish and maintain a common operating picture or overview of the incident. Establishing and maintaining a common operating picture requires collating and gathering information; such as traffic, weather, actual damage, resource availability from agencies/organizations in order to support decision making. Emergency management and incident response activities rely upon communications and information systems that provide a common operating picture to all command and coordination sites.

Your EOC should have space for whiteboards or chalkboards, large maps, and tack boards in order for you to record and display all of the information that you can acquire of the incident or disaster. Your EOC should have a computer and internet access so that you can acquire information from the National Weather Service (NWS), Central Maine Power (CMP), local news outlets, and other information sources. You should also have an account with and access the Waldo County EMA D4H Lives Ops © . This is the online common operating picture tool used by the County EOC to record and display incident information. All municipal EM Directors and County EOC staff have access to this online tool.

Periodically through the incident or disaster, you should complete a Situation Report (SitRep) to the County EOC. Depending on the scope and duration of the disaster, the County EOC may establish a schedule of when SitReps should be submitted. You may use the SitRep on D4H Live or submit a hardcopy form.

There are many ways to communicate before, during and after a disaster event. You should have as many methods to communicate as possible to ensure redundancy in your communications. Ensuring that emergency management/response personnel and their affiliated organizations can communicate within and across agencies and jurisdictions is called Interoperability. The County has established several interoperable means of communicating with the municipalities. Your municipal EOC should have the following:

- Public Safety 2-way Land Mobile Radios (EOC Base Station, unit mobiles and handheld units)
- Landline Telephone and Fax Machine
- Cellular Telephones/Text Pagers
- Internet Access and a personnel computer (with an e-mail account)

You may also consider having an Amateur Radio station. Every town has licensed Amateur Radio Operators, also known as Hams. Seek out the Hams in your town.

4.9. Training

Everyone involved in emergency management must be trained in a broad range of emergency procedures. The training required for emergency management units continues to increase, due in part to Federal regulations, industry safety requirements, court decisions, and the need to keep up with increasingly complex environmental demands.

You can access emergency management training from various sources. The County EMA office provides classroom training in Emergency Management, Incident Command and Hazardous Materials Response. The County also offers online training at https://waldo.talentlms.com/index . You can sign up for an online account by contacting the County EMA Director. The Maine EMA (MEMA) office also offers classroom training in Emergency Management, Incident Command and Hazardous Materials Response at various locations throughout the State. For more information, visit: http://www.maine.gov/mema/training/

Finally, FEMA offers online training at https://training.fema.gov/is/ . There are literally hundreds of online EM courses. Some of the courses that are highly recommended are:

IS-5.a	An Introduction to Hazardous Materials
IS-15.b	Special Events Contingency Planning for Public Safety Agencies
IS-29	Public Information Officer Awareness
IS-42	Social Media in Emergency Management
IS-100.b	**Introduction to Incident Command System**
IS-120.a	An Introduction to Exercises
IS-130	Exercise Evaluation and Improvement Planning
IS-200.b	**ICS for Single Resources and Initial Action Incidents**
IS-230.d	Fundamentals of Emergency Management
IS-235.c	Emergency Planning
IS-240.b	Leadership and Influence
IS-241.b	Decision Making and Problem Solving
IS-242.b	Effective Communication
IS-244.b	Developing and Managing Volunteers
IS-271.a	Anticipating Hazardous Weather & Community Risk, 2nd Edition
IS-288.a	The Role of Voluntary Organizations in Emergency Management
IS-362.a	Multi-Hazard Emergency Planning for Schools
IS-366.a	Planning for the Needs of Children in Disasters
IS-552	The Public Works Role in Emergency Management
IS-554	Emergency Planning for Public Works
IS-556	Damage Assessment for Public Works
IS-558	Public Works and Disaster Recovery
IS-559	Local Damage Assessment
IS-700.a	**National Incident Management System (NIMS)**, **An Introduction**
IS-702.a	National Incident Management System (NIMS), Public Information Systems
IS-703.a	**NIMS Resource Management**
IS-775	EOC Management and Operations
IS-800.b	**National Response Framework, An Introduction**
IS-908	Emergency Management for Senior Officials
IS-909	Community Preparedness: Implementing Simple Activities for Everyone

Note: Bolded courses are required for NIMS compliancy.

4.10. Exercises

Your municipal Emergency Operations Plan should be tested on a regular basis. Public Safety department, hospitals, nursing homes, airports, and HazMat facilities in your area also have exercising requirements for their certification. Consider holding joint exercises with these facilities, so that as many requirements as possible are met with each exercise.

Emergency Management exercises are used:

- To promote preparedness;
- Test or evaluate emergency operations, policies, plans, procedures, or facilities;
- Train personnel in emergency response duties; and
- Demonstrate operational capability.

Exercises consist of the performance of duties, tasks or operations similar to the way they would be performed in a real emergency. However, the exercise performance is in response to a simulated event. Critiques of the exercise often result in the necessity to improve sections of the plan.

There are four types of exercises to consider; Tabletop, Drill, Functional, and Full Scale.

A Tabletop exercise is an informal discussion of a simulated emergency. Key Players sit around a meeting room table and discuss their responses to inputs. This is useful for resolving questions of coordination and responsibilities.

A Drill exercise involves a single Agency, such as EOC, Fire, EMS, Police, Public Works, etc. This exercise tests a single emergency response function, such as a communications drill.

A Functional exercise tests the Emergency Operations Center and emphasizes emergency functions, simulates a disaster with realistic inputs (short of moving real people and equipment), and utilizes well scripted scenario and inputs. This type of exercise requires controllers, simulators, and evaluators.

A Full-Scale exercise takes place in real time and employs real people and equipment. This requires the coordination of many agencies and tests several emergency functions. This type of exercise requires controllers, simulators, and evaluators.

The Emergency Functions include:

Alert/Notification	Government Survival	Public Safety
Communications	Health & Medical	Public Works
Coordination & Control	Individual/Family Assistance	Resource Management
Damage Assessment	Public Information	Warning

The County EMA office facilitates and hosts a number of emergency management exercises every year. Contact the County EMA office to find out what exercises are being planned. You may also request the County EMA office work with you to set up a Tabletop Exercise for your EOC staff.

4.11. Public Education and Information

Public Education and Information is a two phase program that the local Emergency Management Director organizes, but should seek assistance on completing. This program can be as involved as you choose to make it. However, the more involved you are, the more lives you may be able to save should an event occur.

The first phase is the **Public Education** function. This concerns educating the public on the types of dangers and hazards that your community may experience and the actions that the public can take to prepare before a disaster strikes. This may involve developing and sending out brochures on the hazards your town faces and what residents may do or visits to the local school to talk to school children about what they should do during a disaster. An excellent FEMA guide is the "*Are You Ready*" guide. You may acquire a copy at: http://www.ready.gov or by calling 1-800-BE-READY. The County has published a preparedness guide called the "*Waldo County Disaster Preparedness Guide*" which can also be found online at: http://www.waldocountyme.gov/ema/user/Family_Preparedness_Guide.pdf .

The second phase is the **Public Information** function. This gives the public accurate, timely, and useful information and instructions throughout the emergency period. The Public Information Officer (PIO) initially focuses on the dissemination of information and instructions to the people at risk in the community. However, the PIO also must deal with the wider public's interest and desire to help or seek information. People may call to find out about loved ones. They may call to offer help, or simply send donations. They may even urge Federal action. Good, timely information can help prevent overloading a jurisdiction's communications network, its transportation infrastructure, and its staff. Because the Emergency Management Director is probably overseeing the operation of the Emergency Operations Center, another town official should be appointed to serve as the PIO.

Typical Public Information that may be released to the public includes:

- Estimated area and time of impact
- Evacuation notices
- Protective Measures
- Location and open hours of community warming centers
- Location and open hours of county emergency shelters
- Location and open hours of commodity points of distribution
- Location and open hours of FEMA Disaster Recovery Centers
- Contact information for accessing FEMA Individual Assistance

Contact the County EMA for assistance in building your public education and information program. We have a lot of resources.