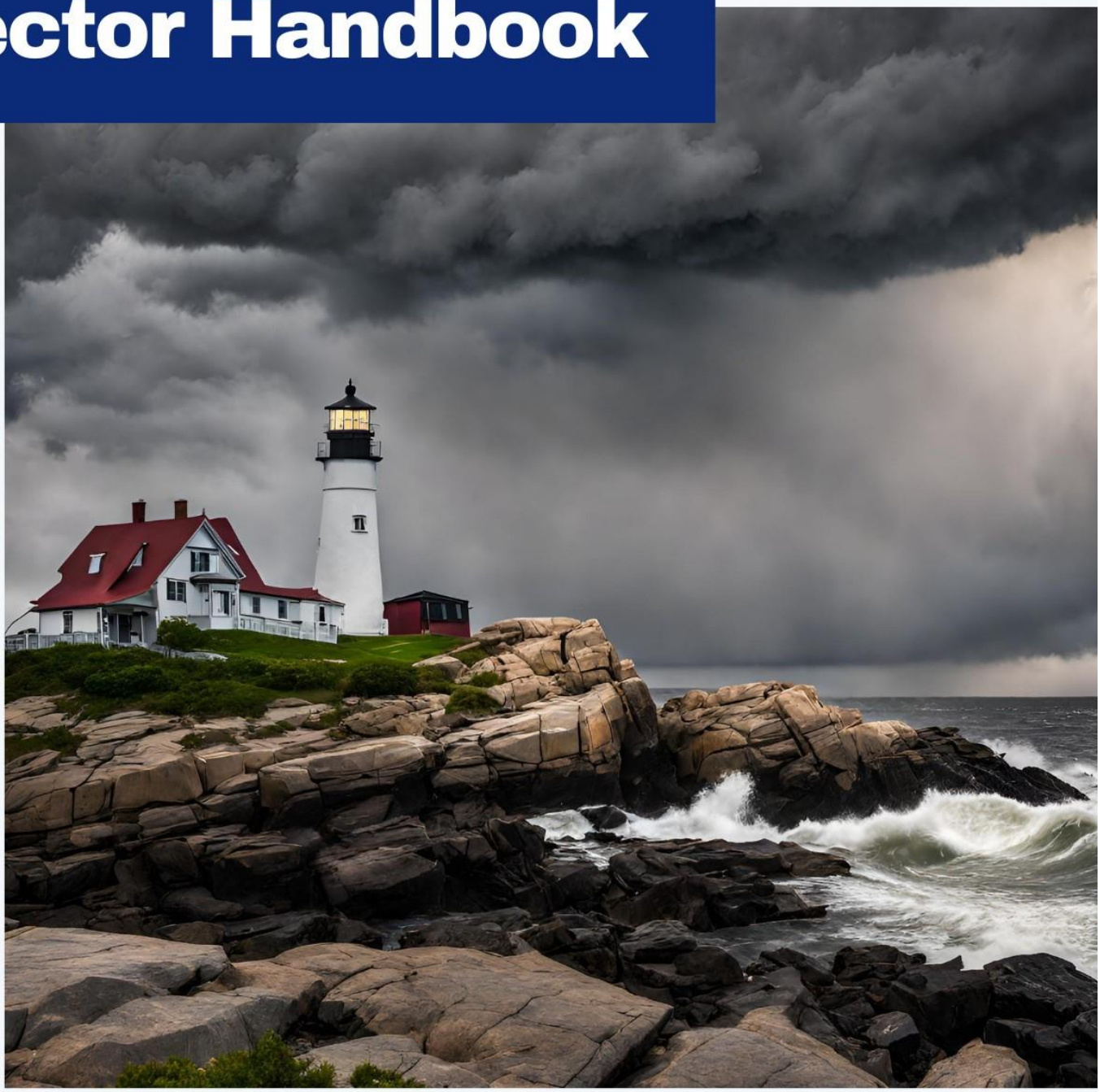
State of Maine Local Emergency Management Director Handbook

HANDBOOK



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Developed by the Maine Association of Local Emergency Managers
in partnership with
the Maine Emergency Management Agency
and the Maine Emergency Management County Directors Council

January 2024 Edition

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Executive Summary

This Local Emergency Managers Handbook was originally created in 2005. In August 2023, the Maine Emergency Management Agency (MEMA), the Maine Association of Local Emergency Managers (MALEM), and the Maine Emergency Management County Directors Council (MEMCDC) collaboratively conducted a review process to ensure the needs of Local Emergency Managers and Emergency Management Best Practices.

The purpose of this guidebook is to help acquaint you, the appointed Emergency Management Agency (EMA) Director for your community, with the duties of your job. This guide will also familiarize you with the expectations that others have of you. We hope that you will find this guidebook 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 groups 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 your County Emergency Management Director with questions or for further details as to how you might improve your community's ability to respond to disasters.

When you leave office, this guidebook should be passed on to the new Director.

Disclaimer: State and Federal Regulations, Policies, and Guidelines are subject to change.

Module 1: Introduction

Section 1.0: Purpose

The purpose of this guidebook is to help acquaint you, the appointed Emergency Management Agency (EMA) Director for your community, with the duties of your job. This guide will also familiarize you with the expectations that others have of you. We hope that you will find this guidebook helpful and that it improves your ability to coordinate your community's emergency response.

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Section 1.1: Maintaining a Program

An emergency management program provides a very effective insurance policy for your community. However, it does require a degree of attention to keep the program working effectively. A budget for expenses, a place to operate from, and the equipment to meet the demands of the community's hazards must be available. The elected officials' support of your town's EMA program is not only necessary but required if it is to be successful.

The EOC and its furnishings can often be built for other purposes and converted to emergency management during actual disasters or training exercises. The principal expenses you may face will be personnel costs, training costs, and the cost for effective EOC communications, i.e., radios, phones, and phone lines. Other expenses will be administrative, e.g., supplies, clerical support, postage, etc. If you have a paid Fire Department, remember that the Fire Chief needs a line item in his budget that will allow him to pay firefighters their hourly wages for EMA tests and exercises, in addition to actual fire response.

During non-disaster periods, you will be active in keeping the plan up to date; establishing working relationships with other EMA Directors, emergency services personnel, fraternal and service organizations, your local American Red Cross, Maine VOAD, United Way, and the media; working on SOPs and mutual aid agreements; planning and coordinating emergency response exercises; and assuring that all staff and emergency responders are adequately trained. Here are a few additional things to remember:

- Do give everyone the same sheet of music—a plan.

- Do give your team adequate communications equipment.
- Do give your team an adequate EOC from which to support the community's response groups and decision makers.
- Do give your team periodic training.

An ongoing active EMA program will reflect the level of your community's interest in public safety and will result in what we all want—better protection for the lives and property of our citizens. You will find a checklist on the back of this page that you can use to do a quick assessment of your town's EMA program. The final and most important thing to remember is that your number one resource for information and assistance is the County EMA office.

Section 1.2: Legal Authority for Emergency Management

Authority for emergency management in Maine comes from the Maine Civil Emergency Preparedness Act (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 and other documents listed in this handbook under References and Authorities. The Local EMA Director is appointed by and responsible to the governing body of the community. All emergency management activities 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) A listing of applicable laws can be found in **Appendix G** at the back of this handbook.

Section 1.3 Emergency Management Agency Organization

Emergency Management Agency 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 EMA 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, the County Emergency Management Agency coordinates emergency response when a disaster extends beyond the normal mutual aid boundaries of a community, or when several communities are involved. Most County EMAs are equipped with telephone, fax, and computer e-mail system. The County Link to the State is done through the Harris radio each EMA has been given. MEMA pays for those radios. They are preprogrammed with CONOPS and MEMA All Frequencies. IPAWS is the FEMA System we use with a vendor to send WEA (Cell Phone Alerts) and EAS (TV's, Radios, etc.) alerts to everyone. Some partners have Subscriber based systems, which only send text messages and emails to those who opt-in.

Your County Director can provide guidance, planning models, home study courses, and workshops on emergency management; and can also provide help developing and conducting emergency exercises. The County Director also hosts periodic Local EMA Director Meetings to keep the local directors provided with up-to-date information.

Emergency response is handled at the local level whenever possible. The law requires the political subdivisions 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 Director is notified and a request for additional aid is made to meet any unmet needs. The County Director is available to coordinate inter-jurisdictional assistance. If an emergency is beyond the capabilities of both the locals and county involved, the County Director contacts the Maine Emergency Management Agency (MEMA) with requests for State assistance.

MEMA maintains the State Emergency Operations Center (EOC) and a full-time staff. The center and EMA offices are located at 45 Commerce Drive, Suite 2 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 MEMA Emergency Operating Center (EOC). 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 the coordination of resources from other States and the development of a request for a Presidential Declaration of Disaster. Following a declaration, they work with the State in the delivery of recovery assistance.

Section 1.4 Local EMA Ordinance

Local governing bodies have the authority to enact local ordinances under Maine's home rule legislation [see: Maine Constitution Article VIII. Part Second]. The creation of a local EMA Ordinance helps take the guesswork out of emergency planning and response. A properly constructed ordinance will better protect both the people and property in the community. It is a tool to help clarify roles and authorities and to legally confer certain responsibilities to local government officials and response agencies. Ordinances need to be prepared before a disaster. The ordinance should clearly state who has the authority to declare both the effective date and termination of a State of Emergency or disaster in the community and what is involved under that authority. Local policies regarding liability issues should be clearly stated, including the authority

to redirect funds for emergency use, and to suspend standard procurement procedures to obtain necessary services and/or equipment.

When there is conflicting legislation or a lack of legislation regarding emergency management-related policies and procedures, critical time and effort can be lost during the early hours of response. A lack of legislation can also lead to bypassing existing safeguards, which may pose potential problems and lawsuits.

A sample Local EMA Ordinance can be provided by your County EMA Office.

Section 1.5: Local EMA Director's Roles and Responsibilities

As the EMA Director for your community, you work for and are responsible to the elected officials. Local elected officials are assisted in their efforts to provide a viable emergency management capability by the coordination of the MEMA Director. The State EMA Director is responsible for assuring that effective EMA programs exist at all levels of government in Maine.
The duties and responsibilities of local EMA Directors are outlined in Title 37-B and are summarized as follows:

1. The local EMA Director is appointed by the municipal officers of the jurisdiction. The director may not be one of the executive officers or a member of the executive body of the jurisdiction. However, the director may be a town manager or the town's administrative assistant. A director may be removed by the appointing authority for cause.
2. The director of each local organization will meet with the MEMA Director or the agency's representative (usually the County Director) annually, to review the performance of the local EMA organization in carrying out its federal and state mandates and to jointly set new goals for the coming year.
3. Each EMA in the state, in consultation with MEMA, will prepare and keep a current disaster emergency plan for the area subject to its jurisdiction. That plan will include without limitation:
    - An identification of disasters to which the jurisdiction is or may be vulnerable, specifically indicating the area most likely to be affected.
    - Actions to minimize damage.
    - Identification of personnel, equipment, and supplies required to implement the preceding actions, including procedures for accessing these resources.
    - Recommendations to appropriate public and private agencies of all preventive measures found reasonable considering risk and cost; and
    - Other elements required by MEMA rule.

All planning must be coordinated with the hospitals in the jurisdiction. (Although not defined by law, MEMA also recommends that planning be coordinated with airports, major industries, schools, and volunteer agencies such as the American Red Cross, Maine VOAD, local food banks, food pantries, and soup kitchens.

4. The director of each local emergency management organization shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid arrangements for reciprocal disaster emergency preparedness aid and assistance in case of a disaster too great to be dealt with unassisted. These arrangements shall be consistent with the state emergency management program, and in time of emergency, it shall be the duty of each local EMA to render aid in accordance with these agreements. All agreements are subject to the approval of the MEMA director.

State law also says that each County or Regional EMA organization will receive the support and cooperation of the municipalities within its jurisdiction. (Chapter 13, Title 37B, ' 781, paragraph 2.)

Module 2: Preparedness

Preparedness is defined by DHS/FEMA as "a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response." This cycle is one element of a broader National Preparedness System to prevent, respond to, and recover from natural disasters, acts of terrorism, and other disasters. Emergency managers across all levels of governments and the Whole Community in Maine strive to adhere to this framework and set of preparedness principles as well.

Section 2.1: Hazard Analysis

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 and the potential impacts to your jurisdiction.

The Maine Emergency Management Agency has developed a tool/workbook to assist you in completing your community's ***hazard vulnerability analysis.*** This process evaluates the threats that are likely to confront a locality and their potential impacts to your community systems and resources. 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 including its cascading [secondary] effects (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, compelling a hazardous water rescue). Knowledge of the impact of a hazards 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. A maximum threat is often expressed in terms of human casualties and property/infrastructure loss or damage.

Section 2.1.1: Threats and Hazards Identification

Annually, MEMA assesses or validates the current and most likely threats and hazards that could impact the state. While these assessments are conducted at the state level, they are informed by data and information from local, county, and private sector partners. Many will likely align with the threats and hazards that could potentially impact your jurisdiction, yet it is best practice to analyze the current threat and hazard landscape specific to your jurisdiction. The following chart shows several 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.

Hazard Category	Hazard
Natural	● Flooding ● Tropical Cyclone ● Severe Summer Weather ● Severe Fall/Winter Weather ● Drought ● Mass Wasting ● Erosion ● Fire (Wildland) ● Earthquake ● Blight/Infestation ● Disease Outbreak ● Forest Pests ● Harmful Algal Blooms ● Air Quality
Technological	● Dam Failure ● HazMat Release – Fixed Site ● HazMat Release – Transportation ● Transportation (Mass Casualty) Incident ● Bridge/Building Collapse ● Urban (building) Fire ● Radiological Incident ● Known and Emerging Contaminants ● Space Weather
Adversarial	● Terrorism/Mass Violence ● Criminal Threats ● Cyber Incident

Section 2.1.2: Vulnerabilities and Impacts

Determining risk involves analyzing the potential of an event to occur and the vulnerabilities said event will expose or community impacts it may cause. ***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. ***Vulnerability*** describes the community resources and systems 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 EMA 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, as these costs are usually not fully reimbursable under federal disaster relief programs.

During assessments, special attention should be paid to vital infrastructure, facilities, and vulnerable populations. Local directors are encouraged to develop community specific impacts, the table below provides an example of several commonly assessed resources and systems.

Impact Category	Description/Examples
People	● Children ● Elderly populations ● Individuals with disabilities ● Individuals with medical equipment that requires power to operate. ● Non-English-speaking populations ● Island and remote populations ● Citizens with no transportation resources
Community Property	● Homes ● Businesses ● Community resources (libraries, community centers, etc.)

Built Infrastructure	● Critical Infrastructure
	  ○ Roads and bridges
	  ○ Power/energy systems
	  ○ Water/wastewater systems
	  ○ Government facilities
	● Schools
	● Banking system

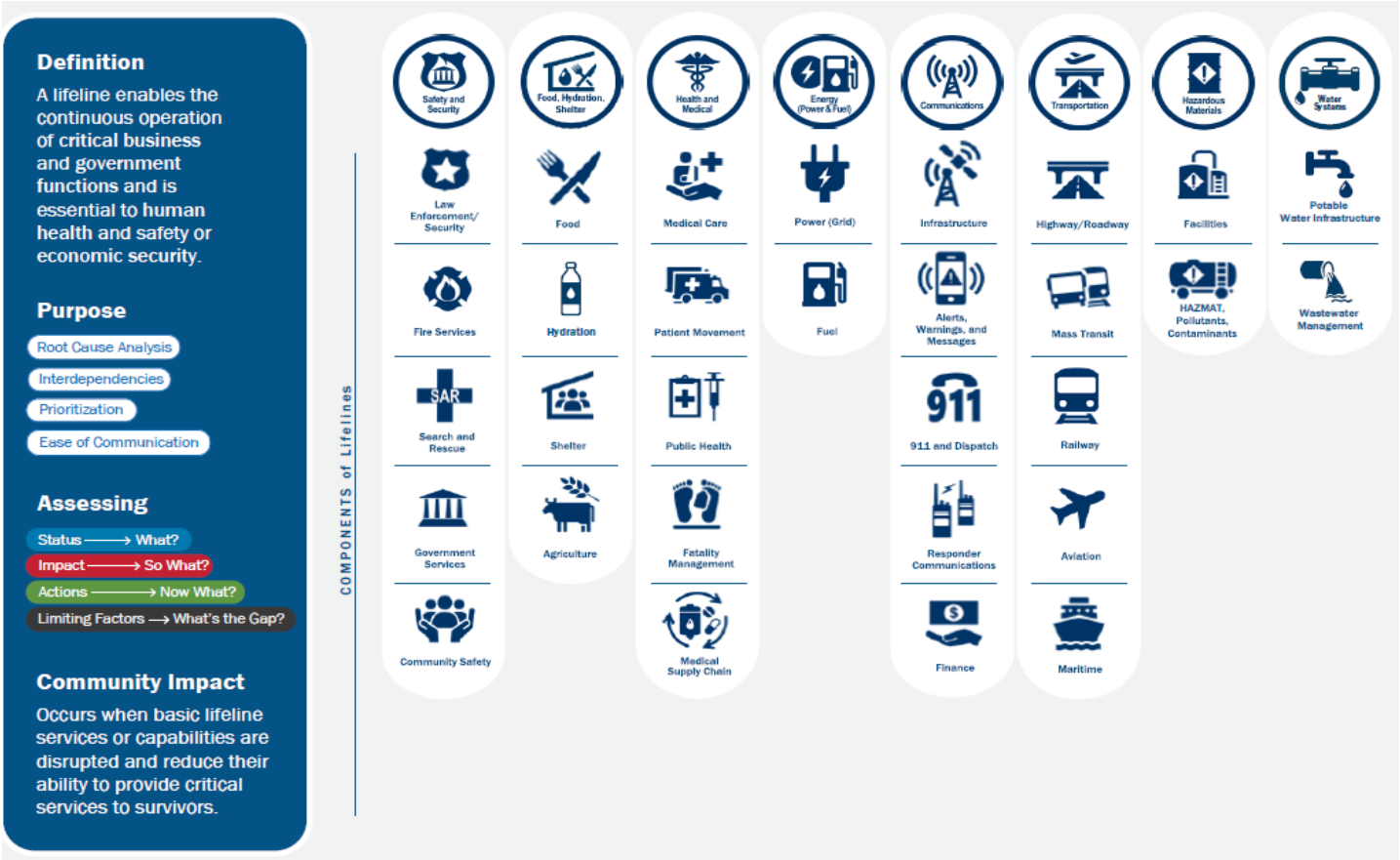
Environment	● Natural resources ● Cultural and historical resources
Continuity of Operations	● Critical Staff ● Critical Systems: IT, cell, radio ● Critical facilities ● Critical resources

Section 2.1.3: FEMA Community Lifelines

Another method to categorize community systems and resources is by following FEMA's Community Lifelines concept. This framework introduces eight "categories" of resources and systems within a community that would require stabilization and restoration to continue basic community functions. FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity of effort across the whole community to prioritize efforts to stabilize the lifelines during incident response.

While lifelines were developed to support response planning and operations, the concept can be applied across the entire preparedness cycle. Efforts to protect lifelines, prevent and mitigate potential impacts to them, and building back stronger and smarter during recovery will drive overall resilience of the state. Community lifelines were tested and validated by federal, state, local, tribal, and territorial partners in the aftermath of hurricanes Michael (Oct. 2018), Florence (Sept. 2018) and Dorian (Aug. 2019), Super Typhoon Yutu (Oct. 2018), the Alaska earthquake (Dec. 2018) and the coronavirus (COVID-19) pandemic (2020). They were formalized in the National Response Framework, 4th Edition.

The graphic below outlines each Lifeline Sector and its sub-components. For more information on Community Lifelines, click here.



Section 2.1.4: Capability Assessments and Resource Identification

Once the hazard analysis 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, training records, 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 and comparing this list to anticipated resource needs allows the Local EMA Director to complete a ***capability assessment*** for their 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. Some methods of obtaining needed resources include mutual aid agreements, memorandums of understanding (MOA), standby contracts with your town's commercial suppliers, and the development of continuity (contingency) plans.

The municipal Emergency Management Director is the catalyst that brings all the elements of the community together to plan for needs, commit available resources logically, and coordinate resources during all the phases of a disaster. Close contact with your County Emergency Manager on response and shelter resource database development is recommended.

Section 2.1.5: Assessment Tools and Products

MEMA, County EMAs, and colleagues are all sources for assessment tools and guidance. There is a wide array of experience across all levels of government in Maine when it comes to emergency management. It would serve you well to leverage these experienced partners when developing your assessment strategies. Below you will find a short list of tools and guidance for consideration:

- MEMA CaRAT (both versions)
- MEMA 2018 RAT
- Core Capability Development Sheets
- FEMA CPG 201

For more information on assessment resources contact the Maine Emergency Management Agency Mitigation, Planning. and Recovery Division at 207-624-4400.

Section 2.2: Planning

Plan development and maintenance is a foundational element for all emergency management programs. Through collaboration and coordination with emergency management stakeholders, jurisdictions can develop plans, policies, and procedures to meet the needs of their jurisdiction before, during, and after incidents. After gaining an understanding of the hazards that may occur in your jurisdiction, their potential impacts,

and your communities' capabilities to manage the incident, you can begin to develop a series of plans and strategies that will best prepare your jurisdiction should an incident occur.

Proactivity is the key to preparedness; emergency managers must prioritize identifying likely hazard impacts before they happen and develop plans that facilitate coordination and communication among stakeholder groups. Based off the needs of your community, these plans will help guide response coordination while establishing roles and responsibilities. They will also serve as the basis for development of training and exercise programs for your jurisdiction. For more information and detailed planning guidance and best practices see FEMA's Comprehensive Preparedness Guide 101 (V3.0) found here.

Section 2.2.1: Whole Community

Whole Community is a concept and practice used by emergency managers across all aspects of stakeholder engagement. FEMA defines the Whole Community as "a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests." In practice, this means local emergency managers coordinating and collaborating with partners across all levels of government, the private sector, and community organizations. This whole of community effort will result in comprehensive and complete plans, along with inclusive training and exercise activities.

Section 2.2.2: Jurisdictional Plans

Depending on the resources and capabilities of an organization, there are several plans that can be developed. At a minimum, jurisdiction should strive to have an Emergency Operations Plan. This plan serves as the foundation for coordination among response organizations. Maine law (Title 37B MRSA Chapter 13) requires a Comprehensive All-Hazard Emergency Response Plan for each municipality. 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).

MEMA recommends that these EOPs contain descriptive information and assign responsibility for each element of emergency planning. These elements are:

EOP Element	Description
Base Plan	This is an overview of Emergency Management functions. It includes the hazard vulnerability assessment reports that detail the hazards that threaten the town and the areas and populations that may be affected or impacted by each hazard

EOP Element	Description
Functional Sections or Annexes	Each should describe generically how these functions are performed in the community. Federal and State Emergency Support Functions provide good examples
Alerting and Warning	How the responders are alerted, and the public warned of imminent or occurring emergency events
Direction and Control	Who is in charge and how the response is controlled, including how the Incident Command System operates in the field and how the Emergency Operations Center (EOC) is used to support operations. Includes event, financial, and documentation records, logs, and forms
Emergency Services	A description of Emergency Services and equipment that is available within the community and from mutual aid or contract communities. (Emergency Services include police, fire, emergency medical, etc.)
Emergency Public Information	Procedures and public safety information that must be communicated to the public in an emergency
Evacuation	Information and procedures to move citizens out of areas of potential impact. Includes importance of documenting the decision-making process of the evacuation and possible sheltering in-place orders. Considerations should be made for citizens with access and/or functional needs
Sheltering	Mass-care for citizens and transients in an emergency; includes procedures used to set up and maintain the facility
Resource Management	A listing of equipment and other assets needed during an emergency, and the procedures for their allocation and distribution.
Damage Assessment	How information about the extent of impact and the cost of the damage incurred in an emergency is collected and reported
Disaster Assistance	How applications are made for assistance. How assistance is distributed to individual victims, to the community for publicly owned property losses and personnel costs, and to private non-profits for property loss
Hazard Mitigation	How impacts and damage from expected emergencies, identified in the base plan, can be reduced, minimized, or eliminated
Hazard/Incident Specific Annexes	Specific and detailed requirements for specific hazards or events

MEMA and County EMA offices have several resources for plan development including templates and the availability to provide technical assistance and planning guidance. Every municipal plan in the State should be reviewed and updated by the local EMA

Director annually to ensure that local hazards, personnel, procedures, resources, and contact information are current.

Section 2.3: Training

Whether paid or volunteer, everyone involved in emergency response must be trained in a broad range of emergency procedures. The training requirements for emergency response units continuously increase due in part to Federal and State regulations, industry safety requirements, court decisions, and the need to keep up with increasingly complex environmental demands.

MEMA's training division and County EMAs can assist in coordinating training opportunities for emergency management personnel, emergency responders, and EOC personnel. Other specialized training is provided for emergency response units. Fire response training is available through Maine Fire Service Institute, the National Fire Academy, and private contractors. Police training is available at the Police Academy in Vassalboro. Ambulance personnel are trained under Maine Emergency Medical Services criteria. OSHA sets guidelines for the training of emergency response personnel who respond to hazardous materials incidents. Your town's emergency service units are the building blocks of a well-planned emergency preparedness program. Developing relationships and operating procedures with them before a disaster will provide smoother emergency response when incidents occur.

Section 2.3.1: Emergency Management Training Available

Individual Study Courses are available from the Federal Emergency Management Agency (FEMA) that can be completed at home. These are highly recommended to get an overview of specific subject areas. These courses are an excellent way to begin and continue your Emergency Management education and are being developed and updated on a regular basis. These courses and others can be accessed at the FEMA website at https://training.fema.gov.

MEMA also offers several courses for local EMA Directors, EOC staff members, and local response personnel interested in sharpening their emergency management skills. For more information consult the MEMA State Training Officer: https://www.maine.gov/mema/maine-prepares/plans-trainings-exercises/training.

Prospective students can also apply through MEMA to attend classes at the Emergency Management Institute (EMI) in Emmitsburg Maryland. Please contact your County EMA Director for more information and available training opportunities.

Section 2.4: Exercises

Completed plans should be tested on a regular basis. Emergency response agencies, hospitals, airports, some HazMat facilities, and other special needs facilities in your area also have exercising requirements in addition to your EMA needs. Your coordination of these exercises into one exercise that includes all the pertinent organizations' requirements will save valuable time, money, and resources.

Emergency Management exercises are used to:

- Test and validate plans, policies, procedures, and capabilities.
- Identify resource requirements, capability gaps, strengths, areas for improvement, and potential best practices.
- Educate personnel in emergency response duties.
- Display the interaction that occurs with other responder groups during large emergencies.
- Demonstrate operational capability.

Exercises are generally categorized into two categories: discussion-based and operations-based exercises. See the table below for an overview and description of the types of commonly used exercises.

Exercise Category	Exercise Type and Description
Discussion-Based: familiarize participants with current plans, policies, agreements, and procedures, or may be used to develop new plans, policies, agreements, and procedures.	**Seminar**: an informal discussion, designed to orient participants to new or updated plans, policies, or procedures (e.g., a seminar to review a new Evacuation Standard Operating Procedure)
	Workshop: resembles a seminar, but is employed to build specific products, such as a draft plan or policy (e.g., an Integrated Preparedness Workshop is used to develop an Integrated Preparedness Plan)
	Tabletop Exercise (TTX): involves key personnel discussing simulated scenarios in an informal setting. Can be used to assess plans, policies, and procedures
	Games: simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedure designed to depict an actual or assumed real-life situation
Operations-Based: validate plans, policies, agreements, and procedures, clarify roles and responsibilities, and identify resource gaps in an operational environment	**Drill**: a coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill)
	Functional Exercise (FE): examines and/or validates the coordination, command, and control between various multi-agency coordination centers (e.g., emergency operation center, joint field

Exercise Category	Exercise Type and Description
	office, etc.). Does not involve any “boots on the ground” (i.e., first responders or emergency officials responding to an incident in real time)
	Full-Scale Exercises (FSE): a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional (e.g., emergency operation centers, etc.) and “boots on the ground” response (e.g., firefighters decontaminating mock victims)

Once the exercise is complete, a review and critique of the exercise through the After-Action Review process often results in the identification of ways to improve sections of the plan or identification of needs/resources that can be incorporated into and Improvement Plan and future program activities. Assistance is available from the State and County EMAs in developing, designing, executing, and evaluating exercises. More information can be found by reviewing FEMA’s Homeland Security Exercise and Evaluation Program (HSEEP).

Section 2.5: Mass Care

Mass Care activities following a Natural or Human-Caused Disaster will present an extreme challenge for the state, Tribal partners, and local jurisdictions. Mass Care Activities primarily focus on Disaster/Emergency Sheltering, Emergency Feeding, Distribution of Emergency Supplies (Food, Water, etc.), and Family Reunification. The Local Emergency Manager can identify and open Disaster/Emergency Shelters and Cooling and Warming Centers. Due to the rural nature of our state, recommended planning assumptions are that the Local Emergency Management Agency anticipates providing Emergency/Disaster Sheltering and other services for the initial 24 to 72 hours of a Disaster. Common Challenges are centered on the following conditions:

- Limited capabilities to purchase and store mass care resources (i.e., food, water, supplies)
- Few internal personnel with training and experience to manage mass care incidents (when
  compared to the demand of a catastrophic incident)
- Reliance on NGOs and VOADs to perform mass care functions (who may not be able to access disaster areas or be victims themselves)
- Potential transportation limitations degrading or preventing the movement of outside resources to affected areas.
- Specialized resources necessary to support AFN populations will have difficulty addressing the total need. Incident impacts can quickly exceed local jurisdictions' capacity to respond and sustain mass care functions.

Local Emergency Managers are encouraged to identify primary and secondary Disaster/Emergency Shelter and Cooling and Warming Center Locations and Support Resources (Cots, Blankets, etc.) in collaboration with the County Emergency Management Agency.

Mass care sheltering activities require a specialized set of planning to identify multiple locations for sheltering, facilities capable of providing a wide range of services (e.g., AFN, service animals & pets, basic first aid, etc.), trained staff that can be delivered to support operations, communications support for facilities, infrastructure support (i.e., power and water), fuel support for generators, and transport access for both population access and resource support.

The Mass Care Coordinator for the Maine Emergency Management Agency is available to provide training and technical support to assist with planning for Sheltering and Cooling and Warming Center needs.

Section 2.6: Citizen Corps

Citizen Corps is a national preparedness program that is a component of the Office of State and Local Government Coordination and Preparedness, Office of the Secretary, U.S. Department of Homeland Security. Citizen Corps creates opportunities for individuals to volunteer to help their communities to prepare for and respond to emergencies by bringing together local leaders, citizen volunteers and the network of first-responder organizations, such as fire departments, police departments and emergency medical personnel. The goal is to have all citizens participate in making their communities safer, stronger, and better prepared for preventing and responding to "All Hazards" and threats. There are 5 components to Citizen Corps:

- The Community Emergency Response Team (CERT) Program educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. Using their training, CERT members can assist others in their neighborhood or workplace following an event and can take a more active role in preparing their community.
- The Medical Reserve Corps (MRC) Program strengthens communities by helping medical, public health and other volunteers offer their expertise throughout the year as well as during local emergencies and other times of community need. MRC volunteers work in coordination with existing local emergency response programs and supplement existing community public health initiatives, such as outreach and prevention, immunization programs, blood drives, case management, care planning, and other efforts.
- Volunteers in Police Service (VIPS) works to enhance the capacity of state and local law enforcement to utilize volunteers. VIPS serves as a gateway to resources and information for and about law enforcement volunteer programs.

Funded by DOJ, VIPS is managed and implemented by International Association of Chiefs of Police.

- The Fire Corps promotes the use of citizen advocates to enhance the capacity of resource-constrained fire and rescue departments at all levels: volunteer, combination, and career. Citizen advocates can assist local fire departments in a range of activities including fire safety outreach, youth programs, and administrative support. Fire Corps provides resources to assist fire and rescue departments in creating opportunities for citizen advocates and promotes citizen participation. Fire Corps is funded through DHS and is managed and implemented through a partnership between the National Volunteer Fire Council, the International Association of Fire Fighters, and the International Association of Fire Chiefs.
- An expanded Neighborhood Watch Program (NWP) Program incorporates terrorism awareness education into its existing crime prevention mission, while also serving to bring residents together to focus on emergency preparedness and emergency response training. Funded by DOJ, Neighborhood Watch is administered by the National Sheriffs' Association.

Module 3: Response Coordination

Section 3.0: Emergency Operations Center (EOC)

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, property, and the economy. 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 location for this coordination to occur; an Emergency Operations Center (EOC). The EOC is a physical (or virtual) location where the major decision-making officials and the response organizations come together to communicate and coordinate response activities.

Effective decision-making and coordination in the EOC require collecting, analyzing, and disseminating accurate and complete information about the disaster. Many incidents will be fluid and dynamic in nature, requiring emergency management officials and their response partners to develop flexible and scalable plans, policies, and procedures that will enable effective coordination and communication amongst the responder community as well as the public. Information requirements will vary throughout the responder community, developing liaison positions for key stakeholders in the EOC will provide a proven method of coordination among response partners and can provide critical information that can be shared with the public. The liaison does not direct the response but coordinates with the other agency representatives in the EOC and can provide accurate incident information to decision-makers and elected officials as requested.

For example, the fire department liaison, who understands the capabilities and the needs of the fire department, explains why certain actions have been done, or why the Fire Chief is requesting certain equipment. The liaison and the representatives from the other agencies will remain in communication with their field units at the emergency scene and report the status of the event to each other and the policy making group. In this way, the members of the governing board can wisely allocate resources, make decisions, and have accurate information for ongoing incidents or events. This information will also facilitate a common operating picture and accurate situational awareness for all those operating in and with the EOC. A common operating picture provides partners with information needed to understand the current situation, activities of other partners, and how those actions may affect their own organization's efforts and decisions. Ideally, the staff in the EOC will be able to use this information to anticipate problems and recommend solutions to the elected officials before citizens are affected.

Section 3.1: Identifying, Equipping, and Designing an Emergency Operations Center

The complexity and posture of the EOC will vary with each incident; the size of the community affected, its available resources, and the impacts and consequences of the

event will be factors in determining the response posture required of the EOC. Layouts and equipment in EOCs vary across the state; some emergency management agencies will have limited resources and constraints, while others will have designated facilities outfitted with modern equipment and incident management resources that can be staffed twenty-four hours a day. In smaller municipalities, the EOC might consist of a map and a copy of the plan in a municipal building. Regardless of the physical space available or designated, the following considerations should be taken when developing an EOC:

- Proximity or accessibility to the seat of government.
- Adequate space and ventilation for all staff expected to be present.
- Communication with the incident scene command staff,
- Communication with neighboring EOCs and the County and State EOCs
- Emergency/back-up power and lighting
- Visual displays, maps, and status boards (as required per incident)
- Sanitary facilities and access to food and water supplies for extended periods.
- Protection from incident hazards (i.e., EOC not located in the risk area)

Your municipality may not be able to meet all these suggested considerations and compromises may have to be made. But, by considering the requirements, usually a facility can be identified that will provide the environment needed for response coordination to be successful. Regardless of the location or the footprint of the EOC, the intention is to identify a location that will suit the needs of the response partners and the community involved in incident response coordination.

Equipping the EOC need not be a major task; the primary resources needed include an area for partners to gather and communicate; a room with a conference table and chairs, a laptop or computer, and internet access may be all your community needs to begin and sustain operations. Other considerations include sufficient communications equipment (cell, radio, etc.) so that all EOC personnel can contact their staff in the field and conduct other necessary outside communication, coordination, and information sharing activities. Redundant and effective communication systems in the EOC will provide staff with the tools necessary to conduct effective response coordination. 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, and you must determine what is best for your community.

Section 3.2: EOC Staffing

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; the threats and hazards it may face, and the corresponding community impacts will help determine potential staffing needs. Some communities have a staff of only two or three, others staff a dozen or more personnel. The practical limit on the number of staff in the EOC is based not

only on availability of space, but also on the available equipment and resources. 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.
While in the activated EOC, you must be accessible to the media and the public; media briefings or press releases may need to be scheduled on a periodic basis. The designation and training of a staff member to serve as the community's Public Information Officer (PIO) will provide a resource that can establish relationships with local media, handle rumor control in the EOC, and draft press releases that will save time and help the elected officials convey a professional presence while delivering emergency public information.

The following chart shows how the staff may be divided into groups that represent different functions:

RESPONSE STAFFING

Policy Group	Directs and controls emergency operations. Makes decisions. This Group includes elected or appointed officials.
Coordination Group	The EOC staff and liaisons: the emergency management director, the police and fire representative, public works/road commissioner, and the Public Information Officer. Others you may want to consider are a health and medical advisor, environmental protection, evacuation/shelter officer, and radiological protection officer. They receive reports from the field, monitor communications, and forward status reports to designated EOC staff and their respective agencies in the field. This Group includes staff from communications and dispatch, volunteer groups, logistics, and procurement personnel.
Operations and Response Group	Incident Command and Field Service Chiefs who are responsible for their agency's emergency operations. They carry out the decisions of policy makers and coordinate with EOC staff. They ensure that policies and procedures are carried out and include front-line personnel and equipment designated to execute response procedures and activities. They conduct tactical activities that protect lives/property and monitor hazard and impact conditions. Group members operate under the direction of their own department chiefs and the Incident Commander.

When recruiting staff to be assigned to the EOC, you should consider the possible need for 24-hour operations, which could require staff to conduct two or three operational periods (two 12-hour or three 8-hour shifts). After the staff is identified and trained, they are ready to practice EOC operations. This can be done through a graduated series of

training exercises; self-paced tabletop exercises will familiarize staff members with community plans, their roles, and responsibilities, and with methods for communicating with partners within the operations center and external partners. These practice sessions (exercises) can be escalated as staff proficiency increases.

Upon activation and entering the EOC, staff must sign in and out with a recorded time that is documented on a sign-in sheet and/or digitally. Any volunteer staff must be registered including their addresses, phone numbers, assignments, and time worked. Volunteers are considered 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.

Section 3.3: Incident Documentation

Throughout the incident, the entire EOC Staff must document all emergency activities; documentation must be faithfully completed throughout the activation and these records should be retained as legal documents in case of litigation or other official needs. Receipts of all disaster related expenses/procurements and damage reports should be kept for possible reimbursement, and as a part of the historical record of the event. Keep logs of email and telephone messages, both incoming and outgoing, along with requests for resources and assistance. ICS Forms may be a helpful resource to tracking response and coordination efforts. Emergency Management Institute | ICS Fillable Forms (fema.gov)

Emergency management organizations across the state use various methods and platforms for incident records management, ultimately and like the structure of your EOC, it will need to be determined which methods work best for you, your community, and the partners involved in incident management. Some options include simplistic approaches such as spread sheets and word documents while other, more complex, and comprehensive web-based incident management platforms are available for use. It's strongly advised that you contact other emergency management partners (local, county, and state) to discuss options and gain a better understanding of the systems and best practices used for incident documentation.

Section 3.4: WebEOC

WebEOC is a web-based incident management system that helps organizations maintain a common operating picture during activations. It provides real-time information sharing between government and public safety groups in response to threats, emergencies, or disasters. WebEOC is used by federal, state, and local agencies, as well as in healthcare, corporate, non-profit, and education. It is designed to support the ICS method of response management for significant incidents and provides

a toolset for supporting daily operations in Regional Response Centers (FEMA) and for several other federal partner operations. The platform provides a secure information platform that is available from any computer with a browser and internet access. It is also available as a mobile app that is supported by both Apple and Android equipped devices.

WebEOC is used by the State of Maine (MEMA) to document routine and emergency events. It is also used as a platform to share information between the State Emergency Operations Center (SEOC) and federal, state, county, and local emergency managers, public safety entities, and critical infrastructure partners. Information is added in real-time and can be accessed and monitored by coordinating agencies across the incident, regardless of physical location. Status and incident boards and other components of WebEOC provide users with critical incident information, situational awareness material, reporting tools, and means of communication amongst response partners. See **Appendix A: WebEOC User's Guide** for more information.

The WebEOC platform also supports the tools needed to request, process, and document requests for resources and assistance. The Resource Request Board provides an interactive interface where response partners can input, process, assign, and document requests for resources required to manage the incident. MEMA has developed a standardized resource request process that provides timely and accurate methods for organizations to request commodities, personnel, equipment, or any other resources needed by an organization to support their incident response (and recovery) activities. See **Appendix D: Resource Request Flow Chart** for more information on this process.

Overall, an EOC, its staff, and the differing tools, platforms, and equipment you chose to manage incidents will support better coordination and communication among response partners. Whether it's a simple set-up in a community building or a dedicated facility equipped with the latest IT infrastructure and modern tools, determining your and the communities' potential needs during incident response will be the key to developing a successful coordinating facility and structure.

Section 3.5: Communication

Local Emergency Managers should become familiar with local, regional, and state communication resources. Most day-to-day operations can be facilitated through communication resources of local and regional communication centers. In situations such as planned events or no-notice incidents, the Maine Emergency Management Agency has communication resources available to enhance local, regional, and state capabilities and interoperability. **For information on State Communication Resources to the following link: https://www.maine.gov/mema/ema-community/communications/links-resources**

Module 4: Recovery

Section 4.1: Emergency and Disaster Assistance

When a jurisdiction is affected by a serious event, local officials respond immediately. Lifesaving operations may be needed. Vital services may need to be restored, and the people who have been affected by the emergency may have urgent needs.

Sometimes local jurisdictions can manage the situation without further assistance, but often the county or state is asked to supplement local resources. The emergency assistance system is based on mutual assistance between areas and organizations, and assistance by the higher levels of government to the next lower level. A mutual assistance system between fire departments is an integral part of local government throughout the state. Also, when a town is overwhelmed by the destruction caused by a serious event or disaster, it will request assistance from its County EMA. In turn, if the request exhausts the resources of county government, the County EMA Director requests assistance from MEMA, etc.

Local government officials should be prepared to ask for additional aid by going through EMA channels to the County EMA Director. Keeping the County EMA knowledgeable of the situation as it develops through reports helps them to plan for possible future requests. The County EMA Director keeps the State informed regarding the situation and passes on the request for assistance when the County resources appear to be inadequate for the need. State response can include technical advice, coordination and provision of state aid, and a request for federal help.

When conditions warrant, based on local situation reports or anticipated conditions, the Governor declares a State of Emergency. This activates pertinent state emergency plans, making it easier to use state resources when necessary. If it appears to MEMA that federal assistance may be required, they inform the Federal Emergency Management Agency (FEMA) of the situation. FEMA may also dispatch representatives to the area. Volunteer and nonprofit agencies, as well as local businesses, may become involved as needed and according to the local plan. An example is the use of the American Red Cross to run emergency shelters. The Governor may request that the President grant an emergency declaration. The basis of such a request is that "…the situation is of such severity and magnitude that effective response is beyond the capability of the State and affected local government and it requires supplementary Federal emergency assistance to save lives and to protect property, public health and safety, or to lessen or avert the threat of a disaster…" This declaration would allow federal resources to help prepare for the incident and may include setting up shelters or staging first responder crews to impacted areas.

As the response effort succeeds and the immediate dangers lessen, the focus turns to recovery. If an initial damage assessment results in the need for resources beyond the local capability, notify the County EMA Director immediately. The County EMA responds and keeps MEMA informed of the situation and assistance being given. If a county cannot fill the request, they will forward it to MEMA. All State resources assigned to local disaster recovery remain under the control of the State.

Section 4.2: Damage Assessments

Local damage assessments and the request for assistance are the responsibility of the Local EMA working through the County EMA. These damage assessments are the basis for the State Director to inform FEMA that there is a possibility the State may request a Presidential Declaration, and to request FEMA join state, county, and local personnel in an expanded preliminary damage assessment (PDA) of the area. The PDA joint assessment may be prepared through the use of two different teams: one to assess damage to government infrastructure (Public Assistance – “PA" including roads, public buildings, etc.) and to certain private non-profit agencies (PNPs), and the another evaluating the damage to businesses, homes and families (Individual Assistance – “IA”) Each team will need a representative from the local area to help them find the most severe areas of damage. This joint assessment results in an estimate of the types and extent of federal and other assistance that may be needed to help the area in its recovery. This, as well as other pertinent information, forms the basis of the Governor’s request to the President. The request must be reviewed by the Regional Director who will forward the Governor’s request along with his recommendation to the President.

As soon as possible after an emergency, local damage assessment(s) should begin. The standard MEMA Public Infrastructure Damage Assessment form should be used to send damage to the County EMA Director within (approximately) 3-5 days of the incident. The MEMA Public Infrastructure Damage Assessment Form can be submitted electronically via the PDF form or by using the Web123 Online Survey Tool. A link to the MEMA Public Infrastructure Damage Assessment Form and Instructions are included in this Module or can be found on the MEMA PA webpage.

Once the State has tallied the estimates compiled by the County EMAs, if Maine has met the designated threshold, MEMA will request a Joint Preliminary Damage Assessment (PDA)from FEMA. If approved, a FEMA PDA team will assist (virtually or in-person) to validate the storm damage estimates. The FEMA team will focus on the costliest damages that will help meet the threshold. These evaluations will focus largely on damage to Public Infrastructure; if there is substantial damage to individual households and businesses, an additional Joint PDA with FEMA may be requested for those areas affected. For more on the Individual Assistance program go to: https://www.maine.gov/mema/grants/individual-assistance-grant-program.

These validations require extensive measurements of the damages, review of invoices and estimates from vendors, employee timesheets, equipment usage logs and more. They only include the estimates to return to “pre-storm” conditions, no mitigation or improvement costs. Once FEMA has validated the estimates have met the threshold, MEMA will coordinate with the Governor’s office to submit a request to FEMA and the President for Maine’s a federal disaster declaration The state will assume most of the responsibility for seeking federal assistance. Local governments will be responsible for providing County EMAs 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 and the actual and estimated costs to return the public infrastructure to pre-storm conditions. 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. Documentation also requires GPS details at each location. When you take photos, your smartphone can capture the GPS locations of the damage at each spot. Be sure to use the decimal format for GPS. If a damage is over 200 ft long, please capture a start and end GPS point for these damages.**

There is often an amount of damage per project category that must be exceeded to be considered eligible for Federal Assistance. This amount increases year-over-year so please verify this threshold amount for each event. Contact Maine Emergency Management Agency Public Assistance for more details: maine.recovery@maine.gov. These categories broadly include Debris Removal, Emergency Protective Measures, and Permanent Work (roads, bridges, culverts, buildings, equipment, utilities, parks, etc.)

If damage assessment has been approached in a systematic way, costs will be well-documented. Federal and state agencies will require an audit trail from the approval of the expenditure to the proof of payment and for the close-out process, FEMA and MEMA will need proof that the work weas completed according to the plan. Damage repair estimates should only include the costs to return to pre-event conditions; any improvements or mitigation costs will be considered separately following a disaster declaration. You will have good documentation if you:

- Take pictures of damage and repairs.
- Note the locations (street addresses and GPS - decimal format) of damages.
- Take notes on damages and completed/needed repairs.
- Record all expenditures including overtime costs, equipment used, and staff performing the work.

- Track costs for managing and documenting all administrative efforts for the disaster.

Keep all this documentation. Even if you have sent/shared with the state, if Maine is granted a Disaster Declaration, you will need to retain and share this information again with additional FEMA and State teams.

The local EMA Director cannot effectively do all damage assessment. Put together a team to assist you. This will likely include your public works team, finance, clerk and/or administrative team. The town manager and selectboard or council members may help as well. Your road commissioner and their team may also be critical assessment partners. Your Road Commissioner or local contractor(s)will know the estimated costs of culvert replacement and road repair. Estimates from professionals in their respective fields will be the most credible for FEMA to review. When exact figures are not available, reasonable estimates should be used, these could be gained from recent similar work conducted in the area (past 2-3 years) or by requesting current figures from local vendors. Remember, when doing Damage Assessment estimates, do NOT include the cost of adding Hazard Mitigation to the project in your computations. Only compute the replacement costs of what was there before the disaster. Hazard Mitigation will only be included in the actual disaster declaration if it is cost effective—as determined by FEMA at a later stage in the process.

Submit the MEMA Public Infrastructure Damage Assessment Form to your County Emergency Management office by the deadline as determined by MEMA. This deadline is often established just ahead of the event and shared by your County EMA before or at the onset of an incident. Do not necessarily wait for the entire form to be completed. Partial reports are acceptable, with updates relayed as information is gathered. Email the Preliminary Damage Assessment PDF forms or complete the Survey 123 form as soon as possible after the incident; the deadline is usually one (1) week after the incident.

The purpose of doing the damage assessment is to determine if assistance is needed and what type of assistance is required. Your assessment will be combined with other communities to form the basis for a possible Presidential Disaster Declaration. Eligibility for federal assistance is usually determined by the cumulative amount of damage gathered from information received from communities all over the state and if those damage estimates meet the financial damage threshold 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 EMA 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. Also – it is very beneficial to have photos and an inventory of all your public

infrastructure assets ahead of any storm – evidence of before and after conditions can be invaluable, as is regular maintenance of your structures and systems. Public Assistance funding cannot be used to repair facilities that were in significant disrepair prior to an incident.

The Initial Public Infrastructure Damage Assessment forms can be found here, including the online Survey 123 tool via the QR code. PDF forms and instructions are also below.

- https://www.maine.gov/mema/grants/public-assistance-grant-program
- https://www.maine.gov/mema/sites/maine.gov.mema/files/inline-files/PIIDA_INSTRUCTIONS_May17_2023.pdf
- https://www.maine.gov/mema/sites/maine.gov.mema/files/inline-files/Public_Infrastructure_Initial_Damage_Assessment_May17_2023_0.pdf

Once a Presidential Declaration is granted, the form that federal assistance takes could be in the following format(s):

1. Public Assistance grants to local jurisdiction and certain non-profit agencies for infrastructure
2. The Individuals and Households Program and other assistance to people and businesses
3. Both Public Assistance and Individual Assistance

Should there be a Presidential declaration of EMERGENCY focused 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; reimbursement via the Public Assistance program could be possible as well.

Additionally, depending on the type, severity, and location of the incident, the federal government may provide DIRECT ASSISTANCE from various federal departments through their own emergency or normal programs without a presidential declaration.

Keep in mind that Public Assistance is a reimbursement grant program. Funds will be allocated based on actual and estimated expenses for eligible project work. Commonly, FEMA will reimburse eligible expenses at 75% of the cost; the State will contribute 15%, and the applicant is responsible for 10%; but this formula is subject to change. Additionally, a separate fund equal to 15 percent of the federal funding for obligated projects is established for mitigation projects in the state through a competitive grant program. See the Hazard Mitigation section for further information.

If the President declares an EMERGENCY or MAJOR DISASTER a Federal Coordinating Officer (FCO) will be assigned to coordinate federal assistance. The State Public Assistance Officer 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.

Once a disaster is declared, the Public Assistance Officer and the PA Team will hold an Applicant Briefing to disseminate all the necessary information needed for applicants to begin the reimbursement process. Also, once there is a declaration, there is a series of steps applicants (local officials) must take in a strict timeline to qualify for and receive Public Assistance funding. These are outlined in the briefing which is usually held via a virtual meeting as well as recorded and posted on the MEMA PA webpage for reference.

If the Individual and Household Program is included in the Disaster declaration, applications for individual assistance are taken through a toll-free number by federal employees. Depending on the evaluation of need, state-federal outreach teams may work in the impacted areas, speaking with local officials and groups, and distributing information. Disaster Assistance Centers may also be established as needed. They are staffed by program representatives as well as local officials and agencies who may be able to offer other assistance. Staffing varies since it involves representatives giving applicants further information to be present, and waiting for clients who may have questions.

Federal Public Assistance is based on the Robert T. Stafford Disaster Relief and Emergency Management Assistance Act. 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. Among other things, the law directs the President to assist states in developing plans and preparing programs for disaster response and mitigation. Below is the statutory language that outlines the parameters for many of these commonly used programs.

Coordination during recovery for all programs will be through the Public Assistance Officer and /or the Individual Assistance Officer. Other programs are triggered by a recognized need and may be offered by local churches or non-profit organizations, or organizations that include such groups and work for efficient assistance to victims. One of these organizations is the Maine Volunteer Organizations Active in Disaster.

A Long-Term Recovery Committee is developed during the recovery phase to address needs that may continue after the federal programs are completed. Membership includes VOAD members, service organizations, other religious and social agencies, and even businesses that wish to participate. This is a volunteer effort.

The following sections refer to the types of MAJOR DISASTERS:

- Federal Assistance to Individuals and Households: It is included in the Robert T. Stafford Disaster Relief and Emergency Management Assistance Act. The State provides 25% of each grant. There is a limit on the amount of assistance that can be provided under this section of the Act. The amount listed in the Act as

amended by the Disaster Mitigation Act of 2000 is $25,000. This is adjusted by FEMA annually to reflect changes in the Consumer Price Index for All Urban Consumers published by the Department of Labor. For example, the maximum amounts for assistance under this program for single emergencies and major disasters declared on or after October 1, 2023, is $ 42,500 for housing and $42,500 for other needs assistance.

The housing portion of this program is administered by FEMA. The State may administer the "Other Needs Assistance" portion of this grant but must comply with federal regulations. Items included in this section include medical, dental, and funeral expenses or services to meet disaster-related necessary expenses and serious needs of individuals or households, personal property, transportation, and other needs. These are predicated on the fact that they cannot be covered by another source such as insurance or an SBA loan. Obviously, this program does not return people to their previous circumstances. It simply takes care of their urgent needs. The State of Maine expects to administer this program to be able to assess the recovery progress and the quality of assistance.

- Crisis Counseling Program: This is included in the Stafford Act. Application can be made by the State for a grant for immediate services as well as one for the regular program. If the need is established and the proposed program is approved, services are provided within the disaster area. These grants have been used in Maine in the past and probably will be again. When they are not received, the Maine Department of Behavioral and Developmental Services attempts to offer services as needed. The Department is currently in the process of developing a statewide Mental Health/Substance Abuse Disaster Preparedness Plan.
- Disaster Unemployment Assistance: Included in the Stafford Act, this program can be implemented by the Maine Department of Labor when the need is shown. Such information can be noted in the Damage Assessment. It has been implemented in Maine in the past.
- Disaster Legal Services: Legal advice, counseling, and representation in non-fee generating cases may be provided free to low-income individuals who require them because of a major disaster. Implementation of this service is determined through consultation between the Regional Director and the State Coordinating Officer. Maine has used this program once or twice in the past.
- Small Business Administration: Home (renters are eligible for personal property), business, and Economic Injury Disaster loans are made available. SBA can only approve loans to applicants with a reasonable ability to repay the loan and other obligations from earnings. If denied a home loan by SBA, an applicant can then be considered for home and personal property items eligible in the Individuals and Households Program.
- Public assistance (Infrastructure support) is available to state, county, and local governments, and certain private nonprofit organizations. 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.

When a Presidential disaster declaration is not requested or received the Governor can sometimes request a Small Business Administration declaration. There also are types of USDA disaster declarations that may be requested.

- Small Business Administration Disaster Assistance www.sba.gov/funding-programs/disaster-assistance
- USDA Disaster Assistance www.fsa.usda.gov/programs-and-services/disaster-assistance-program/index

What does a community expect after an emergency or disaster? Frequently, the 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.

Governmental and non-profit agencies also may have some assistance available within their regular programs without a declaration. To be most effective, coordination of such assistance is done at the local level, and organizations such as the United Way, or another coalition of organizations may have developed a plan to help in such situations. Many EMAs have also developed lists of such resources. Contacting your County EMA or the Maine Volunteer Organizations Active in Disaster (VOAD) may give you help locating needed assistance. You can access the VOAD website at https://www.mevoad.org.

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

Module 5: Mitigation

Section 5.1: Hazard Mitigation Grant Program

Mitigation is any set of actions that will eliminate, or at least reduce, the effects of hazards such as flooding, severe storms, or wildfires. Mitigation can take many forms, such as communication, education, training, planning, or construction projects. Some familiar communication examples include the weather service flood alerts and warnings or the media broadcasts of impending storms. On the planning side, as of this writing, most Maine towns have completed a Multi-jurisdictional (County) Hazard Mitigation Plan. Part of the planning process involved the identification and prioritization of future mitigation actions. The County Hazard Mitigation Plan is administered by the County Emergency Management Agency.

Mitigation actions can include “non-construction” projects such as the development of a town ordinance, training local fire fighters or the creation of a “Hazards Awareness” brochure for residents. On the “construction” side, projects can be as basic as upsizing a culvert to withstand a severe flooding event or as complex as the acquisition and removal of houses from a floodplain.

Since 1987, the Federal Emergency Management Agency (FEMA) has funded grants to Maine towns for mitigation plans and projects. These grants are administered by the Maine Emergency Management Agency (MEMA) through the Mitigation Program.

Ideally, the best mitigation projects will eliminate or reduce the effects of hazards, and thus help communities to prevent the cycle of damage-repair-damage that causes repetitive loss and hardship. For that reason, the Mitigation Program is not considered as a maintenance and replacement program.

Types of Mitigation Grants: There are three mitigation grant types—Flood Mitigation Assistance (FMA), Hazard Mitigation Grant Program (the HMGP post-disaster grants) and the newer Pre-Disaster Mitigation-Competitive (PDM-C) which is nationally competitive. Each one has its own project criteria, deadlines, and funding cycle, but they all share some common requirements:

- Eligibility: Eligible applicants are local and state governments, Indian tribes or other tribal organizations, and certain non-profit organizations. Individual homeowners can not apply directly to the program; however, a town may apply on their behalf.
- Plans: The State and Local Government must have FEMA-approved Plans
- NFIP: All applicants must be in good standing with the National Flood Insurance Program
- 75/25 Split: Of the total project cost, the federal share is 75%; the local share is 25%

- Competitive: The FMA and HMGP grants are state-competitive; the PDM-C is nationally competitive.

For more information about the Program, contact the MEMA offices at (800) 452-8735. To view the State Hazard Mitigation Plan or get information about upcoming workshops, go the MEMA website at www.state.me.us/mema.

Module 6: Homeland Security

Section 6.1: Local EMA's Role in Homeland Security

Maine's homeland security priorities were developed in 2002 in Bangor by a cross section of individuals representing all levels of government and disciplines. The nine major objectives developed in Bangor remain relevant today and guide MEMA in its day-to-day activities. The objectives are:

- Identify Threats and Vulnerabilities
- Secure Infrastructure and Institutions
- Prepare First Responders
- Align Roles and Responsibilities
- Strengthen Public Health Preparedness
- Inform and Engage the Public
- Secure Political and Financial Support
- Strengthen Response and Recovery
- Upgrade/Integrate Communications Networks

MEMA distributes federal grant money to municipalities, counties, and state agencies aimed at improving homeland security. Details about these grants and how to apply for them are available from your County EMA Director and may be found on the MEMA website. www.state.me.us/mema

As a local EMA director, your principal contact on Homeland Security matters is your County EMA Director. Your county director will provide information to you, coordinate activities within the county, and serve as a conduit to MEMA. In certain circumstances involving a particular event or threat MEMA will be in direct contact with the local EMA director, particularly in the larger cities.

Local directors can assist with Homeland Security efforts by encouraging your citizens to be prepared for any disaster, natural or man-made, by reporting suspicious activities to appropriate officials (contact your County EMA Director for details on this), and by encouraging your local first responders to participate in training and exercise activities. Questions regarding Homeland Security can be directed to your County EMA Director.

Section 6.2: Maine Information and Analysis Center (MIAC)

The Maine Information and Analysis Center (MIAC), a program of the Maine Department of Public Safety, is Maine's designated "fusion center." The MIAC's mission is to collect, analyze, and appropriately share intelligence between the federal government and the State of Maine. The MIAC also provides analytical and investigative support for crimes of a complex, organized or statewide nature.

The MIAC accomplishes this task through processes of intelligence collection, contextual analysis, and dissemination to its federal, state, county, and municipal public partners as well as relevant private sectors.

The MIAC is also a resource to help Maine citizens do their part in helping to keep Maine safe. Citizens are encouraged to contact the Center when they observe or learn of suspicious persons, incidents, or activity that may arouse their concerns. The information will be evaluated and referred to the appropriate agency if warranted.

Module 6.3: Dam Safety

Dams in Maine serve many purposes ranging from power generation to recreation. Regardless of its use, however, a dam is an artificial barrier whose primary function is to store water. Stored water contains potential energy. When stored water is released, it flows downstream. If a dam fails or is improperly operated, the sudden release of water has the potential to cause death and destruction. To protect the public from the ravages of dam failure, the State of Maine enacted M.R.S.A. 37-B, Chapter 24, known as the Dam Safety Law. The basic requirements of the law include:

- Regular inspection of state-regulated dams for hazard potential and structural conditions.
- Emergency Action Plans (EAPs) for High and Significant hazard potential dams
- Remedial Action Plans (RAPs) to correct deficiencies in dams.
- Powers of the governing agencies to enforce the law.

Hazard potential is determined by what is downstream. The table below defines the three hazard potential classifications and when an “Emergency Action Plan” (EAP) is required.

High Hazard Potential	Significant Hazard Potential	Low Hazard Potential
Loss of human life	No probable loss of human life	No probable loss of human life
Extensive structural damage	Significant structural damage	Principally owner’s property
EAP required	EAP required	No EAP required

The EAP explains how an emergency at the dam should be handled. The most critical components of an EAP are the inundation map, the notification flowchart, and a test of the plan to ensure that it “works.” Maine Emergency Management Agency (MEMA) provides sample planning materials and guidance. All the County Directors are familiar with EAP planning and testing.

The condition of a dam relates to its physical and material condition. After inspection, a report is sent from the Department of Defense, Veterans and Emergency Management (DVEM) Commissioner to the owner, the municipality where the dam is located, and the

county emergency management director outlining findings and recommendations. If extensive deficiencies are noted the Commissioner may require a Remedial Action Plan (RAP).

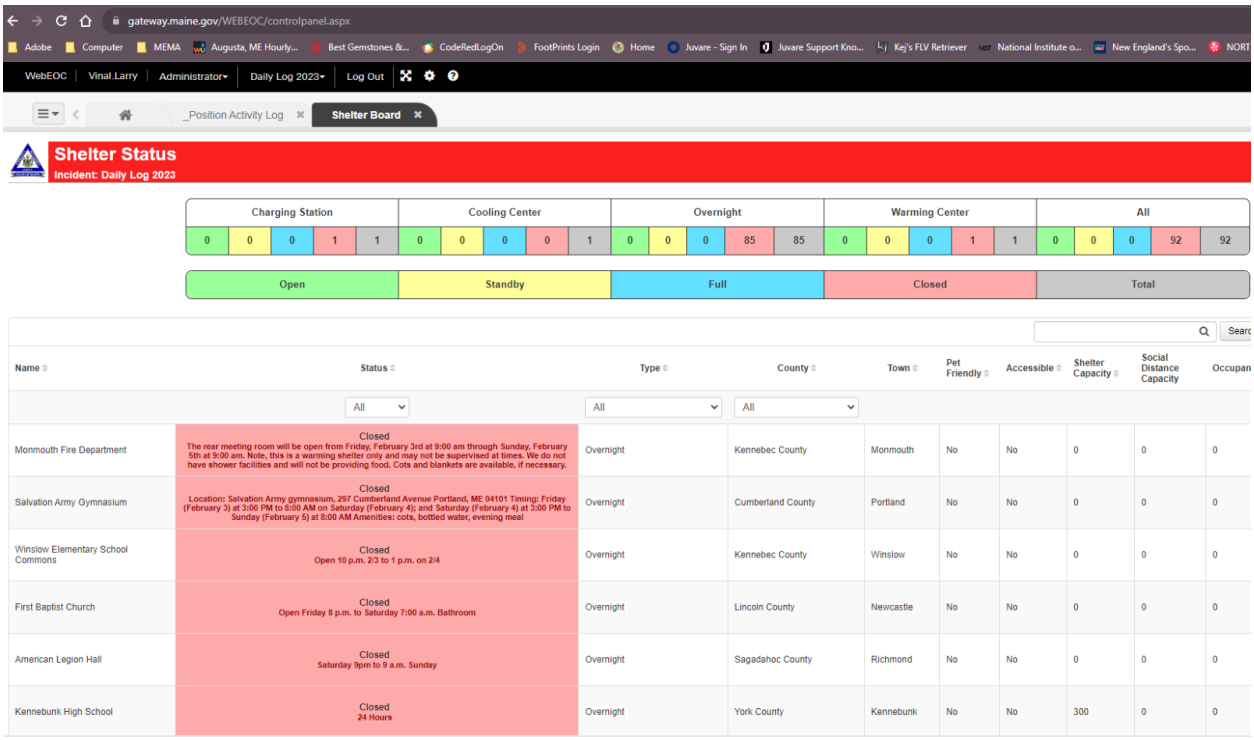
The RAP must detail how the Owner will correct deficiencies to protect public safety. Necessary remedial measures may include, but are not limited to:

- Breach or removal of the dam
- Repair or maintenance in a specified manner
- Operation of the dam in a specified manner
- Preparation or adherence to any emergency action directed by the Commissioner.
- Maintenance of appropriate records.

Further information can be found through the MEMA Dam Safety Office, your County EMA, or online at http://janus.state.me.us/legis/statutes/37-b/title37-bch24sec0.html.

Appendix A: WebEOC

WebEOC is a web-based crisis management system that helps organizations maintain a common operating picture during activations. It provides real-time information sharing between government and public safety groups in response to threats, emergencies, or disasters. WebEOC is used by federal, state, and local agencies, as well as in healthcare, corporate, non-profit, and education.



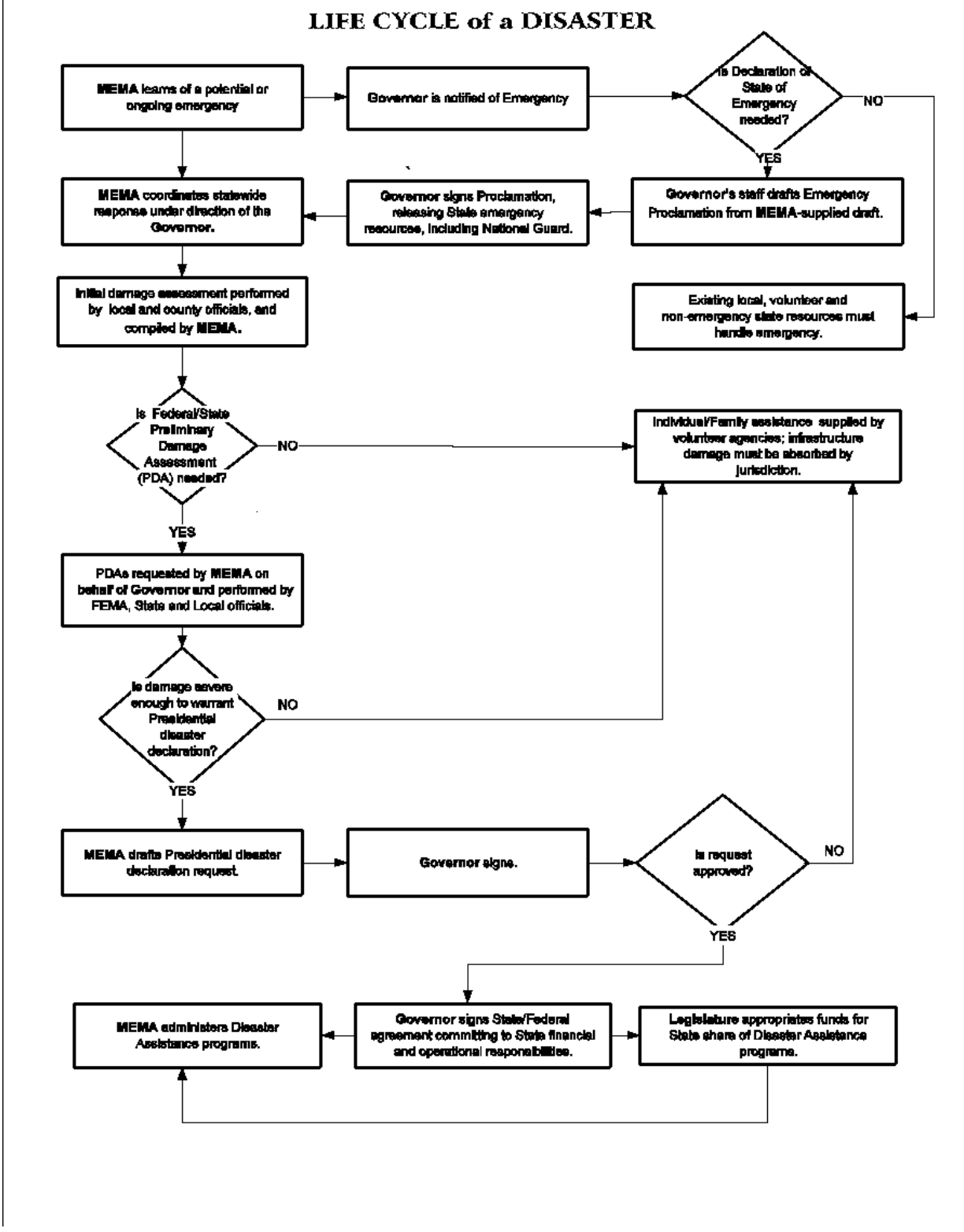
WebEOC is used by the State of Maine to document routine and emergency events. It is also used as a gateway to share information between the State Emergency Operations Center (SEOC) and federal, state, local public safety entities and critical infrastructure partners. Information is added in real-time and input by the State and County EMAs.

Appendix B: County Emergency Management Agencies

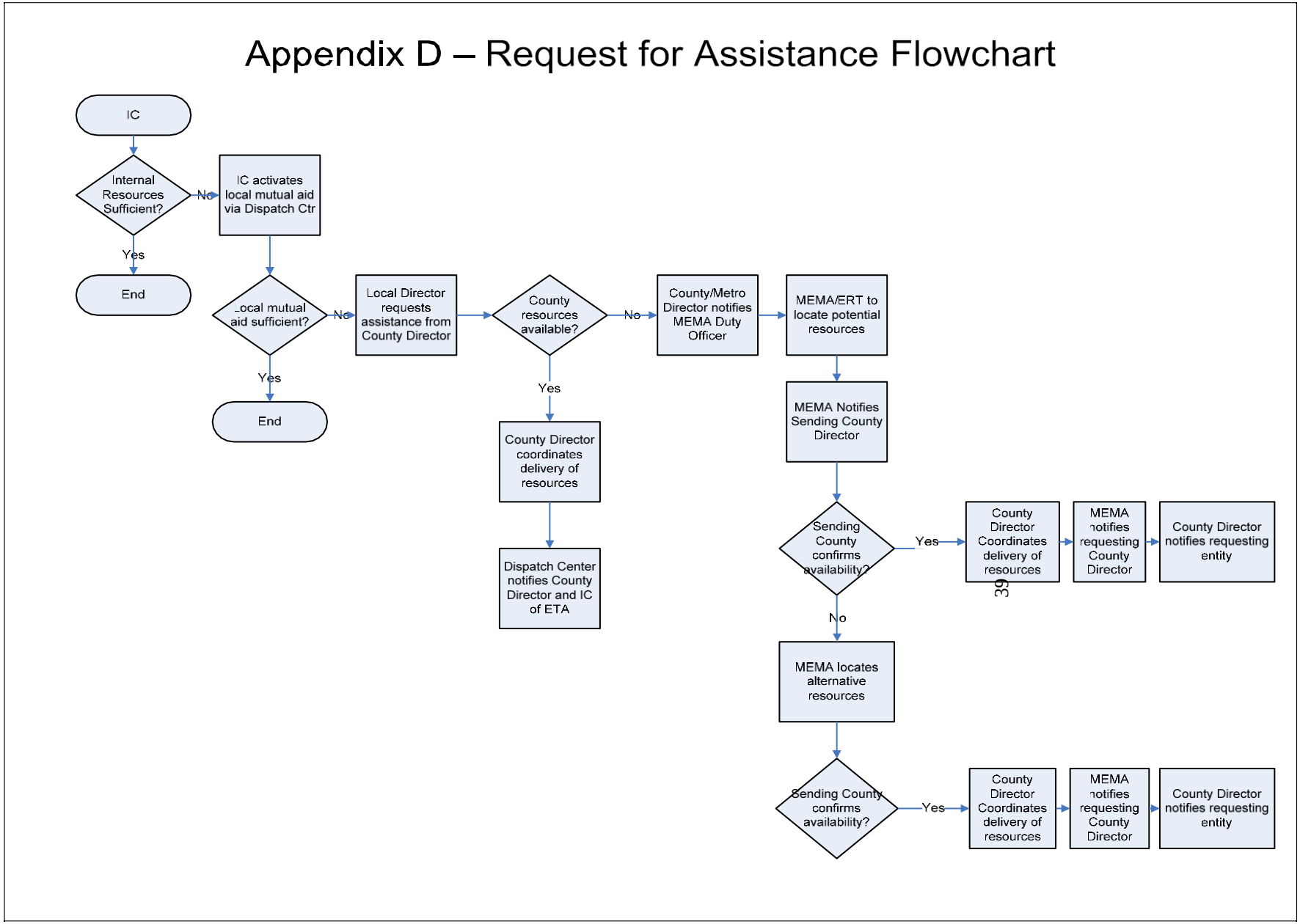
Androscoggin County EMA 2 College Street, Lewiston ME 04240-7101 EOC: Central Fire Station, 45 Oak Street Tel: 784-0147 Fax: 784-0149 E-mail: ema@androscoggincountymaine.gov	Hancock County EMA 50 State Street, Suite 4, Ellsworth, ME 04605 EOC: Same Tel: 667-8126 Fax: 667-1406 E-mail: ema@hancockcountymaine.gov
Aroostook County EMA 158 Sweden Street**,** Caribou, ME 04736 EOC: Same Tel: 623 -8407 Fax: 493-4397 E-mail: Darren@aroostookema.com	Kennebec County EMA 125 State Street, Augusta ME 04330 EOC: Same Tel: Fax: 622-4128 E-mail: kcema@kcema.org
Cumberland County EMA 22 High Street, Windham, ME 04062 EOC: Same Tel: 892-6785 Fax: 892-8617 E-mail: ccema@cumberlandcounty.org	Knox County EMA 62 Union Street, Rockland ME 04841 EOC: County Courthouse Tel: 594-5155 Fax: 594-0450 E-mail: kxeoc@knoxcountymaine.gob
Franklin County EMA 140 Main Street, Farmington ME 04938 EOC: Same Tel: 778-5892 Fax: 778-5894 E-mail: asimoneau@franklincountymaine.gov	Lincoln County EMA P.O. Box 249, Wiscasset ME 04578 EOC: County Courthouse, 32 High Street Tel: 882-7559 Fax: 882-7550 E-mail: ema@lincounty.me

Oxford County EMA 26 Western Ave, South Paris ME 04281 EOC: Same Tel: 743-6336 Fax: 743-7346 E-mail: ema@oxfordcounty.org	Somerset County EMA 8 County Drive, Skowhegan, ME 04976 EOC: Same Tel: 474-6788 Fax: 858-4216 E-mail: emergencymangement@somersetcounty-me.org
Penobscot County EMA 97 Hammond Street, Bangor ME 04401 EOC: Same Tel: 945-4570 / 942-8566 Fax: 942-8941 E-mail: bnuding@penobscot-county.net	Waldo County EMA 685 Swan Lake Ave, Swanville, ME 04915 EOC: Same Tel: 338-3870 Fax: 338-1890 E-mail: ema@waldocountyme.gov
Piscataquis County EMA 163 East Main St, Dover-Foxcroft, ME 04426 EOC: Same Tel: 564-8660 Fax: 564-3022 (Commissioners Office) E-mail: jduggan@piscataquis.us	Washington County EMA County Courthouse, PO Box 297, Machias ME 04654 EOC: Same Tel: 255-3931/3521 Fax: 255-8636 E-mail: wnemadirector@washingtoncountymaine.com
Sagadahoc County EMA High Street, PO Box 246, Bath ME 04530 EOC: County Courthouse Tel: 443-8210 Fax: 443-8212 E-mail: scema@sagadahoccountyme.gov	York County EMA 149 Jordon Springs Rd, Alfred ME 04002 EOC: Same Tel: 324-1578 Fax: 324-4997 E-mail: awcleaves@yorkcountymaine.gov

Appendix C: Disaster Life Cycle



Appendix D: Request for Assistance Flowchart



Appendix E: Acronyms

CA	Cooperative Agreement
CFR	Code of Federal Regulations
DAC	Disaster Applications Center
DOT	Department of Transportation
DRC	Disaster Recovery Center
DVEM	Department of Defense, Veterans and Emergency Management
EAP	Emergency Action Plan
EHS	Extremely Hazardous Substances
EMA	Emergency Management Assistance or Agency
EOC	Emergency Operations (Operating) Center
EOP	Emergency Operations Plan
EPCRA	Emergency Planning and Community Right to Know Act of 1986
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
GED	General Equivalency Diploma
HAZMAT	Hazardous Materials
HMGP	Hazards Mitigation Grant Program
ICS	Incident Command System
IS	Independent Study
LEPC	Local Emergency Planning Committee
MALEM	Maine Association of Local Emergency Managers
MEMA	Maine Emergency Management Agency
MEMCDC	Maine Emergency Management County Directors Council
NAWAS	National Alerting and Warning System

NFIP	National Flood Insurance Program
NRT	National Response Team
OSHA	Occupational and Safety Health Administration
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Service
RAP	Remedial Action Plan
REP	Radiological Emergency Preparedness
RPA	Request for Public Assistance
SARA	Superfund Amendments and Reauthorization Act
SCO	State Coordinating Officer
SERC	State Emergency Response Commission
SLG	State and Local Guide
SOP	Standard Operating Procedures
VOAD	Volunteer Organizations Active in Disasters

Appendix F: References

State

- State of Maine Emergency Operations Plan.
- Ingestion Pathway Plan for Seabrook Station.
- Ingestion Pathway Plan for Point Lepreau.

Federal

- FEMA Programs https://www.fema.gov/sitemap (Web Links to all FEMA Programs)
- ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT of 1974 As Amended Through P.L. 117-328, Enacted December 29, 2022
- A Guide to Federal Aid in Disasters, "May 2006."Shipping list no.: 2006-0307-P. "FEMA-262."
- Disaster Assistance: A Guide to Recovery Programs, FEMA-229 / September 2023
- Hazardous Materials Emergency Planning Guide, National Response Team, NRT-1
- Hazardous Materials Emergency Plan Review Guide, NRT 1-X. SERC 3/3/2000.
- 2020 North American Emergency Response Guidebook, U.S. Department of Transportation, DOT P 5800.5.
- FEMA Publication 1 https://www.fema.gov/sites/default/files/2020-03/publication-one_english_2010.pdf

Appendix G: Authorities

State

- Maine Constitution Article VIII. Part Second, Municipal Home Rule. Section 1.
- Title 37B, Chapter 13, Maine Revised Statutes Annotated (MRSA), the Maine Emergency Management Act, as amended.
- Title 37, Chapter 13, MRSA, an Act to establish the Governor's Emergency Powers
- Rule to Establish a Hazardous Materials Fee Schedule, 89-343, as amended by 89-507.
- Rule to Establish Dam Safety Procedures, 90-301.
- Executive Order #1, FY 88/89 July 6, 1988. An Order Establishing a State of Maine Emergency Response Team as Part of Maintaining a Comprehensive State Emergency Preparedness Plan.

Federal

- "The Robert T. Stafford Disaster Relief and Emergency Assistance Act" of 1988, PL 93-288, as amended by PL 100-707.
- Public Law 99-499 "Superfund Amendments and Reauthorization Act of 1986, SARA Title III, Emergency Planning and Community Right-to-Know".
- National Flood Insurance Act of 1968, Public Law 90-448, as amended by the Flood Disaster Protection Act of 1973, PL-93-234
- Flood Insurance Rules and Regulations, Federal Emergency Management Agency, 44 CFR.
- Housing and Urban Development Act of 1969, PL-91-152.
- Improved Civil Defense Program, Title V, Public Law-96-342.
- Dam Safety Law, Public Law 92-367, July 1972, as amended by Public Law 99-662, Title XII, Section B
- Guidance for SDS, Occupational Safety and Health Administration (OSHA), 29 CFR 1910.1200. https://www.osha.gov/laws-regs/regulations/standardnumber/1910/1910.1200AppD
- Hazardous Material Training Requirements, Emergency Responders Final Rule, OSHA, 29 CFR 1910.120 (effective March 1990) and Environmental Protection Agency (EPA) 40 CFR Part 311.
- HMGP and HMGP Post Fire: Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), Public Law 100-707 (Nov. 23, 1988), as amended, 42 U.S.C. § 5170c.
- BRIC: Section 203 of the Stafford Act, 42 U.S.C. § 5133.
- FMA: Sections 1366 and 1367 of the National Flood Insurance Act of 1968, Public Law 90-448 (Aug. 1, 1968), as amended, 42 U.S.C. § 4104c, 42 U.S.C. § 4104d.
- Mitigation Planning: Section 322 of the Stafford Act, 42 U.S.C. § 5165.
- Management Costs: Section 324 of the Stafford Act, 42 U.S.C. § 5165b.
- Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, Public Law 91-646 (Jan. 2, 1971), as amended, 42 U.S.C. Chapter 61.
- American Indian Religious Freedom Act of 1978, Public Law 95-341 (Aug. 11, 1978), 42 U.S.C. § 1996.

- Archeological and Historic Preservation Act of 1974, Public Law 93-291 (May 24, 1974), 16 U.S.C. §§ 469 - 469c.
- Archeological Resources Protection Act of 1979, Public Law 96-95 (Oct. 31, 1979), 16 U.S.C. §§ 470aa - mm.
- Clean Air Act Amendments of 1990, Public Law 101-549 (Nov. 15, 1990), 42 U.S.C. Chapter 85.
- Disaster Recovery Reform Act of 2018, Division D, Public Law 115-254 (Oct. 5, 2018).
- Federal Water Pollution Control Act (Clean Water Act), Public Law 92-500 (Oct. 18, 1972), 33 U.S.C. § 1251 et seq.
- Sections 10 and 14 of the Rivers & Harbors Appropriation Act of 1899; Chapter 425, 30 Stat. 1151 (March 3, 1899), 33 U.S.C. § 403 and 33 U.S.C. § 408, respectively.
- Coastal Zone Management Act of 1972, Public Law 92-583 (Oct. 27, 1972), 16 U.S.C. §
- Coastal Barrier Resources Act of 1982, Public Law 97-348 (Oct. 18, 1982), 16 U.S.C. §§ 3501 - 3510.
- Endangered Species Act of 1973, Public Law 93–205 (Dec. 27, 1973), 16 U.S.C. § 1351 et seq.
- Farmland Protection Policy Act, Subtitle I of Title XV, Section 1539-1549 of the Agriculture and Food Act of 1981, Public Law 97-98 (Dec. 22, 1981), 7 U.S.C. Chapter 73.
- Fish and Wildlife Conservation Act, Public Law 96-366 (Sep. 29, 1980), 16 U.S.C. § 2901.
- National Environmental Policy Act, Public Law 91-190 (Jan. 1, 1970), 42 U.S.C. § 4321.
- National Historic Preservation Act, Public Law 89-665 (Oct. 15, 1966), 16 U.S.C. § 470.
- Native American Graves and Repatriation Act of 1990, Public Law 101-601, (Nov. 16, 1990), 25 U.S.C. §§ 3001 - 3013.
- Resource Conservation and Recovery Act, Public Law 94-580 (Oct. 21, 1976), 42 U.S.C. § 6901 et seq.
- Wild and Scenic Rivers Act of 1968, Public Law 90-542 (Oct. 2, 1968), 16 U.S.C. § 1271

Regulations and other governing documents:

- 2 CFR Part 200: Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (as adopted by the Department of Homeland Security at 2 CFR Part 3002).
- 36 CFR Part 800: Protection of Historic Properties.
- 44 CFR Part 9: Floodplain Management and Protection of Wetlands.
- 44 CFR Part 25: Uniform Relocation Assistance and Real Property Acquisition for Federal and Federally Assisted Programs.
- 44 CFR Part 60: Criteria for Land Management and Use.
- 44 CFR Part 77: Flood Mitigation Grants.
- 44 CFR Part 80: Property Acquisition and Relocation for Open Space. Hazard Mitigation Assistance Program and Policy Guide C. Authorizing Statutes and Regulations 587
- 44 CFR Part 201: Mitigation Planning.
- 44 CFR Part 206, Subpart J: Coastal Barrier Resources Act.
- 44 CFR Part 206, Subpart N: Hazard Mitigation Grant Program.

- Federal Acquisition Regulation Subpart 31.2: Contracts with Commercial Organizations.
- Other applicable federal, state, local, tribal and territory laws; implementing regulations; and executive orders.

Executive Orders:

- Executive Order 11988 on Floodplain Management (May 24, 1977).
- Executive Order 11990 on Protection of Wetlands (May 24, 1977).
- Executive Order 12898 on Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (Feb. 11, 1994).
- Executive Order 13007 on Indian Sacred Sites (May 24, 1996).
- Executive Order 13166 on Improving Access to Services for Persons with Limited English Proficiency (Aug. 11, 2000).
- Executive Order 13690 on Establishing a Federal Flood Risk Management Standard and a Process for Further Soliciting and Considering Stakeholder Input (Jan. 30, 2015).
- Executive Order 13985 on Advancing Racial Equity and Support for Underserved Communities Through the Federal Government (Jan. 20, 2021).
- Executive Order 13990 on Protecting Public Health and the Environment and Restoring Science to Tackle the Climate Crisis (Jan. 20, 2021).
- Executive Order 14008 on Tackling the Climate Crisis at Home and Abroad (Jan. 27, 2021).
- Executive Order 14030 on Climate-Related Financial Risk (May 20, 2021)
- FEMA Directive 108-1, Environmental Planning and Historic Preservation Responsibilities and Program Requirements (Oct. 10, 2018).
- OMB Circular A-94, Guidelines and Discount Rates for Benefit-Cost Analysis of Federal Programs.

Federal Laws Prohibiting Discrimination in Emergency Programs Based on Disability:

- Hazard Mitigation Assistance Program and Policy Guide C. Authorizing Statutes and Regulations 588
- Rehabilitation Act of 1973, Public Law 93-112 (Sep. 26, 1973).
- Americans with Disabilities Act of 1990, Public Law 101-336 (July 26, 1990).
- The Stafford Act, Public Law 100-707 (Nov. 23, 1988).
- Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295 (Oct. 4, 2006).
- Fair Housing Act Amendments of 1988, Public Law 100-430 (Sep. 13, 1988).
- Architectural Barriers Act of 1968, Public Law 90-480 (Aug. 12, 1968).
- Individuals with Disabilities Education Act of 1975, Public Law 101-476 (Oct. 30, 1990).
- Telecommunications Act of 1996, Public Law 104-104 (Feb. 8, 1996).
- Twenty-First Century Communications and Video Accessibility Act of 2010, Public Law 111260

Appendix H: Links

- Federal Emergency Management Agency (FEMA) https://www.fema.gov/sitemap
- US Department of Agriculture USDA) https://www.usda.gov
- Maine Emergency Management Agency (MEMA) www.maine.gov/mema/home/
- Maine Association of Local Emergency Managers (MALEM) www.malem.org/
- Maine Department of Public Safety www.maine.gov/dps/home
- Maine Department of Environmental Protection www.maine.gov/dep/
- Maine Department of Inland Fish and Wildlife www.maine.gov/ifw/
- Maine Department of Health and Human Services www.maine.gov/dhhs/
- Maine CDC Public Health Preparedness www.maine.gov/dhhs/mecdc/public-health-systems
- Maine Department of Agriculture, Conservation and Forestry (DACF) www.maine.gov/dacf/
- Maine Office of Family Independence (MOFI) www.www.maine.gov/dhhs/ofi
- Maine Office of Aging and Disabilities Services (MOAD) www.maine.gov/dhhs/oads
- Maine Housing Authority www.mainehousing.org/
- Maine Voluntary Organizations Active in Disaster (MVOAD) www.mevoad.org
- 211 Maine www.211maine.org/

Appendix I: Local Emergency Management Program Checklist

- We have appointed an EMA director and the program has an adequate budget and the support of the town's governing board.

- We have an appropriate and functional site designated to serve as the town's Emergency Operations Center (EOC). The EOC has adequate communications capability (radio, phone, FAX).

- The local Director and the County EMA Director have a good ongoing working relationship and we keep the County Director informed about what is happening in my town. I attend EMA meetings sponsored by the county.

- The local Director has people trained to assist with emergency response actions.

- My town participates in the National Flood Insurance Program.

- A hazard-identification for my town is completed and is reviewed periodically and the actions to respond to these hazards have been identified.

- We've identified both available and needed resources to respond to these hazards.

- We have an awareness of our vulnerable populations.

- A capability assessment is done and is reviewed as hazards or resources change.

- We have an updated Emergency Operations Plan that follows state guidelines and is coordinated with the County EOP, local hospital, and the LEPC plan.

- My town has an EMA ordinance to facilitate emergency response.

- We take part in local, state, hospital, and county-wide drills and exercises.

- Our EMA director, code enforcement officer, planning boards, and road commissioner work together to identify mitigation opportunities.

- EMA training is encouraged and taken advantage of by the director, officials, and residents of my town.

- Have Mutual Aid Agreements for reciprocal emergency, disaster aid and assistance been written, coordinated, and approved.

- We understand FEMA's disaster programs and know how to access them.

- We have a team trained to rapidly collect and report damage assessment information to the county.

- The Director understands how the various levels of government work and how to get things done within the system.

- Citizens and officials of the town are kept aware of the EMA's activities and other emergency public information.

If you need help with completing any of these steps, contact your *County EMA Director*

Appendix J: Maine Basic Emergency Manager Program Administration

Background

Maine Basic Emergency Manager (BEM) is a program that is intended to provide a "Basic Training" curriculum for local EMA Directors or those that aspire to enter the field of Emergency Management. This training is a combination of online and classroom courses and workshops. Upon completion of each level the respective County Emergency Manager will recognize the student with a completion certificate from the Maine Emergency Management County Directors Council.

Course Instruction

Independent Study Courses – Instruction provided at no cost and done online through the Federal Emergency Management Agency

G – Level Courses: Classroom or combination online/group sessions provided by the respective County Emergency Management Agency

County Workshop: In person workshops provided by the respective County Emergency Management Agency

Process

1. Student completes all required training courses as listed on curriculum guidance and requests recognition from County EMA Director

2. County EMA Director reviews student checklist and verifies completion of level.

3. County EMA Director provides appropriate level of recognition including certificate and passes information onto the Maine Emergency Management County Directors Council professional development chairperson to be entered in the statewide database managed by the council.

4. ***Only when these benchmarks have been met, would the student then be able to use the credentials of MBEM or MBEM-2.***

Maine Basic Emergency Manager

Student Progress Checklist

Student Name: _____

Level 1 – Emergency Management Orientation Independent Study

_____ IS 559 Local Damage Assessment

_____ IS 700 Introduction to NIMS

_____ IS 100 Introduction to Incident Command System

_____ IS 230 Fundamentals of Emergency Management

_____ IS 800 National Response Framework

Interactive Training County Workshop

_____ Emergency Operations & Reporting Course Objectives:

- Determine the role of Emergency Manager
- Determine the need for updated EOP's.
- Define the need for EOC's.
- Describe how and when to complete situation reports.
- Identify the need/use for Web-EOC

_____ Damage Assessment and Reporting Course Objectives

- Determine why damage assessments are done.
- Understand the difference between "Preliminary Damage Assessments" and the different types of "FEMA Damage Assessments."
- Determine what data is needed.
- Determine how that data is obtained.
- Identify the required forms and the process to complete them.

Level 2 – Practical Application Classroom or Combo Online/Group Session

_____ IS-2200 Basic EOC Function ***AND*** Participation in an actual event (or exercise) county level EOC.

Activation ***OR*** G-191 ICS/EOC Interface

_____ IS-235 Emergency Planning ***WITH*** copy of a written EOP they worked on ***OR*** G-235

Emergency Planning with a copy of a written EOP they worked on

_____ IS 120 Introduction to Exercises or HSEEP (preferred) ***AND*** Participation in an exercise.

_____ IS 703 NIMS Resource Management

Interactive Training County Workshop

_____ Disaster Recovery

Course Objectives:

- Review disaster declaration process
- Review public assistance.
- Review individual assistance.

_____ SERC/LEPC Overview

Course Objectives:

- What is the SERC?
- What is the LEPC?
- Review of responsibilities
- Review of LEPC bylaws

***Workshop objectives are set as course minimums. County Directors are free to add items to these programs beyond those minimum objectives**