

# **Maine Emergency Management Agency**

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## **GUIDELINES for LOCAL EMERGENCY MANAGEMENT DIRECTORS**



**GUIDELINES  
FOR  
LOCAL EMERGENCY MANAGEMENT  
DIRECTOR**

This project was funded with Federal funds from the Department of Homeland Security under FEMA Project Number 2005-GE-T5-0053. The contents do not necessarily reflect the views of the Federal Emergency Management Agency.

**Maine Emergency Management Agency  
1-207-624-4400  
Revised March 2006**

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## ***INTRODUCTION***

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 communities' 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 communities 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.

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## 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 keeping the plan up-to-date; establishing working relationships with other EMA Directors, emergency services personnel, fraternal and service organizations, your local Red Cross Chapter, 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.

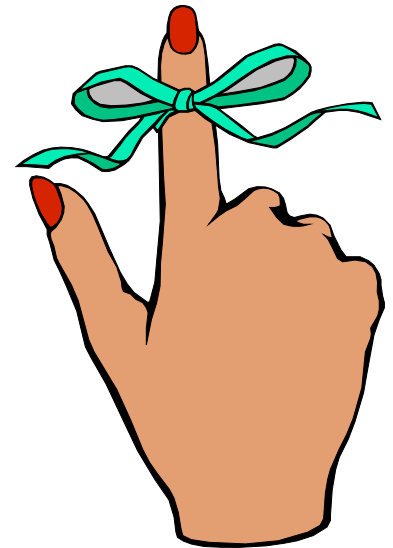
Here are a few additional things to remember:

- 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*.



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## 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 (See Appendices E and F). 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 as Appendix F at the back of this handbook.

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## 4. 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 systems; the National Warning System (NAWAS); and the State EMA radio network. The County EMA is your link with State agencies, and is authorized to access the Emergency Alert System (EAS—formerly Emergency Broadcast System, EBS). 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 interjurisdictional 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 Operating 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 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.

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#### 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 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*.



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## 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, in order 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 areas most likely to be affected;
  - Actions to minimize damage;
  - Identification of personnel, equipment, and supplies required to implement the preceding actions, to include procedures for accessing these resources;
  - Recommendations to appropriate public and private agencies of all preventive measures found reasonable in light of 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 Red Cross.)

4. The director of each local civil emergency preparedness organization shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid arrangements for reciprocal civil 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.)

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## 6. LOCAL EMA DIRECTORS CHECKLIST

*Note: Emergency phases may overlap*

### **Preparedness Phase Actions:**

1. Set up the planning team
2. Assist agencies in the development of SOPs
3. Develop Emergency Operations Plan
4. Identify hazards that could impact community
5. Assess vulnerability to these hazards
6. Identify lines of succession for elected officials and emergency response agencies
7. Establish an Emergency Operations Center
8. Talk to the County EMA Director about procedures to access the Emergency Alert System
9. Establish a 24-hour community warning point and fan-out system
10. Develop written Mutual Aid Agreements
11. Inventory available resources
12. Assess communities capability to respond to the hazards that could affect the community
13. Appoint key EOC Staff
14. Train EOC Staff
15. Establish an exercise program schedule

### **Response Phase Actions:**

1. Start and maintain an event log: include date, time, persons reporting, key information, factors weighed, and decisions reached
2. Implement the local emergency plan
3. Provide public warnings
4. Brief Elected Officials regularly
5. Activate and staff local EOC
6. Test and activate communication equipment
7. Designate a Public Information Officer
8. Remind staff to keep complete logs of actions, financial records, and calls
9. Notify the County EMA Director regularly of:
10. EOC Activation
11. Status of Emergency
12. Unmet needs
13. Notify:
14. Amateur Radio RACES Groups
15. American Red Cross Chapter
16. Volunteer Groups
17. Social Service Agencies
18. Local Hospital
19. Media
20. Special Needs Groups

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21. Conduct regular staff briefings
  22. Check weather forecast, high tide information, current conditions, etc.
  23. Coordinate the mobilization of community emergency response resources
  24. Gather situation reports from response groups at the disaster site
  25. In consultation with EOC Emergency Response Agency Liaisons and Elected Officials assess the need for:
    - Evacuation
    - Shelter
    - Emergency Feeding
    - Medical Care
    - Law Enforcement and Security
    - Other Emergency Units
    - Road/Street Clearance
  26. Evaluate need for outside assistance
  27. Assess need for establishment of a curfew
  28. Ensure that Law Enforcement has set up patrol of evacuated areas and restricted access
  29. Verify all information received
  30. Schedule regular media briefings or press releases

### **Recovery Phase Actions:**

1. Release outside assistance, including volunteers
2. Ensure the return of borrowed or rented equipment and supplies
3. Reduce or remove restrictions in disaster area
4. Mark a map of the community to show damage sites and types of damage
5. Estimate damages to town-owned facilities, and the cost of public personnel services in the repair and clean up in these categories (Use Form 7):
  - Debris Removal
  - Emergency Measures
  - Roads/Streets/Bridges/Culverts
  - Water Control Facilities
  - Public Buildings
  - Private Nonprofit Facilities
  - Other, such as Parks or Recreational
6. Identify the effects of damage on people and delivery of essential public services, determine:
  - Number dead, injured, missing, and homeless
  - People needing shelter, food, or clothing
  - Number in shelters
  - Number evacuated
7. Collect information to determine damages to:
  - Private residences
  - Business and industry
  - Municipally owned property
  - Farms
  - Schools
  - Hospitals, nursing homes
8. Report this information to your *County EMA Office* by phone. Mail or FAX *Maine Damage*

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*Assessment Form 7 to the County EMA. Report severe damages as soon as you know of them, even if you cannot make a good cost estimate. This will alert County and State officials that a major problem exists in your community.*

9. Request State/Federal Assistance through the County EMA Director, if necessary
10. Photograph as much damage as possible, for documentation
11. Maintain records of labor, equipment, and materials used in disaster response
12. Participate with Federal/State/County Preliminary Damage Assessment Team

If a **Presidential Declaration** is received:

13. Receive notice of Presidential Declaration of Disaster
14. Meet with State and Federal EMA representatives at an Applicants' Briefing to complete a *Request for Public Assistance Form [RPA]* for federal assistance
15. Provide space for Disaster Recovery Center (DRC), if needed
16. Provide a representative at DRC, if requested.

**After each disaster operation:**

17. Assure proper notification of relatives of victims
18. Ensure debris clearance
19. Activate decontamination, if applicable
20. Keep public informed
21. Obtain crisis counseling for victims and responders
22. Critique communities response to the disaster
23. Prepare report for official records
24. Update/revise emergency plans

### **Mitigation Phase Actions:**

Review factors that could be improved to lessen the impact of a similar disaster. Consider:

1. Building codes
2. Use of Disaster/Flood insurance
3. Land use management
4. Risk mapping
5. Location of homes and businesses
6. Statutes/Ordinances
7. Public Education

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## 7. HAZARD ANALYSIS

In order to begin the disaster planning process and to determine what type of and how many resources will be required to handle emergencies in your jurisdiction, you must first determine which threats exist.

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

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

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

The "maximum threat" of a hazard is known as the *worst case scenario*. In determining it, the community's Emergency Manager will assume both the greatest potential event and the most extreme impact possible—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 hazard's maximum threat upon a community allows the emergency manager to be aware of the community's utmost needs in preparedness for protection of life and property. "Maximum threat" is expressed in terms of human casualties and property loss.

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

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

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

In determining its vulnerability to hazards, a community's 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.

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



PEOPLE		PROPERTY	
At home:	Aged Children Non-English Speaking Individuals with Disabilities	Vital Facilities:	Emergency Facilities Transportation Systems Hospitals Utilities Dams Residences Stores and Warehouses Offices and Factories Business/Government Inventories Farm Crops Shopping Malls Schools Prisons
In Institutions:	Schools Hospitals Prisons Group Homes		
In Transit			
At Work			

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

### HAZARDS POSSIBLE IN MAINE COMMUNITIES

- Blight/Infestation\*
- Building/Bridge Collapse\*
- Civil/Political Disorder (Armed Conflict, Demonstration, Economic Emergency, Hostage Incident, Riot/Violence, Strike/lockout, Sabotage, Weapons of Mass Destruction)\*
- Contamination of Food/Drinking Water/Air/Soil\*
- Dam Failure\*
- Drought
- Earthquake
- Energy Shortage/Power/Utility Failure\*
- Epidemic/Disease\*
- Erosion/Coastal Erosion
- Flood (Flash, Riverine, Urban)\*
- Hazardous Materials (Fixed Facility, Marine Oil Spill, Transportation)\*
- Hurricane/Tropical Storm
- Landslide\*
- Summer Storm (Severe)
- Tornado
- Transportation Incident—Passenger\*
- Urban Fire\*
- Wildfire\*
- Winter Storm (Severe)

\* These hazards could be initiated as a result of a terrorist act. The impact sites would need to be protected as a possible crime scene during response activities.

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## 8. RESOURCE IDENTIFICATION

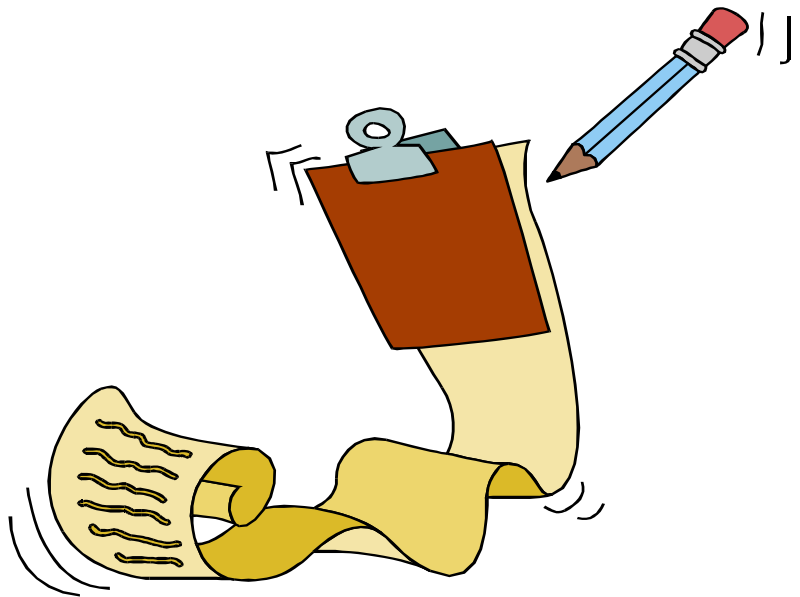
Once the hazard analysis has been completed, the resources needed to respond to the known risks must be identified, compiled, and listed. Emergency response resources available to the community include personnel, training records, special structures, equipment, and supplies. These resources may belong 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 his community.

Deficiencies can be cataloged, and sources capable of furnishing these *unmet needs* can be identified in a predisaster 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, standby contracts with your town's commercial suppliers, and the development of contingency plans.

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

Close contact with your County Emergency Manager on response and shelter resource database development is recommended.





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## 9. PLANS and EXERCISES

Maine law (Title 37B MRSA Chapter 13) requires a Comprehensive All-Hazard Emergency Response Plan for each town. Concern for the health and safety of Maine's citizens is the basis for that law. Every town should have at least a simple Emergency Operations Plan (EOP).

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

**Basic Plan:** This is an overview of Emergency Management functions. It includes the Hazard Vulnerability Assessment Report that details the hazards that threaten the town and the areas and populations that may be effected by each hazard.

**Functional Sections or Annexes:** Each should describe generically how these functions are performed in the community.

**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.

**Shelter:** 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 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

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personnel costs, and to private non-profits for property loss.

**Hazard Mitigation:** How damage from expected emergencies, identified in the basic plan, can be minimized or eliminated.

Any special requirements for a particular hazard should be addressed in **Hazard Specific Appendices** that are attached to each annex.

MEMA makes available to *County EMA Directors* two generic plan models. One model is a rather detailed plan aimed at the county level which can also be applicable to larger communities, and the second model is a briefer “checklist plan” which contains just the essential plan elements and is intended for use by smaller communities. These sample plans make it easier to develop an effective plan in the proper format. Copies of both of these model plans may be obtained from *your County EMA Office*.

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.

### **Exercising the Plan**

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:

- promote preparedness;
- test or evaluate emergency operations, policies, plans, procedures, or facilities;
- train personnel in emergency response duties;
- display the interaction that occurs with other responder groups during large emergencies; and
- Demonstrate operational capability.

Exercises consist of the performance of duties, tasks, or operations similar to the way they would be performed in a real emergency. However, the exercise performance is in response to a simulated event. These exercises may be Table-Top exercises, Functional drills, or Full-Scale exercises.

A critique of the exercise often results in the identification of ways to improve sections of the plan.

Help is available from the State and County EMAs in developing, designing, executing, and evaluating exercises.

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## 10. RESPONSE OPERATIONS

Efficient disaster response depends on a strong, organized, and visible government. Effective communication among the community's policy makers and all response agencies creates better protection of lives and property.

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

To use the expertise and decision-making capabilities in the EOC effectively requires accurate and complete information about the disaster. Within the EOC, there needs to be a means of obtaining and disseminating this rapidly changing information. This is accomplished by each response agency assigning a liaison to the EOC.

The liaison does not direct the response but interacts with the other agency representatives at the EOC and explains to the elected officials what is happening and why. 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 particular 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 be up-to-date on what is happening. The various agencies will also know what the other agencies are doing and how those actions may affect their own department's efforts. Ideally, the staff in the EOC will be able to anticipate problems and recommend solutions to the elected officials before citizens are affected.

The complexity of the EOC will vary with the size of the community, its needs, and its assets. In some counties, and at the state level, elaborate computer equipment located in dedicated complexes can be manned 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. In any event, the following needs should be considered:

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

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

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and for training will probably be found.

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

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

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

While in the activated EOC you must be accessible to the media and the public. Media briefings or press releases 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), establish relationships with local media, handle rumor control in the EOC, and draft press releases 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

<i>Policy Group</i>	Directs and controls emergency operations. Makes decisions. This Group includes: elected or appointed officials.
<i>Coordination Group</i>	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 the 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 the Operations Officer in the EOC and their respective agencies in the field. This Group includes staff from communications and dispatch, volunteer groups, logistics, and procurement personnel.
<i>Operations Group</i>	Incident Command. Field Service Chiefs. They are responsible for their agency's emergency operations. They

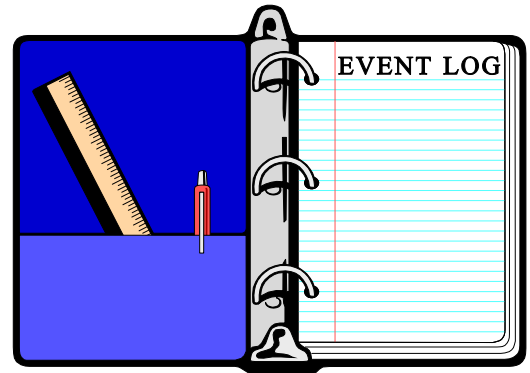
	carry out the decisions of the policy makers and coordinate with the EOC. They ensure that policies and procedures are carried out.
<i>Response Group</i>	Front-line personnel and equipment designated to execute the SOPs. They control the emergency, protect lives and property, and monitor hazard conditions. They operate under the direction of their own department chiefs and the incident commander.

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

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

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

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



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

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

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

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## 11. HOMELAND SECURITY

### 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 director and may be found on the MEMA web site.

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 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 director or the Assistant to the Director for Homeland Security at MEMA.

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## 12. 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. In an effort 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 condition
- 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.

<b>High Hazard Potential</b>	<b>Significant Hazard Potential</b>	<b>Low Hazard Potential</b>
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 assure 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 in order 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>.

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### 13. DAMAGE ASSESSMENT

As soon as possible after an emergency, local damage assessment should begin. The standard MEMA Form 7, *Damage and Injury Assessment Report* should be used to send damage information to the *County EMA Director*. It identifies the crucial information needed from each community. (A copy of this form should be included in Appendix A. Call your County Director if it is missing.)

Only the Governor can request a federal disaster declaration after certifying the expenditure of state, county, and local funds and damage. 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. Expenditure records, time logs of town employees' work schedules, and photographs of the damage should also be preserved. Photographs of the damage provide the most conclusive evidence. Take pictures of the damage, the repair work, and completed restorations. **You cannot take too many pictures.**

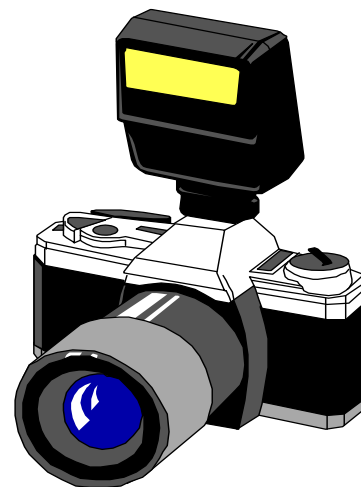
There is often an amount of damage per site that must be exceeded in order to be considered eligible for Federal Assistance. This amount may vary, so verify this trigger amount for each event. The 1998 figure was one thousand dollars. In 1999 this rule changed so that now several similarly damaged sites in close proximity may be lumped together to achieve the thousand dollar trigger.

If damage assessment has been approached in a systematic way, costs will be well documented. Federal and state agencies require an audit trail from the approval of the expenditure to the canceled check, and the inspectors will need conclusive proof that the work was completed.

You will have good documentation if you:

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

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





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more reliable if the estimators are familiar with conditions before the emergency. When exact figures are not available, reasonable estimates should be used. 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 federal workers at a later stage in the process.

The Form 7 information should be reported (via telephone, radio, FAX, or computer modem) to your County Emergency Management office **as soon as possible**. Do not necessarily wait for the entire form to be completed. Partial reports are acceptable, with updates relayed as information is gathered. You should verbally submit a complete report *within 24 hours of the request for information* from your *County EMA* or the Maine Emergency Management Agency (MEMA). Then mail, hand deliver, or fax a copy of the form to your County EMA office.

The purpose of doing the damage assessment is to determine if assistance is needed and what type of assistance is required. Your assessment may be the basis for a Presidential Disaster Declaration. Eligibility for federal assistance is usually determined by the cumulative amount of damage gathered from Form 7 information received from communities all over the state. Your information, even though it may seem insignificant by itself, may be enough to put the total damage figure above the amount needed to allow the State to request federal assistance.

You should not wait for a call from your county director to start collecting damage information. Whenever damage has occurred, it is up to you to be certain that the County EMA is aware of it. **Damage reporting should be routine—don't wait to be asked.**

Following the local assessments reported up through the chain to the Counties and State EMA, if the amount of damage approaches the amount needed for a Presidential Declaration, FEMA will join with State inspectors and come to the local level to view your damage sites. FEMA calls this a **Preliminary Damage Assessment (PDA)** because it is THEIR preliminary step in the declaration process—not that it is the first for you or MEMA.

Workshops are given periodically to train local damage assessment teams on how to fill out the Form 7. Call your *County EMA Director* to schedule training for your local team.

A sample copy of Form 7 and the instructions for filling out the form are included as Appendix A of this handbook, can be received from your *County EMA Office*, or can be found on-line on the MEMA webpage at <http://www.maine.gov/mema/forms/index.htm>.

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## 14. 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 ahead 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, 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 non profit 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 is rarely requested in Maine.

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 also 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.

**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 joint assessment may be prepared through the use of two different teams: one to assess damage to government infrastructure (roads, public buildings, etc) and to certain private non-profit agencies, and the other evaluating the damage to businesses, homes and families. Each team will need a

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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.

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

1. Issue a presidential declaration of a MAJOR DISASTER which would free all the resources of the federal government for assistance.
  - Assistance in a Major Disaster declaration can come in three different forms, depending on the identified needs and Governor's request:
    - The Individuals and Households Program and other assistance to people and businesses, or
    - Public Assistance grants to local jurisdiction and certain non-profit agencies for infrastructure, or
    - Both the Individuals and Households Program and Public Assistance grants.
  - The Associate Director of FEMA designates the types of assistance that will be made available.
2. Issue a presidential declaration of EMERGENCY which would focus on specific assistance needed to supplement state and local efforts to save lives, protect property, public health, and safety; or lessen the threat of future disaster.
3. Provide DIRECT ASSISTANCE from various federal departments through their own emergency or normal programs without a presidential declaration.

If the President declares an EMERGENCY or MAJOR DISASTER a Federal Coordinating Officer (FCO) will be assigned to coordinate federal assistance. The governor will appoint a State Coordinating Officer (SCO), usually a senior staff person from MEMA. The SCO is the main liaison between the FCO and State, county, and local officials. Once on the scene, the FCO is responsible for an initial appraisal of needed assistance. The FCO is also responsible for coordinating all the federal agencies and programs involved in assistance. A Disaster Recovery Center is established and is staffed by state and federal employees. Its purpose is to coordinate services, and it is not open to the public.

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 Teams may also be established as needed. They are staffed by program representative's as well local officials and agencies that may be able to offer other assistance. Staffing varies since it involves representatives to give applicants further information to be present, waiting for clients who may have questions. For Public Assistance communities and non-profit organizations are given information and applications for assistance at conveniently held Public Officials Applicant Briefings.

Federal 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

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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.

Coordination during recovery for all programs will be through the Disaster Recovery Center while it is in operation, and then through MEMA'S offices. The following descriptions give an overview of the most commonly used programs. Federally funded programs are available with the appropriate declaration, evidence of need, and other requirements noted here or in the law. 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. Citizen Corps Councils may also help in this effort.

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 who wish to participate. This is a volunteer effort.

The following sections refer to the types of MAJOR DISASTERS [i, ii, or iii] listed on page 28:

*i or iii: 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 emergencies and major disasters declared on or after October 1, 2003 is \$ 25,600. There are further restrictions. For this year, the maximum amount that can be used for Repair Assistance of a home is \$5,100 and for Replacement of a home is \$10,200.

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 in order to be able to assess the recovery progress and the quality of assistance.

*i or iii: 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.

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*i or iii: Disaster Unemployment Assistance:* Included in the Stafford Act, this program can be implemented by the Maine Department of Labor when need is shown. Such information can be noted on the Damage Assessment. It has been implemented in Maine in the past.

*i or iii: Disaster Legal Services:* Legal advice, counseling and representation in non-fee generating cases may be provided free to low-income individuals who require them as a result 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.

*i or iii: 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.

*ii or iii: 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.

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

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 Citizen Corps Council, 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 web site at <http://www.maine.gov/mema/voad/>.

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 current status of these programs.

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## 15. 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.

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 local 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, 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, federal share is 75%; local share is 25%
- **Competitive:** The FMA and HMGP grants are state competitive; the PDM-C is nationally competitive.

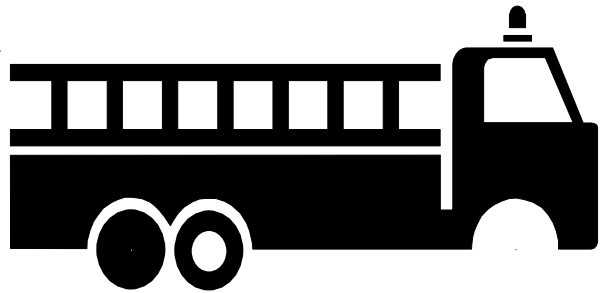
For more information about the Program, contact the MEMA offices at (800) 452-8735. To view the State Hazard Mitigation Plan or get information about upcoming workshops, go the MEMA website at [www.maine.gov/mema](http://www.maine.gov/mema).

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## 16. 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 provides training to all emergency responders and EOC personnel. Other specialized training is provided for emergency response units. Fire response training is available through Maine Fire Training and Education, the National Fire Academy, and private contractors. Police training is available at the Police Academy in Waterville. 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 response units are the building blocks of a well planned emergency preparedness program. Developing relationships and operating procedures with them daily will provide smoother emergency response in a period of disasters.

### **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. Additional courses are being developed all the time. These courses are an excellent way to begin and continue your Emergency Management education. These courses and others can be accessed at the FEMA website at <http://training.fema.gov/EMIWeb/IS/>.

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 Training webpage at <http://www.maine.gov/mema/training.shtml>. Students can also apply through MEMA to attend classes at the Emergency Management Institute in Emmitsburg Maryland.

MEMA sponsored classes are usually provided at no cost to the student. MEMA may furnish lodging and some meals. These arrangements frequently change; please check the specifics for any class you are interested in.

Upcoming courses are listed on the back page of the MEMA *Messenger*, the newsletter for Maine's EMA community. The *Messenger* is published quarterly each year. Please contact your *County EMA Director* for more information on available training, for the course registration form, and to be added to the MEMA mailing list if you are not already receiving your copy of the *Messenger*.



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## 18. 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 also 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 as a way 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.

Maine Citizen Corps is administered through the Maine Emergency Management Agency. A State Coordinating Council meets quarterly and includes a very diverse representation of Maine including emergency management, first responders (Police, Fire, EMS), hospital associations, Bureau of Health Regional Resource Centers, labor unions, volunteer service commission representatives, American Red Cross of Maine, other non governmental and non profit/private sector representation. For more information please contact your County Emergency Management Director, the Maine Citizen Corps contact at MEMA, or <http://www.citizencorps.gov>.



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## 19. HAZARDOUS MATERIALS CONCERNS:

### EMERGENCY PLANNING & COMMUNITY RIGHT TO KNOW ACT

**The Emergency Planning and Community Right to Know Act of 1986**, known as EPCRA, creates a strong working relationship between business and industry and the State, its counties, and municipalities to protect our citizens from the dangers of hazardous materials releases.

Maine's **Title 37-B, Chapter 13, Subchapter III-A**, which adopts the EPCRA requirements for Maine, requires local emergency planning committees (LEPCs) in each county to develop emergency response plans for local response to accidents at facilities which contain hazardous chemicals and along transportation routes. The committees are made up of elected officials, members of emergency response groups including emergency management, industry representatives, and other concerned citizens who are responsible not only for planning but also for providing information on chemical hazards to the citizens of each county.

EPCRA was designed to address only one specific type of disaster: hazardous materials. The law has several provisions, including requirements for reporting releases of chemicals and requirements for the protection of responders. The Emergency Planning and Community Right-to-Know act has great impact on the EMA community.

EPCRA requires every facility, public or private, which routinely has on hand more than a "threshold quantity" of hazardous chemicals (Two levels: The most hazardous designated as *Extremely Hazardous Substances* or EHS; and the less dangerous *Hazardous Chemicals*) to report the name, amount, and location of the chemical to three levels of government. This requirement may impact municipal swimming pools and waste treatment plants, in addition to most industrial facilities in the state. EHS facilities must develop on-site emergency response plans. If you have an EHS facility in your community, your EOP should be coordinated with their on-site plan.

This act also provides for fees to be paid to the State Emergency Response Fund by facilities which store or release toxic chemicals. The state uses these funds to maintain the MEMA Hazardous Materials program, provide for the resource needs of the LEPCs, and to fund local HazMat training programs for public safety responders.

The activities of the LEPC are overseen by the State Emergency Response Commission (SERC) which is chaired by the Director of MEMA.

A LEPC Handbook which has been developed by MEMA for LEPC members provides information regarding roles and responsibilities of the LEPCs.

Contact your *County EMA Director* to learn more about your County LEPC and its activities.

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## 20. LOCAL EMERGENCY MANAGEMENT PROGRAM

### SELF-ASSESSMENT 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 meeting 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 civil disaster aid and assistance been written, coordinated, and approved.
- We have an understanding of 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*.

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## Appendix A      **EMA Reporting Forms**

Reporting is an important part of the disaster documentation process. Use the following forms when reporting disaster information to the county. These forms are an important part of the official disaster paper trail. This documentation is also used to identify problem areas to justify future mitigation projects, as a historical record of the disaster, for improving your community's disaster response, and to protect against litigation actions. These forms ask for the specific information needed for higher levels of governments' disaster response, the Governor's State of Emergency Proclamation process, and eligibility for the various Federal Disaster Programs. You will be asked to provide additional information in the event of a Presidential Declaration.

**Situation Reporting Form:** To be used as necessary to report the status of the event to the County EMA Director. [See your County Director to determine if your county uses a special form for local Sit-Reps]

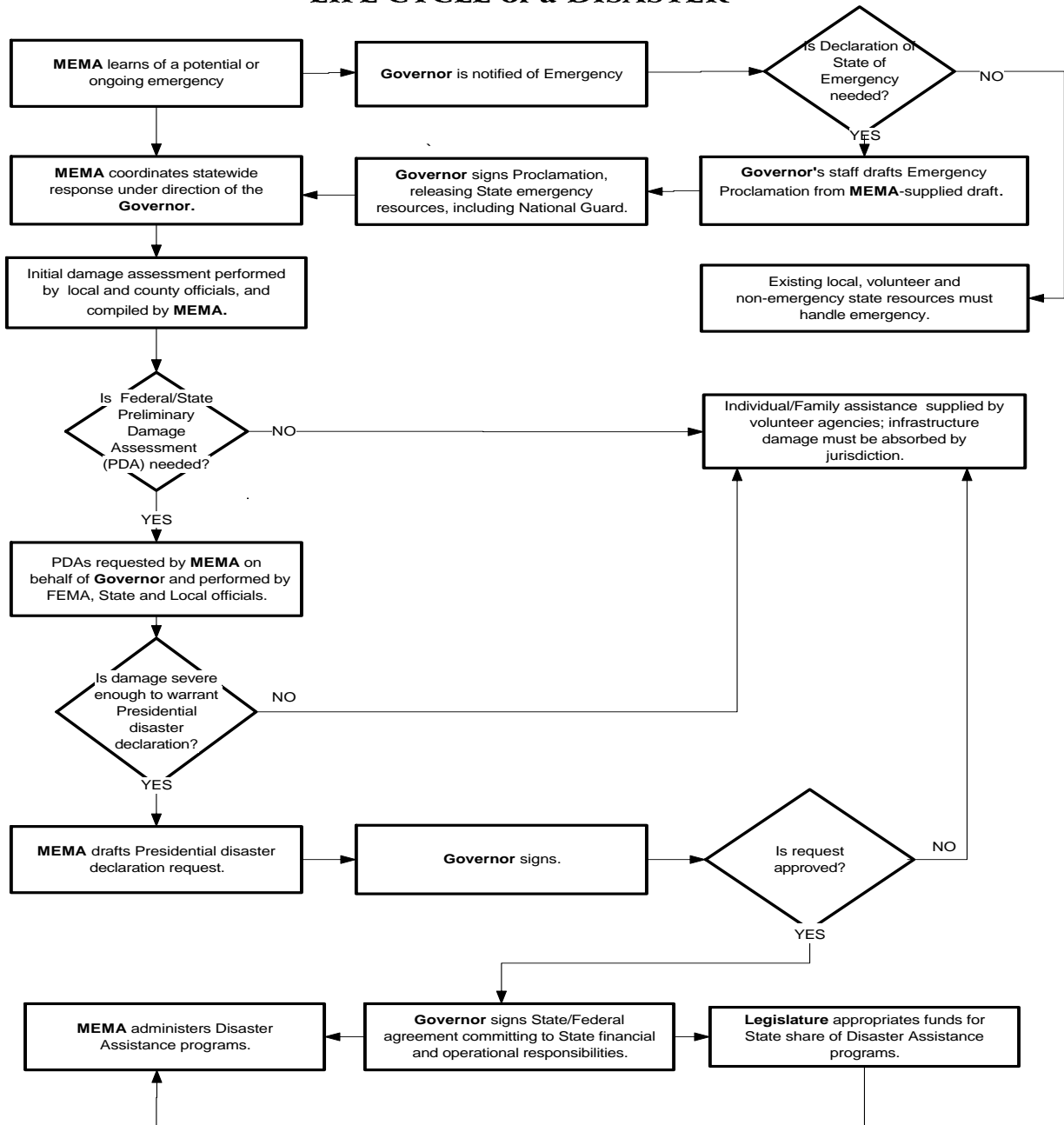
**Resource Request Form:** To request resources from the County. It is used when unmet resource needs exist. All local resources, mutual aid agreements, private and nonprofit resources must have been exhausted.

**Damage Assessment Form 7:** To report damage to the county. The first page is for documenting damage to public property. The back page documents damage to private property. If applicable, information should be entered on both sides when submissions are made.

**Form 7—Instructions:** Form must be submitted within 24 hours of a request for damage information.

Current copies of these forms can be found on-line at <http://www.maine.gov/mema/library>

## LIFE CYCLE of a DISASTER



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## Appendix B ACRONYMS

CA	Cooperative Agreement
CFR	Code of Federal Regulations
DAT	Disaster Assistance Team
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
MEMA	Maine Emergency Management Agency
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

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## Appendix C REFERENCES

### **State**

State of Maine Emergency Operations Plan.

Ingestion Pathway Plan for Seabrook Station.

Ingestion Pathway Plan for Point Lepreau.

### **Federal**

A Guide to Federal Aid in Disasters, FEMA 262, June 1997

Disaster Assistance: A Guide to Recovery Programs, FEMA 229(4) December 2002

Hazardous Materials Emergency Planning Guide, National Response Team, NRT-1

Hazardous Materials Emergency Plan Review Guide, NRT 1-X. SERC 3/3/2000.

2000 North American Emergency Response Guidebook, U.S. Department of Transportation, DOT P 5800.5.

Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, FEMA, SLG-100, May 1990.

Emergency Management, U.S.A., FEMA, IS-2, September 1992.

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## Appendix D AUTHORITIES

### State

Maine Constitution Article VIII. Part Second, Municipal Home Rule. Section 1.

Title 37B, Chapter 13, Maine Revised Statutes Annotated (MRSA), the Maine Civil Emergency Preparedness Act, as amended.

Title 25, Chapter 5, 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 MSDS, Occupational Safety and Health Administration (OSHA), 29 CFR 1910.1200.

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.