



***Waldo County
Emergency
Management Agency***

***Handbook for
Local Emergency Management
Directors***

February 2006

TABLE OF CONTENTS

Introduction	1
Contact Information	1
Emergency Management Program Definitions	2
Emergency Management Cycle	
Emergency Management Program Functions	
Emergency Management Organization	5
Emergency Management Director's Roles and Responsibility	6
Emergency Management Director's Job Description	
National Incident Management System	
Laws and Authorities for Municipal Emergency Management	9
Sample Municipal Emergency Management Ordinance	
Hazard Identification and Risk Assessment	13
Hazard Mitigation	15
Resource Management	17
Example Municipal Disaster Mutual Aid Agreement	
Planning	20
Local Emergency Management Director's Checklist	
Local Emergency Planning Committee (LEPC)	
Emergency Operations Center	28
Situation Report	
Request for Assistance Form	
Damage Assessment	34
Damage Assessment Form (Form 7)	
Disaster Assistance	41
Training	44
Exercises, Evaluations and Corrective Actions	46
Emergency Management Program Self-Inspection Checklist	
Public Education and Information	48
Acronyms	49

INTRODUCTION

The purpose of this handbook is to describe the duties and particulars of your appointment as the municipal Emergency Management (EM) Director. This handbook will familiarize you with the many facets of the Emergency Management program. The EM program has come a long way since the Civil Defense days and has truly come to the forefront since the terrorist attacks on September 11th, 2001. We hope that you will find this handbook helpful, and that it improves your ability to coordinate your community's emergency response.

This guidance will also help you coordinate the development of written procedures that will be collectively produced and agreed to by all the emergency response 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 the Waldo County Emergency Management Director with questions or for further details regarding your community's EM program.

CONTACT INFORMATION

WALDO COUNTY EMA
45A Congress Street
Belfast, Maine 04915

Tel: 338-3870
Fax: 338-1890
E-Mail: emadirector@waldocountyme.gov
Director: Dale D. Rowley, CEM

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

Tel: 1-800-452-8735
Fax: 626-4499
Website: <http://www.state.me.us/mema/>

EMERGENCY MANAGEMENT PROGRAM DEFINITIONS

Damage Assessment	The process used to appraise or determine the number of injuries and deaths, damage to public and private property and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.
Disaster	An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries.
Emergency	Any occasion or instance -- such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, fire, explosion, nuclear accident, or any other natural or man-made catastrophe -- that warrants action to save lives and to protect property, public health, and safety.
Emergency Management	Organized analysis, planning, decision-making and assignments of available resources to mitigate, prepare for, respond to and recover from the effects of all hazards. The goals of emergency management are to: Save lives, Prevent injuries and Protect property and the environment.
Emergency Operations Center	The protected site from which government officials coordinate, monitor, and direct emergency response activities during an emergency.
Emergency Operations Plan	A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.
Hazard	A source of potential danger or adverse condition.
Hazard Identification	The process of identifying hazards that threaten an area.
Hazard Mitigation	Any action taken to reduce or eliminate the long term risk to human life and property from hazards. The term is sometimes used in a stricter sense to mean cost-effective measures to reduce the potential for damage to a facility or facilities from a disaster event.
Preparedness	Plans and preparations made to save lives and property and to facilitate response operations.
Recovery	The long term activities beyond the initial crisis period and emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

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

The Emergency Management Cycle

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

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

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

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

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



EMERGENCY MANAGEMENT PROGRAM FUNCTIONS

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

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

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

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

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

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

Direction and Control: EOC operating procedures are developed and tested annually.

Communication and Warning: Communications system capabilities are established.

Operations and Procedures: The jurisdiction has developed procedures for conducting needs and damage assessments, requesting disaster assistance, and conducting a range of response functions.

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

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

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

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

Finance and Administration: The jurisdiction has established an administrative system for day-to-day operations.

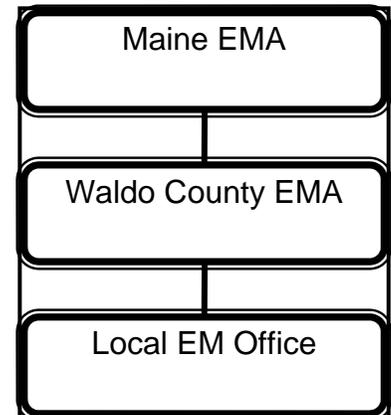
EMERGENCY MANAGEMENT ORGANIZATION

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

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

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

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 municipalities and county involved, the County Director contacts the Maine Emergency Management Agency (MEMA) with requests for State assistance. MEMA maintains an Emergency Operating Center (EOC) and full time staff. The center and offices are located at Camp Keyes 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 development of a request for a Presidential Declaration of Disaster. Following a declaration, they work with the State in the delivery of recovery assistance.

EMERGENCY MANAGEMENT DIRECTOR'S ROLES AND RESPONSIBILITIES

As the Emergency Management (EM) Director for your community, you work for and are responsible to the elected municipal 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 EM 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 EM director of each municipality will meet with the Waldo County EMA Director in order to review the performance of the local EM organization in carrying out its federal and state mandate and to jointly set new goals for the coming year. This will be accomplished using a self-assessment checklist that is included in this handbook.

3. Each local EM Director will prepare and keep a current emergency operations plan for the community. That plan will include, without limitation:

- An identification of disaster hazards 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.

4. The local emergency management director shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid agreements for reciprocal civil emergency preparedness aid and assistance in case of a disaster too great to be dealt with unassisted. These agreements shall be consistent with the state emergency management program, and in time of emergency it shall be the duty of each local EM Director 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 EMA organization will receive the support and cooperation of the municipalities within its jurisdiction.

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

Nature of work:

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

Essential Duties and Responsibilities:

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

General Requirements:

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

Fact Sheet

THE IMPORTANCE OF NIMS TO LOCAL CHIEF ELECTED & APPOINTED OFFICIALS: WHAT DO YOU NEED TO KNOW?

The National Incident Management System (NIMS) was issued by the Department of Homeland Security on March 1, 2004, to provide a comprehensive and consistent national approach to all-hazard incident management at all jurisdictional levels and across all functional emergency management disciplines. The support of local chief elected and appointed officials in NIMS implementation nationwide is key to preventing, preparing for, responding to, and recovering from any emergency or disaster.

NIMS compliance should be considered and undertaken as a community-wide effort. All emergencies and disasters are local events! The benefit of NIMS is most evident at the local level, when a community as a whole prepares for and provides an integrated response to an incident. Chief elected and appointed Officials at the local level should lead the charge of NIMS implementation!

Chief elected and appointed officials need to be involved in all aspects of NIMS implementation to include the following:

- Adopt NIMS at the community level for all government departments and agencies; as well as promote and encourage NIMS adoption by associations, utilities, non-government organizations, and the private sector. NIMS should be adopted through executive order, proclamation, resolution, or legislation as the jurisdiction's official all-hazards, incident response system.
- NIMS requires the use of the Incident Command System, the Multi-agency Coordination System and the Public Information System. All these command and management systems require the direct involvement of chief elected and appointed officials in a community during emergencies/disasters.
- NIMS requires all emergency plans and SOPs to incorporate NIMS components, principles and policies, to include emergency planning, training, response, exercises, equipment, evaluation, and corrective actions. Chief elected and appointed officials in a community need to be directly involved in these NIMS preparedness elements, especially the elements dealing with exercising community emergency management policies, plans, procedures and resources.

Jurisdictions will be required to meet the FY 2006 NIMS implementation requirements as a condition of receiving federal preparedness funding assistance in FY 2007. However, it is important to recognize that the NIMS is a dynamic system, and the doctrine as well as the implementation requirements will continue to evolve as our emergency management capabilities nationwide change based on the hazards and threats of the nation.

For more information about the NIMS consult the NIMS web site at <http://www.fema.gov/nims>. Local chief elected and appointed officials are urged to complete the IS-700 NIMS: An Introduction training course.

LAWS & AUTHORITY FOR MUNICIPAL 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. The EMA Director is appointed by and responsible to the governing body of the community.

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

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

Chapter 13: MAINE EMERGENCY MANAGEMENT AGENCY

§701. Title; purpose

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

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

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

§702. Policy

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

§703. Definitions

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

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

Subchapter 3: LOCAL EMERGENCY MANAGEMENT PROGRAMS

§781. Municipal, county and regional agencies

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

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

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

4. List of agencies. The agency shall publish and maintain a current list of municipal, interjurisdictional, county and regional emergency management agencies established pursuant to this section.

§782. Agency directors

A director must be appointed for each municipal and county or regional emergency management agency. A director of an emergency management agency may not be at the same time an executive officer or member of the executive body of a municipality or interjurisdictional or county or regional agency of the State or a county commissioner. Notwithstanding this section or any other law, a town manager or administrative assistant may also be appointed to serve as the director of an emergency management agency. A director may be removed by the appointing authority for cause.

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

2. County agency director. The county commissioners shall appoint the director of that county's emergency management agency.

3. Interjurisdictional and regional agency directors. The director of an interjurisdictional or regional emergency management agency must be appointed in the manner prescribed by the director in accordance with section 781, subsection 3.

4. Annual meeting with Director of the Maine Emergency Management Agency. The director of each county or regional organization for emergency management in the State and the respective appointing authority shall meet each year with the Director of the Maine Emergency Management Agency or the agency's successor, in order to review the performance of the county or regional emergency management organization in carrying out its federal and state mandate and to jointly set new goals for the coming year.

§783. Disaster emergency plan

Each municipal, county and regional emergency management agency shall prepare and keep a current disaster emergency plan for the area subject to its jurisdiction. That plan must include without limitation:

1. Identification of disasters. Identification of disasters to which the jurisdiction is or may be vulnerable, specifically indicating the areas most likely to be affected;

2. Action to minimize damage. Identification of the procedures and operations which will be necessary to prevent or minimize injury and damage in the event those disasters occur;

3. Personnel, equipment and supplies. Identification of the personnel, equipment and supplies required to implement those procedures and operations and the means by which their timely availability will be assured;

4. Recommendations. Recommendations to appropriate public and private agencies of all preventive measures found reasonable in light of risk and cost; and

5. Other. Other elements required by agency rule.

Each municipal, county and regional emergency management agency, as part of the development of a disaster emergency plan for the area subject to its jurisdiction, shall consult with hospitals within its jurisdiction to insure that the disaster plans developed by the municipality or agency and the hospitals are compatible.

§784. Mutual aid arrangements

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

§784-A. Right to call for and employ assistance

The Maine Emergency Management Agency and local organizations for emergency management may employ any person considered necessary to assist with emergency management activities. All persons called and employed for assistance shall proceed as directed by the Maine Emergency Management Agency. Any person called and employed for assistance is deemed to be an employee of the State for purposes of immunity from liability pursuant to section 822 and for purposes of workers' compensation insurance pursuant to section 823, except for persons excluded from the definition of employee pursuant to Title 39-A, section 102, subsection 11.

Emergency Management Ordinance of the Town of _____
(Enacted March XX, XXXX)

1. **Short Title:** This Ordinance shall be known and may be cited and referred to as the “Emergency Management Ordinance of the Town of _____”. Authorized under Title 37-B M.R.S.A., Section 782.
2. **Definition:** Emergency Management Director (EMD) shall mean the appointed town official responsible for performing the four phases of Emergency Management (preparedness, response, recovery and mitigation) and for liaison with the Waldo County Emergency Management Agency.
3. **Establishment:** The _____ Office of Emergency Management (OEM) and the position of Emergency Management Director for the town of _____ is hereby created. The Selectmen may appoint additional OEM staff members, as needed.
4. **Appointment, Term and Removal:** The Selectmen shall appoint the EMD. This appointment shall be annual and made by June 1st of each year. The Selectmen may remove the EMD for cause.
5. **Oath of the Emergency Management Director:** Once the EMD has been appointed, the EMD shall take an oath of office before assuming any duties, pursuant to Title 30-A M.R.S.A., Section 2526.
6. **Duties of the Emergency Management Director:** The EMD shall:
 - A. Prepare and update a Hazard Risk and Vulnerability Assessment.
 - B. Prepare and maintain the municipal Emergency Operations Plan.
 - C. Organize, activate and operate the municipal Emergency Operations Center (EOC).
 - D. Prepare and maintain a list of disaster resources.
 - E. Develop procedures for the operation of the municipal EOC.
 - F. Coordinate and maintain written disaster Mutual Aid Agreements with the approval of the Selectmen.
 - G. Provide Emergency Management training to town officials, planners, and responders.
 - H. Develop and implement a Disaster Exercise program.
 - I. Attend County Local Emergency Managers meetings.
 - J. Provide Disaster Preparedness information to town residents.
 - K. Complete and report Damage Assessments to WOEMA.
 - L. Complete and submit applications for FEMA disaster funds and grants.
7. **Membership of the Emergency Operations Center:** When directed by any one of the Selectmen or by the EMD, the EOC will be established and manned. At the discretion of the Selectmen or EMD, the following town officials may be included on the EOC staff:

A. Selectmen	F. Emergency Management Director
B. Town Clerk and Treasurer	G. Code Enforcement Officer
C. Town Constable	H. Fire Chief or Deputy
D. Fire Warden	I. Road Commissioner
E. Animal Control Officer	
8. **Establishment of the National Incident Management System:** The Town of _____ hereby establishes the National Incident Management System (NIMS) as the municipal standard for incident management. This system provides a consistent approach for Federal, State, and municipal governments to work together more effectively and efficiently to prevent, prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity. NIMS will utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters. The NIMS Incident Command System (ICS) will be utilized by all municipal emergency and disaster responders for incident management.
9. **Compensation:** The EMD shall be compensated for duties rendered by an annual stipend as appropriated at town meeting.
10. **Training:** The EMD may take necessary training as provided by the Waldo County Emergency Management Agency (WOEMA), Maine Emergency Management Agency (MEMA), and FEMA.

HAZARD IDENTIFICATION AND RISK ASSESSMENT

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

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

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

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

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

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

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

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

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

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

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

PEOPLE		PROPERTY
At Home:	Aged 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	

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

NATURAL	TECHNOLOGICAL	
Avalanche	Civil/Political Disorder	Hazardous Materials: Fixed Facility
Blight/Infestation	Demonstration	Hazardous Materials: Transport
Drought	Economic Emergency	Highway
Earthquake	Hostage Incident	Rail
Erosion/Coastal Erosion	Riot	Pipeline
Flood	Strike/Lockout	River
Riverine	Sabotage	Port
Flash	Armed Conflict	Air
Urban	Weapons of Mass Destruction	Radiological Incident: Facility
Hurricane/Tropical Storm	Dam Failure	Radiological Incident: Transport
Landslide	Epidemic	Transportation Incident
Subsidence	Power/Utility Failure	Air
Tornado	Urban Fire	Rail
Wildfire		Highway
Winter Storm (Severe)		Water

HAZARD MITIGATION

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

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

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

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

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

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

State of Maine – HAZARD MITIGATION GRANTS

MITIGATION - APPLICANT ELIGIBILITY

Eligible Applicants:	Primary Requirements:
<ul style="list-style-type: none"> • State and Local governments • Indian tribes or other tribal organizations • Certain non-profit organizations 	To receive grants, <i>all</i> applicants must: <ul style="list-style-type: none"> • Be participating in a FEMA approved Hazard Mitigation Plan • Be in good standing with the National Flood Insurance Program (NFIP) • Have BCR of at least 1.0

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

MITIGATION - PROJECT ELIGIBILITY

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

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

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

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

RESOURCE MANAGEMENT

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

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

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

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.

Resources are tracked in the following categories:

Available

Assigned

Out of Service

Close contact with the Waldo County Emergency Management Director on response and shelter resource database development is recommended.

MUTUAL AID AGREEMENT For DISASTER RESPONSE
Between
The TOWNS of _____ and _____

The undersigned Municipal Officers for and on behalf of the Towns of _____ and _____, which are municipalities in the County of Waldo, State of Maine; hereby agree to render emergency mutual aid during disaster events, in accordance with Title 30-A M.R.S.A. . § 2201 and § 3156. and Title 37-B M.R.S.A § 784.

A "DISASTER" is defined as any natural, technological, or civil emergency that causes damage and harm of sufficient severity and magnitude to clearly exceed local capabilities and require outside assistance.

The Towns of _____ and _____ shall be considered "MEMBER MUNICIPALITIES" throughout this agreement. A "REQUESTING MUNICIPALITY" is the municipality requesting support. A "SUPPORTING MUNICIPALITY" is the municipality that is providing support to the requesting municipality.

The Towns of _____ and _____ agree to provide the following disaster services:

1. Upon a call or notification to the Waldo County Communications Center of a Structural Fire in the town boundaries of _____ or _____, the Fire Departments for both towns will be dispatched automatically for response to said structural fire. For the purpose of this agreement, Chimney Fires are to be classified as a Structure Fire.
2. Upon the request of the senior Fire Officer of the municipality possessing a wildland fire, motor vehicle accident, aircraft accident, mass casualty incident, or hazardous materials incident within its boundaries, the Waldo County Communications Center shall dispatch the supporting municipality to support the requesting municipality.
3. When one of the member municipal fire departments is responding to a disaster or fire in a non-member municipality, the senior Fire Officer may request that the Waldo County Communications Center dispatch the supporting municipality and request that the supporting municipal fire department stand by at their station in order to cover the requesting municipality.
4. If a member municipality is struck with damage from an earthquake, flood, tornado, microburst, severe wind storm, severe winter storm, or terrorist incident, or is effected by a bomb threat or utility failure, the emergency management director or a member of the Board of Selectmen from the requesting municipality may contact the emergency management director or a member of the Board of Selectmen from the supporting municipality to request disaster mutual assistance.
5. The member municipalities agree to establish a common Fire Department Personnel Accountability System, common Radio Protocols and common Standard Operating Guidelines and/or Procedures. They further agree to share Fire Department Personnel Rosters and Equipment Resource Lists.
6. Each municipal member of this Mutual Aid Agreement will provide a current list of department personnel, to include name, fire department position, contact information, and whether they are qualified to perform interior operations at a Structure Fire. Each municipal member will provide a current equipment resource list and an up to date town road map.

This Agreement is subject to the following conditions:

1. The requesting municipality shall be responsible for establishing Incident Command in accordance with NFPA 1561. The senior Fire Officer from the supporting municipality shall remain in command of his/her department's firefighters, but he/she will report to the Incident Commander (IC) from the requesting municipality. Department Integrity shall be maintained to the greatest extent possible.

PLANNING

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

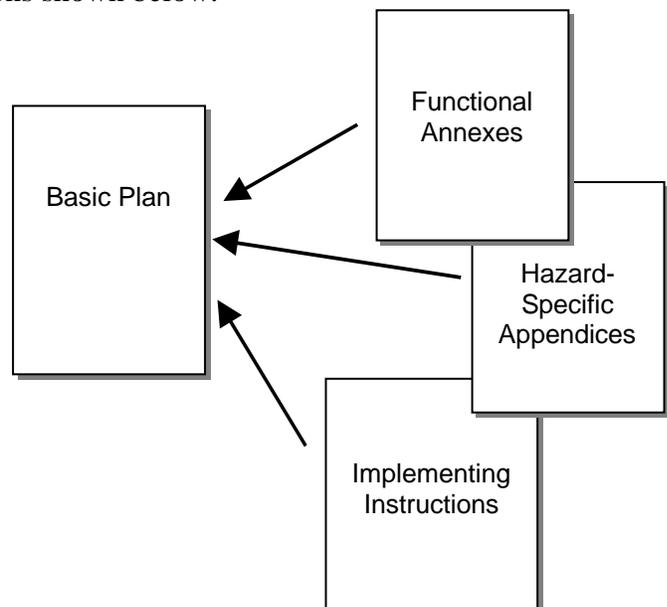
MEMA recommends that these EOPs contain descriptive information and assign responsibility for each element of emergency planning. FEMA has produced a guide called "State and Local Guide 101 - Guide for All-Hazard Emergency Operations Planning" which will help you to develop the format for your EOP. The Plan elements are:

Emergency Operations Plan Structure and Contents

State and Local Guide 101, Guide for All-Hazard Emergency Operations Planning (September 1996), recommends that the EOP be organized into the sections shown below.

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

1. Assigns responsibility to organizations and individuals for carrying out specific actions that exceed the capability or responsibility of any single agency.
2. Establishes lines of authority and organizational relationships, and shows how all actions will be coordinated.
3. Describes how people and property will be protected in emergencies and disasters.
4. Identifies personnel, equipment, facilities, supplies, and other resources that can be made available—within the jurisdiction or by agreement with other jurisdictions—for use during response and recovery operations.
5. Identifies steps to address mitigation concerns during response and recovery operations.



The Basic Plan

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

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

The Basic Plan is typically organized into the following sections:

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

- a. A promulgation document that provides the legal authority and the responsibility to respond to emergencies.
- b. A signature page that includes the signatures of the agency executives for responding agencies. The signature page indicates that the signatory agencies have worked together in the plan's development and agree to the performance commitments made in the plan.
- c. A dated title page and record of changes that indicates the date of original publication and of any subsequent changes to the plan. Including a change record in the Basic Plan helps users keep the plan up to date and know that they are using the most recent version.
- d. A record of distribution that indicates the individuals and agencies (or organizations) that received a copy of the plan. The record of distribution provides proof that the EOP has been distributed and that the individuals and agencies have had a chance to review the plan.
- e. A Table of Contents that includes all of the section titles and subtitles for the plan to provide a topical overview of the document.

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

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

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

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

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

- Chief Elected Officials
- Police Department
- Public Works Department
- EOC Manager
- Communications Coordinator
- Evacuation Coordinator
- Resource Manager
- Fire Department
- Health and Medical Coordinator
- Warning Coordinator
- Emergency Manager
- Public Information Officer (PIO)
- Shelter/Mass Care Coordinator
- Animal Control Officer

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

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

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

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

Functional Annexes

Functional annexes include those parts of the plan that are organized around broad functions. For example, evacuation and communication are functions that are typically included in annexes. Each annex focuses on one function that the community believes will be necessary during an emergency. The number and type of functional annexes may vary, depending on the community's needs, capabilities, risks, and resources.

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

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

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

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

Emergency Public Information: This annex describes the methods that the community will use to provide information to the public before, during, and after an emergency. Historically, the EPI Annex has been developed based on the assumption that an emergency is imminent or has occurred. Recent terrorism incidents, however, demand that some degree of preparedness be incorporated into the EPI Annex so that, when a terrorist incident occurs, the public is already aware of the potential implications of the incident and understands that government authorities are doing everything possible to control the situation. This expansion of the concept behind EPI will help ensure that the public takes the appropriate action. It will also minimize a panic response among the public and will give the public confidence that the government is in control.

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

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

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

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

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

Hazard-Specific Appendices

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

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

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

Implementing Instructions

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

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

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

Local Emergency Management Director's Checklist

Preparedness Phase Actions:

1. Set up the planning team
2. Assist agencies in the development of SOPs
3. Develop Emergency Operations Plan
 - a. Identify hazards that could impact community
 - b. Assess vulnerability to these hazards
 - c. Identify lines of succession for elected officials and emergency response agencies
4. Establish an Emergency Operations Center
5. Talk to the County EMA Director about procedures to access the Emergency Alert System
6. Establish a 24-hour community warning point and fan-out system
7. Develop written Mutual Aid Agreements
8. Inventory available resources
9. Assess community's capability to respond to the hazards that could affect the community
10. Appoint key EOC Staff
11. Train EOC Staff
12. 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:
 - a. EOC Activation
 - b. Status of Emergency
 - c. Unmet needs
10. Notify:
 - a. Amateur Radio RACES Groups
 - b. American Red Cross Chapter
 - c. Volunteer Groups
 - d. Social Service Agencies
 - e. Local Hospital
 - f. Media
 - g. Special Needs Groups
11. Conduct regular staff briefings
12. Check weather forecast, high tide information, current conditions, etc.
13. Coordinate the mobilization of community emergency response resources
14. Gather situation reports from response groups at the disaster site
15. In consultation with the Elected Officials assess the need for:
 - a. Evacuation
 - b. Shelter
 - c. Emergency Feeding
 - d. Medical Care
 - e. Law Enforcement and Security
 - f. Other Emergency Units
 - g. Road/Street Clearance
16. Evaluate need for outside assistance
17. Assess need for establishment of a curfew
18. Ensure that Police has set up patrol of evacuated areas and restricted access
19. Verify all information received
20. 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 public facilities, and the cost of public personnel services in the repair and clean up in these categories (Use Form 7):
 - a. Debris Removal
 - b. Emergency Measures
 - c. Roads/Streets/Bridges/Culverts
 - d. Water Control Facilities
 - e. Public Buildings
 - f. Private Nonprofit Facilities
 - g. Other, such as Parks or Recreational

6. Identify the effects of damage on people and delivery of essential public services:
 - a. Number dead, injured, missing, homeless
 - b. People needing shelter, food, or clothing
 - c. Number in shelters
 - d. Number evacuated
7. Collect information to determine damages to:
 - a. Private residences
 - b. Business and industry
 - c. Farms
 - d. Schools
 - e. Hospitals, nursing homes
8. Report this information to the Waldo County EMA Office by phone. Mail or Fax the Maine Damage 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:

1. Receive notice of Presidential Declaration of Disaster
2. Meet with State and Federal EMA representatives at an Applicants' Briefing to complete an *Application for Assistance Form* for federal assistance
3. Provide space for Disaster Assistance Center (DAC), if needed
4. Provide a representative at DAC

After each disaster operation:

1. Assure proper notification of relatives of victims
2. Ensure debris clearance
3. Activate decontamination, if applicable
4. Keep public informed
5. Obtain crisis counseling for victims and responders
6. Critique community's response to the disaster
7. Prepare report for official records
8. 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

LOCAL EMERGENCY PLANNING COMMITTEE

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.

Maine's **Title 37-B, Chapter 13, Subchapter III-A**, which adapts 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 certain hazardous chemicals and along transportation routes. The committees are made up of elected officials, members of emergency response groups, 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.

The Waldo County LEPC meets the third Thursday of every month at 10 am in the Waldo County EMA office. Contact the Waldo County EMA Director to learn more about the County LEPC and its activities.

EMERGENCY OPERATIONS CENTER

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 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 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, with the EOC's in other communities, and the County.
- 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 a risk area)

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

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

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

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

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

While in the activated EOC, you must be accessible to the 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.

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

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

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

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

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

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

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

Example Equipment and supplies might include:

1. Status Boards:
 - a. Town maps
 - b. Area Topographic Quad Map.
 - c. State of Maine Map Book (Gazetteer)
 - d. Open Action Items
2. Communication Information
 - a. Key Phone and Pager Numbers
 - b. Radio Call Signs & Frequencies
 - c. E-mail addresses
3. Communication Equipment
 - a. Telephone
 - b. Computer with fax-modem/Internet link
 - c. Scanner
 - d. Base and Handheld radios
 - e. Pagers
 - f. TV and battery-powered radio (with NWS)
 - g. Digital Camera
4. Documents
 - a. Emergency Operations Plan
 - b. Hazardous Materials Response Plan
 - c. Emergency Procedures/Checklists
 - d. Homeland Security Plan
 - e. Event Log Notebook
 - f. Municipal EM Director's Handbook
5. Supplies
 - a. First Aid supplies
 - b. Matches
 - c. Cups, Tableware, Silverware
 - d. Paper towels
 - e. Toilet Paper & Cleaning supplies
 - g. Flashlights and batteries
6. Appliances
 - a. Refrigerator
 - b. Microwave
 - c. Coffee Pot

Advantages of a single EOC location

1. Centralized direction and control.
2. Simplified long-term operation.
3. Increased continuity.
4. Better access to all available information.
5. Easier verification of information.
6. Easier identification and deployment of available resources.

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

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

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

DISASTER SITUATION REPORT (SITREP)

01	Date of Report:	Time of Report:	Report Type: <input type="checkbox"/> Initial <input type="checkbox"/> Supplemental <input type="checkbox"/> Final
02	Reporting Jurisdiction: <input type="checkbox"/> Belfast <input type="checkbox"/> Liberty <input type="checkbox"/> Searsport <input type="checkbox"/> Belmont <input type="checkbox"/> Lincolnville <input type="checkbox"/> Stockton Springs <input type="checkbox"/> Brooks <input type="checkbox"/> Monroe <input type="checkbox"/> Swanville <input type="checkbox"/> Burnham <input type="checkbox"/> Montville <input type="checkbox"/> Thorndike <input type="checkbox"/> Frankfort <input type="checkbox"/> Morrill <input type="checkbox"/> Troy <input type="checkbox"/> Freedom <input type="checkbox"/> Northport <input type="checkbox"/> Unity <input type="checkbox"/> Islesboro <input type="checkbox"/> Palermo <input type="checkbox"/> Waldo <input type="checkbox"/> Jackson <input type="checkbox"/> Prospect <input type="checkbox"/> Winterport <input type="checkbox"/> Knox <input type="checkbox"/> Searsmont	To: Waldo County EMA 45A Congress Street Belfast, ME 04915 Ph: 338-3870 Fax: 338-1890 E-Mail: emadirector@waldocountyme.gov	
03	Type of Hazard Incident: <input type="checkbox"/> Flooding <input type="checkbox"/> Forest Fire <input type="checkbox"/> Severe Winter Storm <input type="checkbox"/> Severe Summer Storm <input type="checkbox"/> Drought <input type="checkbox"/> Earthquake <input type="checkbox"/> Severe Wind Storm <input type="checkbox"/> Hurricane <input type="checkbox"/> Tornado <input type="checkbox"/> Microburst <input type="checkbox"/> Hazardous Materials <input type="checkbox"/> Terrorism/WMD <input type="checkbox"/> Large Urban Fire <input type="checkbox"/> Building Collapse <input type="checkbox"/> Transportation Accident <input type="checkbox"/> Other: _____		
04	Date/Time of Incident:	Location:	
05	Incident Commander: _____ Municipal EOC Activated? <input type="checkbox"/> Yes <input type="checkbox"/> No EOC on Generator: <input type="checkbox"/> Yes <input type="checkbox"/> No Local State of Emergency Declared? <input type="checkbox"/> Yes <input type="checkbox"/> No SitRep Point of Contact (Name): _____ Contact Information: Phone #: _____ Fax #: _____ Radio Frequency: _____ Call Sign: _____ E-Mail Address: _____ Pager #: _____		
06	Current Weather: <input type="checkbox"/> Clear <input type="checkbox"/> Rain <input type="checkbox"/> Freezing Rain/Ice <input type="checkbox"/> Snow <input type="checkbox"/> Fog <input type="checkbox"/> High Winds Cloud Cover: <input type="checkbox"/> 0% <input type="checkbox"/> 25% <input type="checkbox"/> 50% <input type="checkbox"/> 75% <input type="checkbox"/> 100% Air Inversion Present: <input type="checkbox"/> Yes <input type="checkbox"/> No Temp: _____ deg F Wind Speed: _____ mph Direction: _____ deg Wind Chill: _____ deg F Pre-Event Rain/Snow Amount: _____ in Since last SitRep: _____ in Total Accumulation: _____ in		
07	Alert/Warning/Public Information Fanout Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No Public Information disseminated? <input type="checkbox"/> Yes <input type="checkbox"/> No Time disseminated: _____ Method of dissemination: _____		
08	Population Effects: <input type="checkbox"/> Evacuations Ordered <input type="checkbox"/> Sheltering-In-Place Ordered _____ Dead _____ Injured _____ Missing _____ Evacuated _____ Sheltered		
09	Sitrep Notes:		

DISASTER SITUATION REPORT (SITREP)

10	Transportation: Roads Closed: _____ _____ _____ _____ Bridges Out: _____ Other Closures: _____		
11	Emergency Services: Fire, Police, EMS, Public Works, Medical	General Activities:	Mutual Aid Activities:
12	Damage Assessment: Underway <input type="checkbox"/> Yes <input type="checkbox"/> No Estimated % Complete: _____ Public _____ Private Summary of Damage: _____ _____ _____ _____ Please attach a Form 7 "Damage Assessment" Form with detailed damage assessment information.		
13	Mass Care: Shelter Name: _____ Occupancy # _____ Shelter Location: _____ Status: _____		
14	Assistance Required: (If assistance is required, please attach a "Request for Assistance" form) <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Being Prepared <input type="checkbox"/> Attached		
15	Transmission: <input type="checkbox"/> Voice <input type="checkbox"/> Fax <input type="checkbox"/> Radio <input type="checkbox"/> E-Mail <input type="checkbox"/> Courier <input type="checkbox"/> Postal Mail Prepared by: _____ Duty Title: _____		

**STATE of MAINE
REQUEST for ASSISTANCE**

Part I: REQUEST

1	Requested by:	Date:	Time:
2	County/State Agency:		
3	Jurisdiction:		
4	Resource Requested:		
5	Specifications:		
6	Location Needed:		
7	Local Contact:	Phone:	FAX:
		Pager:	Other:
8	Remarks:		

Part II: ALLOCATION

9	Allocator:		
10	Resource Available:	G Yes	G No
11	Resource Provider:	Phone:	
12	Type/Quantity of Resource Allocated:		
13	Remarks:		

Part III: DISPOSITION

14	Location of Committed Resource:		
15	Resource Arrived:	Date:	Time:
16	Assigned to (name):	Phone:	
17	Resource Used for:		
18	Remarks:		
19	Resource Returned to:	Date:	Time:

DAMAGE ASSESSMENT

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

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. The Waldo County amount is \$106,663 as of the 2000 US Census. If damage assessment has been approached in a systematic way, costs will be well documented. Federal and state agencies require an audit trail from the approval of the expenditure to the canceled check, and conclusive proof that the work was completed. You will have good documentation if you:

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

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

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

**MAINE EMERGENCY MANAGEMENT AGENCY
DAMAGE and INJURY ASSESSMENT**

FORM 7

rev 2000

<input type="checkbox"/> Original <input type="checkbox"/> Revision # _____		Date:
Type of Disaster:		Date(s) of Occurrence:
Jurisdiction (town, county, agency, etc.):		County: Waldo
Area Affected (northeast, west side, etc.):		
Information provided by:		
Name:		Title:
Address:		Day Phone:
		Evening Phone:
PUBLIC DAMAGE		
A	DEBRIS REMOVAL (trees, building wreckage, sand, mud, silt, gravel, vehicles, and other disaster-related material)	\$
B	EMERGENCY PROTECTIVE MEASURES (sandbagging, barricades, signs, extra police and fire, and emergency health measures)	\$
C	ROADS AND BRIDGES (roads, culverts, bridges, and associated facilities)	\$
D	WATER CONTROL FACILITIES (dams, reservoirs, shore protective devices, pumping and irrigation facilities, drainage channels, and levees)	\$
E	BUILDINGS AND EQUIPMENT (buildings, supplies, inventory, vehicles, and equipment)	\$
F	UTILITIES (water treatment plants and delivery systems, power generation and distribution facilities, sewerage collection systems and treatment plants)	\$
G	PARKS, RECREATIONAL, AND OTHERS (playground equipment, swimming pools, bath houses, tennis courts, boat docks, piers, picnic tables, cemeteries, and golf courses)	\$
TOTAL		\$
PRIVATE NONPROFIT (education, medical, custodial care, emergency [fire departments, search and rescue, and ambulances], utility, and other [museums, community centers, libraries, homeless shelters, senior citizen centers, health and safety services.])		\$
PUBLIC DAMAGE—GRAND TOTAL		\$

NOTE: Report Individual Damage on the other side of this worksheet.

INDIVIDUAL DAMAGE					FORM 7 Page 2/ 2000
Jurisdiction:			Date:		
PEOPLE AFFECTED		Number	ASSISTANCE PROVIDED		Number
Deaths			Persons Evacuated		
Injuries			Persons in Public Shelters		
Missing					
RESIDENTIAL		Primary		Secondary	
		Number	Value (if known)	Number	Value (if known)
(ARC) 3	Houses destroyed		\$		\$
(ARC) 2	Houses with major damage		\$		\$
(ARC) 1	Houses with minor damage		\$		\$
	Houses affected		\$		\$
(ARC) 3	Mobile homes destroyed		\$		\$
(ARC) 2	Mobile homes severely damaged		\$		\$
(ARC) 1	Mobile homes moderately damaged		\$		\$
	Mobile homes affected		\$		\$
TOTAL			\$		\$
TOTAL RESIDENTIAL (primary plus secondary)					\$
BUSINESS					
Businesses affected					\$
Number now unemployed					
Estimated duration of unemployment (weeks)					
TOTAL BUSINESS					\$
AGRICULTURE					
Farm buildings and equipment					\$
Crop land (all crops)					\$
Livestock					\$
TOTAL AGRICULTURE					\$
INDIVIDUAL DAMAGE TOTAL					\$

**MAINE EMERGENCY MANAGEMENT AGENCY
FORM 7
DAMAGE AND INJURY ASSESSMENT
INSTRUCTIONS**

The following instructions will assist you in completing the Damage and Injury Assessment Form, MEMA Form 7, revised Feb. 2000. Complete this form as soon as is practical following a disaster. *Even if you consider damage in your area to be insignificant*, please file this report. A complete picture of the impact of the disaster is necessary for State officials to decide if Federal assistance can be requested. **Failure or delay in submission of this information may result in delay or loss of Federal assistance for your county and community.**

When exact figures are not available, **reasonable estimates** should be used. This will identify areas of greatest impact and the most appropriate recovery programs.

The information should be reported (via telephone or radio) to your county Emergency Management office as soon as the form is completed. You should report *within 24 hours of a request for information* from your county EMA or the Maine Emergency Management Agency (MEMA). Then, after you have made your verbal report and if they request it, mail or FAX a copy of the form to your county office.

If possible, prepare a map showing the jurisdiction described on the form and the sites of damage. This will facilitate on-site verification by FEMA and/or State Preliminary Damage Assessment (PDA) Teams. Retain one copy of the map in the town office and attach one copy to the MEMA Form 7.

Counties should be sure that one form is completed for each affected political jurisdiction including a separate form for the county public damage. Counties should fax copies of all forms, or a County summary, to MEMA.

General Information

Original or Revision: Check one only. Each report should include the total of previously reported damage plus (or minus) the additional information. Continue to supply new information to county as it is received. Number each revised report consecutively. Enter the current date on each revised form.

Type of disaster and date of occurrence: Enter "flooding", "hurricane", "coastal storm", "earthquake", etc. and dates the event began, continued, and ended.

Jurisdiction: Enter name of town, city, or county.

County: If information is not pre-printed, enter county in which jurisdiction is located.

Area Affected: Enter section of town, city, or county damaged.

Information Provided by: List name, address, title, and day and night phone of the person from the jurisdiction to contact for further information.

Public Damage

Public damages are damages to **government-owned** properties and facilities, and damage to the facilities owned by Private Non-Profit Organizations (PNPs). They are based on the estimated cost of returning those properties to their **pre-disaster** condition. "Public damages" also includes out-of-pocket costs incurred by government in response to the disaster; PNPs are not eligible for out-of-pocket reimbursement. **Government damages listed in this section are to facilities or property owned by the jurisdiction filing this report. Do not include state or federally owned property.**

- A. **Debris Removal:** The debris must be a direct result of the disaster and be an immediate threat to lives, public health and safety. Enter costs incurred or projected for removing debris from public property. Do **not** include estimated debris removal from private property, **unless** government would normally have a legal responsibility to do so. Include actual and estimated costs to remove debris from public roads and streets in your jurisdiction.
- B. **Emergency Protective Measures:** Protective measures can include the cost of search and rescue, demolition of unsafe structures, and actions taken by governmental forces to reduce the threat to public health and safety. In all cases, the disaster must be responsible for your extra costs.
- C. **Roads and Bridges:** Enter the actual or estimated cost to return the following public property which may have been damaged by this disaster to its **pre-disaster** condition: roads, streets, bridges, rights-of-way, culverts, curbs, gutters, sidewalks, etc. Do **not** include federal or state owned property.
- D. **Water Control Facilities:** Enter the actual or estimated cost to repair or replace to the pre-disaster levels the capabilities of flood control, drainage, and irrigation facilities owned, operated, controlled, or maintained by the unit of government covered in this report.
- E. **Buildings and Equipment:** Enter the estimated cost of repairs to any facility and/or equipment damaged by this disaster. This should include any equipment directly damaged by the disaster (**not** those damaged during response). Replacement of broken windows, damaged roofs, etc. is also included in this category.
- F. **Utilities (Publicly-owned):** Enter all costs as appropriate for damages to utilities and utility systems. These costs can be both for emergency repair and/or projected permanent replacement.
- G. **Parks, Recreational, and Other (Not in above):** Enter repair or replacement costs to public parks, recreational areas or facilities. The replacement of trees, shrubs, and other ground cover is not eligible for reimbursement.

Total Government Damage: Add figures from Categories **A** through **G**.

Private Non-profit (PNP): Enter the estimated cost of repairs or replacement of any facility owned by a PNP. Operating costs are not eligible for reimbursement through the Public Assistance Program.

Public Damage—Grand Total: Add figures from **Total Government Damage** and **Private NonProfits**.

Individual Damage

Individual damages are damages to homes, businesses, or working farms. Although the dollar figure for this damage may be much lower than for damage to publicly owned facilities, the effects are just as devastating. The number of people affected and the type of damages they have tells both MEMA and the Federal Emergency Management Agency (FEMA) the amount of assistance and which programs are needed. *The number of affected people and the number of damaged homes are more important than the dollar figures* for early reports.

NOTE: Re-enter jurisdiction and date at the top of second page.

PEOPLE AFFECTED:

Deaths: If count is not confirmed, note as "estimated".

Injuries: Enter number of those injured due to the disaster.

Diseased: Enter number of those ill due to the disaster.

ASSISTANCE PROVIDED:

Persons Evacuated: Enter the number of those removed from their homes because of threatening disaster conditions.

Persons in Public Shelters: Enter the number of persons temporarily housed in public shelters.

RESIDENTIAL:

Primary homes are those used as reference for filing income taxes and voting. Homes may be considered "primary" which are necessary because of the location of employment. Secondary homes are usually vacation homes. If a secondary home is rented out, then damage to it would be listed under Business. Estimated values are acceptable.

Destroyed: Total loss or not economically feasible to repair. Not habitable.

Major Damage: Heavy damage to structure. Can be livable with extensive repairs requiring a long period of time.

Minor Damage: Minor damage to structure and essential living areas.

Affected: Only minor damage to the essential living space or damage to areas that do not affect the essential living areas.

NOTE: The American Red Cross categorizes major/minor damage with slightly different definitions from the FEMA definitions. You should be aware of this if you decide to utilize their damage assessment.

Mobile Homes: Use Same categories of damage as **houses** above. Water above the floor of a mobile home for any significant length of time generally causes severe damage to it, even though some occupants may choose to move back in structural damage is very likely.

Report numbers of homes damaged even if you do not at present know the value.

Total Residential: Include both Primary and Secondary Residences.

BUSINESS:

Businesses affected: List number of businesses affected and the value of their losses.

Number Now Unemployed: Those who are unemployed due to the disaster. This can be the result of either business damage or their inability to travel to that business.

Estimated Duration of Unemployment: How long will businesses be closed or roads impassable, keeping employees from work?

Total Business: Enter dollar figure from **Businesses affected**, above.

AGRICULTURE:

Losses to **operating** farms. Therefore, damage to a rurally located "farmhouse" and/or outbuildings, that are not part of an operating farm, should be listed under Residential.

Farm Buildings and Equipment: Submit estimated dollar value of damage done to farmhouses, mobile farmhouses, service buildings and machinery/equipment.

Cropland: Submit estimated dollar value of damage crops grown for food, fiber (except for trees), and specialty crops, such as aquaculture, floriculture, ornamental nursery, Christmas trees, turf for sod, industrial crops, and seed crops that have been significantly damaged by the disaster.

Livestock: Submit estimated dollar value of missing, injured, or dead livestock.

Total Agriculture: Total farm damage.

TOTAL INDIVIDUAL DAMAGE:

Add **Total Residential**, **Total Business**, and **Total Agriculture**.

GRAND TOTAL:

Add **Total Public Damage** and **Total Individual Damage**.

DISASTER ASSISTANCE

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

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

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

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

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

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

1. Issue a presidential declaration of a MAJOR DISASTER which would free all the resources of the federal government for assistance.
2. Issue a presidential declaration of EMERGENCY which would focus on specific assistance needed to supplement state and local efforts to save lives, protect property, public health, and safety; or lessen the threat of future disaster.
3. Provide DIRECT ASSISTANCE from various federal departments through their own emergency or normal programs without a presidential declaration.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

TRAINING

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

MEMA's training office provides training to all emergency responders and EOC personnel. 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 Vassalboro. Ambulance personnel are trained under Maine Emergency Medical Services criteria. OSHA sets guidelines for the training of the emergency response personnel who respond to hazardous materials incidents. Finally, the Waldo County EMA provides Emergency Management, Incident Command and Hazardous Materials First Responder training.

Your emergency response units are the building blocks of a well planned emergency disaster preparedness program. Developing relationships and operating procedures with them daily will provide smoother emergency response to disasters.

Individual Study Courses are available 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. For more info, visit: <http://training.fema.gov/emiweb/IS/crslist.asp> .

Additionally, the Maine Emergency Management Agency (MEMA) has built a “Basic Emergency Manager Training Curriculum” which includes courses in the following two levels:

<u>Level 1 – Director Orientation</u>	<u>Credit Hours</u>
IS-1, Emergency Manager: An Orientation to the Position	10
IS-100, Introduction to the Incident Command System	10
IS-700, National Incident Management System, An Introduction	3
IS-800, National Response Plan, An Introduction	6
AWR 110, WMD/HazMat Awareness	5
WEM: Emergency Operations and Reporting	3
WEM: Damage Assessment and Reporting	3
<u>Level 2 – Skill Development</u>	
IS-139, Exercise Design	16
IS-200, Incident Command for Single Incidents	16
IS-230, Principles of Emergency Management	20
IS-235, Emergency Planning	16
WEM: Disaster Recovery	3
WEM: SERC/LEPC Overview	3

Some of these course are independent study (IS) courses which may be completed by the individual on the internet or completed in a classroom environment.

MEMA also offers several courses for municipal EM Directors, EOC staff members, and local response personnel interested in sharpening their emergency management skills. For more information, visit: <http://www.state.me.us/mema/training.htm> . Some courses that have been given in the past and are planned for the future are:

- G-120, Exercise Design
- G-191, ICS/EOC Interface
- G-196, Advanced Incident Command System
- G-230, Principles of Emergency Management
- G-235, Emergency Planning
- G-244, Developing Volunteer Resources
- G-247, Decision making in a Crisis
- G-275, EOC Management & Operations
- G-276, Resource Management
- Community Emergency Response Team, Train the Trainer
- Emergency Planning for Dams
- CAMEO-All Hazard

These classes are usually provided at no cost to the student. Please contact the Waldo County EMA Director for more information on available training and for course registration.

EXERCISES, EVALUATIONS AND CORRECTIVE ACTIONS

Your municipal Emergency Operations Plan should be tested on a regular basis. The emergency response agencies and hospitals, airports, some HazMat facilities, and other special needs facilities in your area also have exercising requirements for their certification. Your coordination of these exercises so that as many requirements as possible are met with each exercise will save your community 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; and
- demonstrate operational capability.

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

There are five types of exercises; Orientation, Tabletop, Drill, Functional, and Full Scale.

An Orientation exercise is informal discussion of roles and responsibilities and an introduction of municipality's emergency policies, procedures and plans. The exercise takes place in a meeting room and the EOP may be reviewed.

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

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

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

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

The Emergency Functions include:

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

Each local EM Director should use the following Self-Inspection checklist to review the status of their program. The County Director will use this checklist when performing a review with each local director.

EMERGENCY MANAGEMENT SELF-INSPECTION CHECKLIST

- Has an individual been appointed by the elected municipal officials to be the local Emergency Management (EM) Director?
- Does the community have a Emergency Operations Plan (EOP) for its jurisdiction?
- Does the EOP contain a Hazard Vulnerability Assessment?
- Does the EOP identify actions and resources to respond to disaster incidents?
- Does the EM Director recommend preventive measures (mitigation) to the elected municipal officials?
- Have Mutual Aid Agreements (MAAs) for reciprocal civil disaster aid and assistance been written, coordinated, and approved by the elected municipal officials?
- Does the municipal EM director regularly attend monthly county EMA meetings?
- Does the municipal EM director keep the elected officials fully informed of EM activities?
- Has an emergency management public information program (newsletters, handouts, news articles, etc) been established?
- Has a municipal Emergency Operations Center (EOC) been established?
- Does the EOC have radio and phone communications?
- Is the appointed EM Director received training in Emergency Management duties?
- Does the EM Director schedule emergency management training for municipal officers who have a role in emergency operations?
- Is an annual budget for emergency management operations developed and approved?
- Does the municipality participate in local or regional disaster response exercises?
- Does the municipality participate in the National Flood Insurance Program?
- Does the municipality have an Emergency Management ordinance?
- Does the municipality have a trained Damage Assessment team?

PUBLIC EDUCATION AND INFORMATION

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

The first phase is the Public Education function. This concerns educating the public on the types of dangers and hazards that your community may experience and the actions that the public can take to prepare before a disaster strikes. This may involve developing and sending out brochures on the hazards your town faces and what residents may do or visits to the local school to talk to school children about what they should do during a disaster. An excellent FEMA guide is the "Are You Ready" guide. You may acquire a copy at: <http://www.ready.gov> or by calling 1-800-BE-READY.

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

ACRONYMS

CA Cooperative Agreement
DAC Disaster Applications Center
EHS Extremely Hazardous Substances
EMA Emergency Management Assistance or Agency
EOC Emergency Operations (Operating) Center
EOP Emergency Operations Plan
FCO Federal Coordinating Officer
FEMA Federal Emergency Management Agency
HAZMAT Hazardous Materials
ICS Incident Command System
LEPC Local Emergency Planning Committee
MEMA Maine Emergency Management Agency
NAWAS National Alerting and Warning System
NFIP National Flood Insurance Program
OSHA Occupational and Safety Health Administration
PIO Public Information Officer
RACES Radio Amateur Civil Emergency Service
REP Radiological Emergency Preparedness
SARA Superfund Amendments and Reauthorization Act
SCO State Coordinating Officer
SERC State Emergency Response Commission
SOP Standard Operating Procedures
WOEMA Waldo County Emergency Management Agency
VOAD Volunteer Organizations Active in Disasters

