



# SurvivalRing

*Study Yesterday... Prepare Today... Live Tomorrow*

This digital document created and presented by Richard Fleetwood. He is the founder, author, producer, and webmaster of the **SurvivalRing** (<http://www.survivalring.org>) and **Civil Defense Now!** (<http://www.survivalring.org/cd-main.htm>) websites.

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There are too many situations and incidents that can come to pass in everyday life, that when time is taken to learn and skills obtained, can mean the difference between life and death. Sept. 11, 2001 proved to the world that no matter how safe a person thinks they may be, death and injury can come from the most UN-LIKELY place, at any time. The documents presented in this series of digitized works, can help the average person with the knowledge within, to know how to save those persons closest to them in REAL disaster. Help spread this idea of sharing SURVIVAL INFORMATION.

If you have documents from any era, on any disaster or civil defense area, PLEASE contact Richard at his email address of [RAFLEET@AOL.COM](mailto:RAFLEET@AOL.COM). Check the website for the LATEST additions to the CIVIL DEFENSE NOW online library archive. All data online, and much more, is also available on CD-ROM. Information is available at the website on how to obtain it. Thanks for your support, and enjoy the information contained on the following pages. Share them with those who will learn from them and teach what they know to others.

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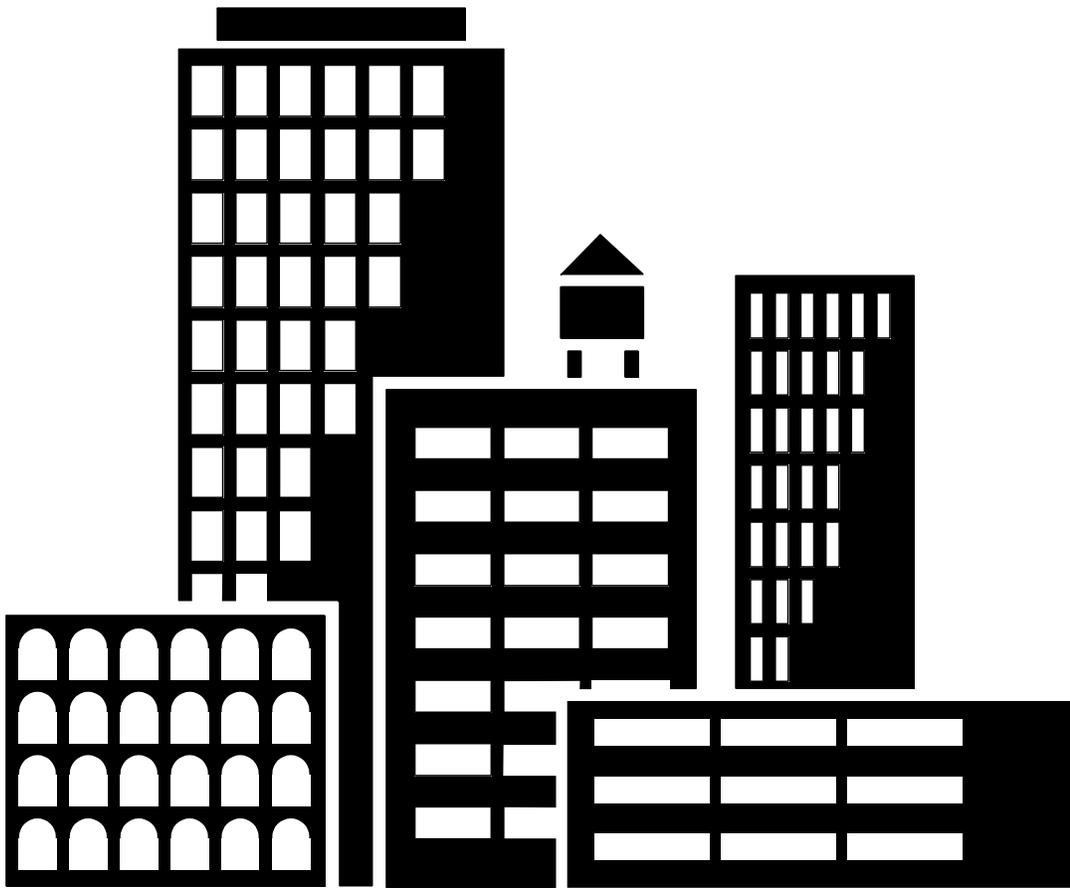
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DEPARTMENT OF DEFENSE, VETERANS AND EMERGENCY MANAGEMENT

# Maine Emergency Management Agency

## GUIDELINES for COUNTY EMERGENCY MANAGEMENT DIRECTORS



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July 1999



**GUIDELINES  
FOR  
COUNTY EMERGENCY MANAGEMENT  
DIRECTORS**

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## INTRODUCTION

The purpose of this guidebook is to familiarize the newly appointed County Emergency Management Agency (EMA) Director with the duties of his/her job. This guide will also acquaint the director with the expectations that others will have. We hope that the director will find this guidebook helpful, and that it improves the ability to coordinate the county's emergency mitigation, preparedness, response, and recovery in times of disasters.

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

According to Maine's Emergency Management Statute (MRSA 37-B, Chapter 13) each municipality and county must have an emergency management program that consists of an Emergency Management Director, a disaster plan approved by the Maine Emergency Management Agency (MEMA) Director, and Mutual Aid agreements with other Emergency Response Agencies, both public and private, as necessary for reciprocal aid in case of a disaster too great to be dealt with unassisted.

The importance of an emergency management program becomes apparent during times of emergency. After a disaster has happened it is too late to write comprehensive plans, train personnel, or establish complex emergency communications systems.

No area in Maine is immune from severe weather, large fires, mass fatality incidents, or hazardous materials spills. The emergency management program represents insurance to the county. It protects the county and its citizens when disasters strike by ensuring that all emergency response groups know which jobs they are expected to fulfill. Emergency management also reduces the elected official's liability for inappropriate response during times of disasters. The investment that the elected officials make now to strengthen the county's emergency management capability will be repaid many times over.

County Directors who have questions or comments about the topics included in this handbook should contact the Maine Emergency Management Agency.



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# 1. LEGAL AUTHORITY FOR EMERGENCY MANAGEMENT

**Historical Perspective:** The concept of emergency management as an integral part of government's public safety services evolved in the 1970s. Forward-thinking public administrators discovered that there are common emergency response functions that have to be performed in all technological and natural disasters. Until that time, federal grants had provided capabilities for emergency communication, direction and control, warning, evacuation, and sheltering through civil defense programs designed for use during a nuclear attack. It became apparent that using these procedures during natural or technological disasters/emergencies provided a faster, more efficient, and predictable response.

The Maine Emergency Management Agency was established in 1949 as the Maine Civil Defense and Public Safety Agency. In 1972 the agency's name was changed to the Bureau of Civil Emergency Preparedness. Public Law Chapter 370, redesignated the Bureau of Civil Emergency Preparedness as the Maine Emergency Management Agency effective September 29, 1987. Maine's Law governing this agency is MRSA 37-B, Chapter 13.

- The chapter in Title 37-B that applies most to elected officials is Subchapter III, Section 781, "Municipal, county and regional agencies". It specifies the need for an agency responsible for disaster preparedness and the coordination of disaster response. It also ensures that the county emergency management agency will receive support from the municipalities within its jurisdiction.
- Interjurisdictional and regional agencies, other than counties, are also defined. They are also under the authority of the MEMA Director to oversee and approve.
- Authority for emergency management in Maine comes from the Maine Civil Emergency Preparedness Act (MRSA Title 37-B, Chapter 13). The law addresses the requirements of local and county Emergency Management programs. Directors should have a working knowledge of the laws and other documents which affect their agency. (See Appendices F and G). Each County EMA Director is appointed by and responsible to his or her respective Board of County Commissioners.

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 EMA program in the State. (MRSA Title 37-B, Title 13, § 704)

## **Maine's Emergency Management Law:**

Title 37-B specifies the emergency powers granted to the Governor, such as declarations of emergency, activation of the National Guard, and the ability to commandeer private or public property. The Governor's authorities to prepare a comprehensive plan; establish an EMA program at the state level; coordinate the emergency planning of the local political subdivisions of the State (including setting the format for those plans); institute training programs; provide emergency public information; and to activate State and local emergency plans are all delegated to the MEMA Director. MEMA also activates and coordinates the running of the State Emergency Operations Center (EOC). The State EOC is staffed by representatives from State agencies, private response agencies, volunteers, and the full-time MEMA staff.

**STATE LAWS AFFECTING LOCAL AND COUNTY EMAs:** In addition to Title 37-B, Chapter 13,

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The Maine Emergency Management Law, there are other laws that may impact on disaster response personnel.

**Title 14 Sec. 164. Immunity from civil liability** (known as the Good Samaritan Law)

**Title 25, Chapter 5, MRSA**, an Act to establish the Governor's Emergency Power.

**Title 37-B, Chapter 19, Sabotage Prevention**, states that the interference in the preparation and/or execution of plans of the U.S. or its States is a Class B crime.

**Title 37-B, Chapter 21, Dams and Reservoirs**, gives MEMA the authority to issue warnings, take over a hazardous dam or reservoir, lower the water level, empty the reservoir, breach or remove a dam, and take any other steps to safeguard life and property.

**Title 37-B, Chapter 22, Dam Inspection**, requires the MEMA director to hire an engineer to inspect dams, and to review plans for the construction of new or reconstructed dams located within the state.

**Title 37-B, Subchapter IIIA §791-§806**, An Act to Implement, Administer, and Enforce the United States Emergency Planning and Right-to-Know Act of 1986.

- Subchapter III-A was added to Title 37-B in 1989. This section placed many of the Federally mandated responsibilities of the Superfund legislation under the administration and guidance of MEMA.
- This act provides for a series of 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 state program, provide for the resource needs of the LEPCs, and to fund local HazMat training programs for public safety responders.
- A LEPC Handbook has been developed by MEMA for LEPC members which provides information regarding roles and responsibilities of the LEPCs.

Rule to Establish a Hazardous Materials Fee Schedule, **89-343**, as amended by **89-507**.

Rule to Establish Primary & Secondary Emergency Planning Zones for Maine Yankee, **87-462**. [NOTE: Scheduled for revision in 1999]

Rule to Establish Dam Safety Procedures, **90-301**.

**Executive Order #15, April 13, 1987**, to Establish the State Emergency Response Commission.

**Executive Order #1, July 6, 1988**. An Order Establishing a State of Maine Emergency Response Team as Part of Maintaining a Comprehensive State Emergency Preparedness Plan.

**FEDERAL LAWS AFFECTING LOCAL JURISDICTIONS:** There are several federal laws that affect county and local government and have the EMA organizations as the focus. Primary among these are:

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- The Federal Civil Defense Act of 1950, as amended;
  - the Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 100-707); and
  - the Emergency Planning and Community Right-to-Know Act of 1986 (P.L. 99-499).

While each law was designed for different purposes, all three presume an active emergency management capability at all levels of government. Additionally, all three emphasize the need for emergency planning before a disaster occurs.

The **Federal Civil Defense Act** was originally designed as war-preparedness legislation which required each state and municipality to have an emergency plan and a civil defense director. Under this law, the Congress has appropriated monies to pay for the program through the years. The amount of money appropriated has varied and, at times, there has been money to buy supplies and equipment, build operating centers, and hire staff.

When the law was amended in 1981 to allow for an "all-hazards" approach to emergency management, the flow of monies slowed but did not stop. Even today, federal funds support EMA training and up to half of the salary of county EMA Directors and staff.

To receive this matching money each county contracts with the Federal Government through the State to accomplish certain actions in the forthcoming year. (See Appendix C)

As defined in the law, the purpose of the civil defense (or emergency management) program is to: 1) minimize the effects of disasters, 2) respond to emergency conditions, and 3) repair and restore vital infrastructure and utilities. These goals are met by identifying hazards, analyzing capabilities, and planning a comprehensive response. The law places responsibility for this preparedness jointly on federal, state, and local (including county) government.

The **Robert T. Stafford Disaster Relief and Emergency Management Assistance Act** provides for federal assistance 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.

The private provisions include sections of the law to provide federal assistance for individuals, families, and businesses affected by the disaster.

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 Recovery Center where citizens can get one-on-one assistance in filling out—and understanding—the paperwork required by the assistance programs. The initial application for federal assistance is usually done over the phone at a toll-free telephone number before the opening of the DRC.

**P.L. 99-499, Title III of the Superfund Amendment Reauthorization Act of 1986 (SARA)**, also known as the **Emergency Planning and Community Right-to-Know Act (EPCRA)** was designed to combat only one specific type of disaster: hazardous materials. The law has several provisions, including

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requirements for reporting releases of chemicals and requirements for the protection of responders. The EPCRA section relating to emergency planning and community right-to-know has the greatest impact on county government.

EPCRA requires every facility, public or private, which routinely has on hand more than a "threshold quantity" of certain acutely 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 all levels of government. This requirement may impact municipal swimming pools and waste treatment plants, in addition to most industrial facilities in the state. Facilities with reportable quantities of EHSs must also develop an on-site emergency response plan. If there are EHS reporting facilities in the county, the EOP should be coordinated with their on-site plans.

EPCRA directed the states to appoint "local emergency planning committees" to receive the information from facilities and to develop an off-site emergency plan that includes every facility that reported having quantities of extremely hazardous substances and community response capabilities. In Maine, each county was designated a local emergency planning committee (LEPC) district.

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

The Governor created the State Emergency Response Commission (SERC) in April of 1987. SERC's purpose is to coordinate the state's planning and preparedness activities for hazardous materials compliance with Title III of the Federal Superfund Amendments and Reauthorization Act of 1986 (SARA). SERC established the formation of sixteen county-based Local Emergency Planning Committees (LEPCs) to carry out local government's SARA mandated responsibilities.

The Law requires the LEPCs to develop emergency response plans for local response to accidents at facilities which contain extremely hazardous substances. 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.

**National Flood Insurance Act of 1968, Public Law 90-448, as amended by the Flood Disaster Protection Act of 1973, PL-93-234.** This program is administered in Maine by the State Planning Office.

**Flood Insurance Rules and Regulations, Federal Emergency Management Agency, 44 CFR.**

**Housing and Urban Development Act of 1959, PL-90-448.**

**Housing and Urban Development Act of 1969, PL-91-152.**

**Improved Civil Defense Program, Title V, PL-96-342.**

**Dam Safety Law, PL-92-367, July 1972, as amended by PL-99-662, Title XII, Section B** (not funded until 1998).

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**Guidance for MSDS, Occupational Safety and Health Administration (OSHA), 29 CFR 1910.1200.**

**Hazardous Material training Requirements, Emergency Responders Final Rule, OSHA, 29 CFR 1910.120 (effective March 1990) and Environmental Protection Agency (EPA) 40 CFR Part 311.**



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## 2. EMERGENCY MANAGEMENT AGENCY ORGANIZATION

Maine has 482 local jurisdictions and 16 counties, all of which have the requirement to appoint an Emergency Management Agency Director/liason. At any level, the EMA Director's duties are to oversee planning, training, and preparing for emergency response during non-disaster times, and to act as the coordinator in the Emergency Operations Center during disasters. The responsibilities placed on this individual are great. The EMA Director is the primary agent for the elected officials during disasters, and correctly trained, is an invaluable resource when disaster strikes.

At the county level, the Emergency Management Agency Director is usually a full-time employee. However, in most local municipalities, the EMA Director is either a volunteer, or a full-time employee assigned the role of EMA Director in addition to their other daily duties. The County EMA Director serves as a link between the local jurisdictions and the State for both the collection and the dissemination of information throughout the disaster. Considering his importance to the county, it is crucial that the right person is selected for the job.

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

The EMA organization is not a replacement for the police, fire, ambulance, Red Cross, or other emergency response groups. The Emergency Management Agency coordinates response and recovery in in declared disasters when more than one department is responding to a threat.

In Maine, the County Emergency Management Agency coordinates emergency response when a disaster extends beyond the normal mutual aid boundaries of the affected community, or when several communities are involved. County Directors provide guidance, planning models, home study courses, and workshops on emergency management to the local communities and their own EMA staff. The County Director also hosts periodic Local EMA Director Meetings to keep the local directors provided with up-to-date information.

The County EMA Director is one of the few officials authorized to access the Emergency Alerting System. (See the MEMA Communications Officer to be briefed on current procedures.)

Emergency response is handled at the lowest level of government 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 the community's 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 Director also coordinates interjurisdictional assistance, and oversees the distribution of county-owned or controlled resources. If the emergency is beyond the capabilities of both the locals and county involved, the County Director contacts the Maine Emergency Management Agency (MEMA) with requests for State assistance. The County Director verifies, quantifies, and qualifies all resource requests before relaying the request to the State EOC. **The County EMA Director keeps the State EOC apprised of the status of resource needs occurring in his county throughout**

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**this process.** This allows the State EOC to be ready for possible requests for assistance.

MEMA maintains an Emergency Operations Center (EOC) and has a full-time staff. MEMA coordinates the allocation of State resources and may coordinate activities between counties. In an emergency, representatives of key response agencies meet in the State Emergency Operations 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.

All County EMAs have developed mutual aid agreements with neighboring counties for the sharing of EMA personnel, and sometimes other resources, during emergencies. Check with neighboring county directors to get a copy of any mutual aid agreements currently in effect.

The County EMA Directors in Maine have joined together to form a County Directors' Council. This group meets periodically throughout the year to work on issues common to all County EMAs. The Directors Council has also developed a certification program for Emergency Managers in Maine. This peer review consists of an evaluation of the applicant's Work History/Experience, References and Recommendations, Training, and Contribution to Profession. To apply, contact any member of the County Directors' Council.

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### 3. COUNTY EMA DIRECTOR'S ROLES AND RESPONSIBILITIES

The EMA Director for the county works for and is responsible to the Board of County Commissioners. The Board is assisted in its 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 EMA Directors are outlined in Title 37-B and are summarized as follows:

1. A director must be appointed for each EMA. A director of an EMA may not be at the same time an executive officer or member of the executive body of a municipality or interjurisdictional or regional agency of the State or a county commissioner. The county commissioners shall appoint the director of that county's EMA. A director may be removed by the appointing authority for cause.
2. The nomination of the Director of a regional EMA shall be approved/disapproved by the MEMA Director. (37B §782 para. 3)
3. The director of each EMA will meet each year with the MEMA Director and the respective appointing authority, in order to review the performance of the EMA organization in carrying out its federal and state mandate and to jointly set new goals for the coming year.
4. Each EMA in the state, in consultation with MEMA, will prepare and keep a current disaster emergency plan for the area subject to its jurisdiction. That plan will include without limitation:
  - An identification of disasters to which the jurisdiction is or may be vulnerable, specifically indicating the areas most likely to be affected;
  - Actions to minimize damage;
  - Identification of personnel, equipment, and supplies required to implement the preceding actions, to include procedures for accessing these resources;
  - Recommendations to appropriate public and private agencies of all preventive measures found reasonable in light of risk and cost; and
  - Other elements required by MEMA rule.

All planning must be coordinated with the hospitals in the jurisdiction. (Although not defined by law, MEMA also recommends that planning be coordinated with airports, major private industries, and volunteer agencies such as the Red Cross.)

5. The director of each EMA organization shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid arrangements for reciprocal EMA aid and assistance in case of a disaster too great to be dealt with unassisted. These arrangements shall be consistent with the state EMA program. In time of emergency it shall be the duty of each EMA to render aid in accordance with these agreements. All agreements are subject to the approval of the MEMA director. (37B §784)

State law also says that each County/Regional EMA organization will receive the support and cooperation

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of the municipalities within its jurisdiction. (Chapter 13, Title 37B §781, paragraph 2.)

**Profile of the Director:** To be effective in the position, the Emergency Management Director must be an effective manager. He/She should have the respect of the various emergency response groups (fire, police, emergency medical, Red Cross, media representatives, etc.). He/She must be able to rally the total resources within the county into a coordinated, concerted action to bring about an effective response to an emergency. Without this leadership ability, any person designated as an Emergency Management Director will have an impossible task.

A person selected as the EMA Director must have planning and training abilities. S/He must be able to coordinate the development of an emergency operations plan, and to coordinate the training and exercising necessary to ensure that the operations plan is a workable document.

Finally, the Director must possess administrative abilities. In the development of the plan, the conduct of the training necessary to carry out the plan, and in responding to an emergency, a director must constantly manage administrative work. Documentation of each step of the crisis situation, and the submission of status reports to the elected officials, department heads, and the next higher level of government, is a critical responsibility of the EMA Director. Failure to report properly and quickly may result in an ineffective emergency response and in the failure of the jurisdiction to receive federal aid to rebuild adequately after the disaster. The collection of damage assessment data and the subsequent reporting is also a key part of the administrative process the director must carry out.

It is not an easy task to select the proper person to be an emergency management director. Selecting a person to fill this important post with little thought to the requirements of the job is not fair to the person selected, to the jurisdiction, or to the citizens. The lives of people may be placed in jeopardy, or even lost, by the selection of the wrong person as emergency coordinator. In such cases, lawsuits may be filed against the jurisdiction's officials.

What of combining the job of EMA with another position in the County? Sometimes this appears to work well, especially during non-disaster periods. However, these other job duties often cause conflict during the management of emergencies. This is especially evident if the job shared is within an emergency response agency. In these posts this secondary job may be so involved during any emergency that they may not be able to function additionally as EMA Director. If the Emergency Management Director is also tasked to be an Incident Commander, it will be certain that he/she will not be able to function as EMA director until the response phase of the emergency has passed. Thus, it is not advisable to select these people as EMA Directors.

An emergency management director is the *direct representative of the elected officials*. During any major emergency the Elected Officials have the ultimate responsibility for the health, safety, and welfare of the jurisdiction, and the ultimate responsibility for the actions of subordinates.

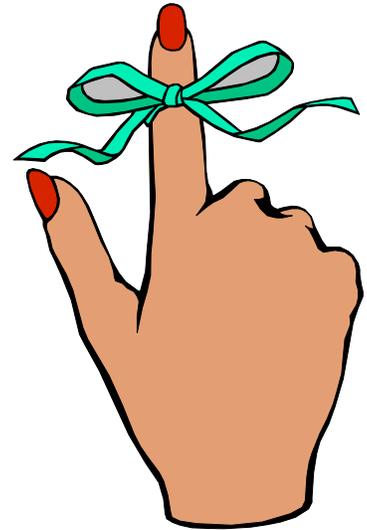
During non-disaster periods, the Director will be active keeping the county plan up-to-date; establishing working relationships with EMA Directors from the county's local communities, emergency response organizations, the county LEPC, and the media; working on SOPs and mutual aid agreements; planning and coordinating emergency response exercises; and assuring that all staff, local EMA Directors, and emergency responders are adequately trained.

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Here are a few additional things for the County Director to remember:

- Do give everyone the same sheet of music—a plan.
- Do give the team adequate communications equipment.
- Do give the team an adequate place to work from to support the decision makers.
- Do give the team periodic training.

An ongoing active EMA program will reflect the level of the County Commissioner's interest in public safety, and will result in what we all want—better protection for the lives and property of our citizens.





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**SAMPLE  
COUNTY EMERGENCY MANAGEMENT DIRECTOR  
JOB DESCRIPTION**

**DEFINITION:**

Under the delegation of the County Commissioners, the Emergency Management Agency (EMA) Director plans, organizes, and directs the EMA programs of the County; acts as the chief county representative on all EMA matters; and coordinates activities of the County EMA with other Federal, State, County and Local agencies having EMA responsibilities.

**GENERAL DUTIES:**

- Directs the planning, organizing, and carrying out of EMA activities, conferring as necessary with the State EMA and with neighboring county and local EMAs to assure that its activities are an integral and coordinated part of the overall county, State, and national programs.
- Keeps the County Commissioners fully and regularly (monthly written report preferred) informed on all EMA matters and acts as their personal representative with other governmental and private organizations concerned with the EMA.
- Directs a public information program to keep all citizens of the county informed as to the activities of the EMA, and of the part which every citizen should play in the EMA program.
- Establishes and maintains an emergency warning system throughout the county, as well as an Emergency Operations Center with appropriate/adequate volunteer staff for the county.
- Coordinates a training program to prepare the local EMA organizations within the county for emergency operations.
- Coordinates participation of the local EMAs within the county for national, State, county, and local emergency exercises.
- Develops and coordinates effective Emergency Operations Planning for each municipality within the county, conforming with State law. Assists departments, agencies, and municipalities involved in EMA activities.
- Advises the county commissioners on the needs of EMA; is responsible for preparing the county EMA budget and participating in the Federal financial assistance programs.
- During emergencies, coordinates county resources, reports county and local emergency response activities and conditions to State, and requests assistance as needed. Coordinates damage assessment activities throughout the county and promptly reports all damage assessment results to State. Assists as required with FEMA/State/Local preliminary damage assessment and damage survey activities.

**GENERAL REQUIREMENTS:**

- **Initiative and imagination.**
- **Strong** leadership traits.
- Knowledge of the methods of organization, planning, management, and supervision.

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- Knowledge and familiarity with the structure, functions, and interrelationships of federal, State, county, and local governments.
  - Knowledge and familiarity with the background and objectives of the federal, State, county, and local Emergency Management Agency programs.
  - Ability to deal **effectively** with State, county, and local government officials. The director should possess the capability to:
    - ✓ Read and understand state and federal laws;
    - ✓ Prepare budgets and/or be competent at fiscal administration;
    - ✓ Provide public and instructional presentation;
    - ✓ Operate computers and radios; and
    - ✓ Work effectively with volunteer and public safety organizations
  - Ability to evaluate difficult situations and exercise good judgment in making **decisions**.

**VALUABLE EDUCATION and EXPERIENCE:**

- **College degree or equivalent** combination of education and life experience. A commitment to a continuing education is crucial to the effective management of the EMA program.
- **EMA Certification:** Two levels of emergency management certification, CEM (Certified Emergency Manager), or an AEM (Associate Emergency Manager), are made available through the International Association of Emergency Managers. In addition, Maine’s County Directors Council has a new program known as CEMME (Certified Emergency Manager Maine). This peer credentialing is available for a small processing fee. MEMA encourages each County EMA Director to work toward attaining this valuable certification.
- Minimum of three years **emergency response** experience.
- **Experience as administrator/manager** in a public jurisdiction or a private organization. Listed are some areas of experience that are desirable to look for during the recruitment and evaluation process:
  - ✓ Disaster relief and recovery
  - ✓ Emergency Management
  - ✓ Public safety
  - ✓ Emergency services
  - ✓ Communications
  - ✓ Management/Supervision
  - ✓ Public speaking
  - ✓ Hazardous Materials
  - ✓ Writing—plans, procedures, checklists, formal correspondence
  - ✓ Administration
  - ✓ Understanding of county and local government
  - ✓ Media relations

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## 4. THE PLANNING PROCESS

Effective emergency management in any county is based on the ability to address a potential disaster in a preplanned, organized, predictable, and professional manner. The key to this ability is the emergency operations plan (EOP). Experience has proven that having a plan in place and having the principal players familiar with the plan saves time, saves resources, and ultimately saves lives. The time to determine evacuation routes, resolve conflict between responders, and identify sources for needed resources is in a "low stress" period when it can be done correctly, NOT in the middle of a disaster.

Help is available from the State in the form of technical guidance, plan models, and training courses. Even with these aids, writing an emergency operations plan is not a simple process. The emergency manager must go through a series of steps to develop a plan that will suit the needs of the county. Additionally, FEMA has provided guidance for the development of emergency plans in State and Local Guide (SLG) 101, *GUIDE FOR ALL-HAZARD EMERGENCY OPERATIONS PLANNING*.

The first step is assembling a planning team. This group helps the EMA Director gather information for the plan and helps to put current response procedures into a written form. This team would have at least one member of each emergency response group serving the county and community emergency response representatives. Any organization or person that is assigned a task in the emergency plan should be invited to sit on the planning team when work is being done on sections that apply to its organization, i.e., the local Red Cross Chapter and School District when the Shelter Annex is being developed, etc.

Different levels of emergency planning have already occurred in each county of the State. The first job of the planning team will be to research and evaluate the condition and currency of the existing county plan.

A representative from the Board of County Commissioners should be actively involved in this process. The official is needed to give policy information and to encourage all county departments to participate in the planning effort. The plan should be reviewed by the county's attorney before it is signed by the Board of Commissioners. The EMA Director is responsible for keeping the planning team on track, assigning and collecting information from the members, and overseeing the production of the plan. Having all response agencies take part in the development of the plan assures support and use of the plan.

The next step is completing a hazard identification. This process involves looking at as many types of hazards as possible, and targeting those hazards that could occur in the county with damage to property or harm to citizens. These targeted hazards are defined as "significant" for the county and the response to these hazards is what the emergency plan is based on. MEMA has produced a workbook to help in the completion of a thorough hazard assessment. The use of this workbook provides a common base for performing the analysis, and ensures uniformity throughout the assessment process. **This step must be completed each time you are updating an existing plan.**

In determining its vulnerability to hazards, the EMA Director should consider more than the obvious risks to lives and property. Businesses, jobs, and tax revenues may also be at risk. The county and local municipalities must be prepared to bear added cleanup and repair costs, since even if disaster funds are received, these costs are not fully reimbursable under federal disaster relief programs.

Vital facilities and population groups of special concern can be identified in vulnerability descriptions and their locations shown on the hazard maps. Some important *special needs* classifications to consider are:

PEOPLE		PROPERTY	
At home:	Aged	Vital Facilities:	Emergency Facilities
	Children		Transportation Systems
	Non-English Speaking		Hospitals
	Individuals with Disabilities		Utilities
Facilities:	Schools & Day Care		Dams
	Health Care/Intensive Care		Residences (Dormitory, Elder, etc.)
	Prisons/Early Release Ctrs		Stores and Warehouses
	Residential Care		Offices and Factories
	Nursing/Boarding		Business/Government
In Transit			Inventories
At Work			Farm Crops
			Shopping Malls
			Schools
			Prisons

Once the hazard analysis has been completed, the resources that would be needed to respond to the known risks must be identified, compiled, and listed. These critical emergency response resources 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 county is essential to the planning process. Knowing what resources are available during an emergency allows the EMA Director to complete a *capability assessment* for his county.

Deficiencies can be cataloged, and sources capable of furnishing these *unmet needs* can also be identified in a pre-disaster period. County and local governments do 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. The County Emergency Management Director is the catalyst that brings all of the elements of the county together to plan for unmet needs, commit available resources logically, and coordinate resources during all the phases of a disaster.

After these jobs are completed the actual planning can then begin. Experience has shown that the most effective plans are ones that are organized using a "functional" approach. A "function" in emergency management is a job that must be done. Some of these functions are sheltering, evacuation, direction and control, alerting and warning, etc. Each function will have its own annex to the EOP. If a hazard requires differing actions than would usually be done, then those actions would be listed in a short hazard specific appendix to the annex. Maine agrees with the federal government that functional planning is the most practical and involves the least amount of repetition. The MEMA Director has set a policy directive of

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All-hazard Functional Planning throughout the state.

Additionally, the plan must include a "promulgation statement". This is a letter in which the County Commissioners state that this plan is the recognized and approved plan for the county and that all county personnel will follow it. The members of the Board of County Commissioners and the head of each county agency will also sign an approval page at the front of the plan.

There is one crucial step yet before the plan is finished. That is delivery of the appropriate plan components to all groups assigned duties in the plan and a copy of the entire EOP to MEMA.

The plan must be periodically reviewed to ensure that circumstances haven't changed, or that there weren't omissions made when the plan was written. Often these areas of the plan are discovered during emergency management exercises or during actual emergency operations.

### **Planning elements**

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

**Basic Plan:** This is an overview of Emergency Management functions. It includes the Hazard Vulnerability Assessment Report that details the hazards which threaten the county.

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

- **Alerting and Warning:** How the responders and public are notified.
- **Direction and Control:** Who is in charge and how the response is controlled.
- **Emergency Services:** A description of Emergency Services available within the county and from mutual aid or contract groups.
- **Emergency Public Information:** Procedures and public safety information that must be communicated to the public in an emergency.
- **Evacuation:** Information and procedures to move citizens out of areas of potential impact.
- **Shelter:** Where citizens go in an emergency; procedures used to set up and maintain the facility.
- **Resource Management:** A listing of equipment and other assets needed during an emergency, and the procedures for their distribution.
- **Radiological Protection:** How to respond to an incident involving radioactive material; the source could be a fixed facility such as a hospital, or a transportation accident.

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- **Damage Assessment:** How information about the cost of the damage incurred in an emergency is collected and reported.
  - **Disaster Assistance:** How applications are made for assistance, and how assistance is distributed to victims.
  - **Hazard Mitigation:** How damage from expected emergencies, identified in the basic plan, can be minimized or eliminated.

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

MEMA makes available to all County EMA Directors a generic county plan model. This sample plan makes it easier to develop an effective plan in the proper format. The model can be easily adapted for use at the local level.

MEMA also has developed a shorter "checklist plan model" intended for use by smaller communities. Copies of these model plans may be obtained from MEMA.

Every plan in the State should be reviewed and updated by the jurisdiction's EMA Director annually, and fully updated at least every four years. A plan should be re-promulgated and signed whenever a majority of the governing body or department heads have changed.

## **Exercising the Plan**

Completed plans should be tested on a regular basis. The emergency response agencies and hospitals, airports, some HazMat facilities, and other special needs facilities in the County also have exercising requirements for their certification. The coordination of these exercises so that as many requirements as possible are met with each exercise will save valuable time, money, and resources.

Emergency Management exercises are used:

- to promote preparedness;
- test or evaluate emergency operations, policies, plans, procedures, or facilities;
- train personnel in emergency response duties; 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 modify sections of the plan.

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

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## 5. RESPONSE OPERATIONS

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

To ensure that the various departments and organizations in the county will effectively communicate with each other and the citizenry, it is necessary to designate a place for this to happen. Therefore, each county needs an Emergency Operations Center (EOC). The EOC is the physical location where the Commissioners and the response organizations come together to communicate.

A few of the functions that take place in the EOC (or in adjacent areas) are: shelter designation, staffing, and equipping; coordination of public and private agencies emergency response; policy decisionmaking, alerting and warning; emergency public information production and dispersal; media briefings and interviews (in a special area near to the EOC); damage assessment, resource dispersal and allocation; evacuation orders and coordination; situation reporting; and rumor control.

The EOC and its furnishings can often be built for other purposes and converted to emergency management during actual disasters or training exercises (this concept is called dual-use). The principal expenses of the county will be personnel costs and the cost for effective EOC communications; i.e., computers with e-mail capability, radios, phones, fax machines, and phone lines. Other expenses will be administrative; e.g., supplies, clerical support, postage, etc. It's best not to forget other County costs that might have impact on an effective EMA program. For instance, the Sheriff's budget may need a line item that will allow payment of his/her personnel's hourly wages for their participation in EMA tests and exercises.

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 in the EOC what is happening and why. For example, the Sheriff's Department liaison, who understands the capabilities and the needs of the Sheriff's Department, explains why certain actions have been done, or why the Sheriff 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 Commissioners. In this way, the Commissioners 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 before citizens are affected.

The complexity of the EOC will vary with the size of the county, its needs, its assets, and the type of disaster it is responding to. In some counties, and at the state level, specialized equipment is located in a dedicated complex that can be manned twenty-four hours a day. In smaller counties the EOC might be set up in a multi use area when needed and converted back to its primary purpose after the emergency has ended. 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, and with EOCs in other communities and the next higher level of government.
- Emergency lighting and power.
- Visual displays, maps, and status boards.
- Sanitary facilities, and food and water supplies for periods longer than a few hours.
- Protection from the hazards (i.e., EOC not located in a risk area).

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

While in the activated EOC, officials 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 county's Public Information Officer (PIO) will help the elected officials convey a professional presence while delivering emergency public information. The PIO will establish relationships with local media, handle rumor control in the EOC, and draft press releases. The PIO is the primary contact with the media.

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

#### RESPONSE STAFFING

<i>Policy Group</i>	Directs and controls emergency operations. Makes decisions. This Group includes elected or appointed officials.
<i>Coordination Group</i>	The EOC staff and liaisons: the emergency management director, the EOC Operations Officer, the police and fire representative, public works/road commissioner, and the public information officer. Others to be considered are the health and medical advisor, environmental protection, evacuation/shelter officer, and radiological protection officer. Response group liaisons receive reports from the field, monitor communications, and forward status reports to the Operations Officer in the EOC and their respective agencies in the field. This Group includes staff from communications and dispatch, volunteer groups, utilities, schools, logistics, and procurement personnel.

<i>Operations Group</i>	Located in the field. Incident Command System and field Service Chiefs. They are responsible for their agency's emergency operations. They carry out the decisions of the policy makers and coordinate with the EOC. They ensure that policies and procedures are carried out.
<i>Response Group</i>	Located in the field. On-line personnel and equipment designated to execute the SOPs. They control the emergency, protect lives and property, and monitor hazard conditions. They operate under the direction of their own department chiefs and the incident commander.

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

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

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

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



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

Any question regarding liability, or other legal questions, should be immediately directed to the jurisdiction's legal counsel. The county attorney would much rather answer a question before a disaster than be required to represent county officials in court after one.

### **County and Local EMA Response Structure**

Local and County Emergency Management Agencies and Directors are responsible for keeping up with current emergency management philosophy, setting yearly goals, developing a Disaster Emergency Plan, and establishing mutual aid agreements.

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When two or more political subdivisions within a county are affected by the same disaster, the County Emergency Management Agency will exercise responsibility for coordination and support of the emergency management agencies within the area of operations.

## **EMERGENCY RESPONSE ORGANIZATIONS**

Effective emergency management requires that specific plans be developed for dealing with disasters. These plans specify which individuals will coordinate disaster response activities, and require that an appropriate facility be equipped to effectively coordinate these activities. In most counties and communities, the people in the field dealing directly with the emergency are from the same groups that provide the day-to-day emergency operations: fire, police, ambulance, and rescue squads.

Fire departments provide the base of local personnel and equipment to respond to most emergencies. Ambulance and rescue squads, and hazardous materials teams also provide special response services. Police are usually full-time employees in communities with Police Departments. Many communities rely on the County Sheriffs and the Maine State Police for law enforcement.

Career or paid employees have an ongoing relationship with their employers, but volunteers are also considered to be agents of the jurisdiction, and enjoy the same privileges and immunity as other employees. Volunteer personnel require the same (or more) screening, training, supervision, and documentation required of full-time paid employees. A volunteer can be fired, too.

Good emergency preparedness provides for response to both everyday emergencies and disaster operations. It should include both a formal and an operational relationship between government and the emergency response providers. Local and county government have an intrinsic responsibility to provide for public safety. Police, fire, ambulance services, rescue squads, and hazardous materials response teams have assumed the responsibility of providing for certain aspects of that safety.

A thorough planning process should allow for an exchange of the expectations and responsibilities of all groups involved. This kind of exchange can provide the foundation for mutual agreements that are then translated into formal contractual agreements and standard operating procedures (SOPs) that clearly define how governments and their emergency response organizations intend to provide for the public safety. These agreements and SOPs can be as basic or as all-inclusive as the parties wish, but they are an essential legal part of a comprehensive emergency management program.

The emergency management program provides a very effective insurance policy for the county. However, it does require a degree of attention to keep it working effectively. A budget for expenses, a place to operate from, and the equipment to meet the demands of the county's hazards must also be available. The County Commissioners' support of the EMA program is necessary if it is to be successful.

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# COUNTY EMA DIRECTOR'S CHECKLIST

Note: Emergency Phases may overlap.

## Preparedness Phase Actions:

- Set up the planning team
- Assist agencies in the development of SOPs
- Develop Emergency Operations Plan
  - ✓Identify hazards that could impact community
  - ✓Assess vulnerability to these hazards
  - ✓Identify lines of succession for elected officials and emergency response agencies
- Establish an Emergency Operations Center
- Talk to MEMA's Communications Officer about procedures to access the Emergency Alerting System
- Establish a 24-hour community warning point and fanout system
- Develop written Mutual Aid Agreements
- Inventory available resources
- Assess county's capability to respond to its identified hazards
- Appoint key EOC Staff
- Train EOC Staff
- Establish an exercise program schedule

## Response Phase Actions:

- Start and maintain an event log: include date, time, persons reporting, key information, factors weighed, and decisions reached
- Implement the county emergency plan
- Provide public warnings
- Brief elected officials regularly
- Activate and staff county EOC
- Test and activate communication equipment
- Designate a Public Information Officer
- Remind staff to keep complete logs of actions, financial records, and calls
- Through Situation Reports notify the State EOC regularly of:
  - ✓EOC Activation
  - ✓Status of Emergency
  - ✓Unmet needs
- Also Notify:
  - ✓County Commissions and other county agencies
  - ✓Lower levels of government EMAs
  - ✓Amateur Radio RACES Groups
  - ✓American Red Cross Chapter
  - ✓Volunteer Groups
  - ✓Social Service Agencies
  - ✓Local Hospital
  - ✓Media
  - ✓Special Needs Groups
- Conduct regular staff briefings
- Check weather forecast, high tide information, current conditions, etc.
- Coordinate the mobilization of community emergency response resources
- Gather situation reports from response groups at the disaster site
- In consultation with EOC emergency response agency liaisons and elected officials, assess the need for:
  - ✓Evacuation
  - ✓Shelter

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- ✓Emergency Feeding
  - ✓Medical Care
  - ✓Law Enforcement and Security
  - ✓Other Emergency Units
  - ✓Road/Street Clearance
  - Assess need for establishment of a curfew
  - Ensure that law enforcement has set up patrol of evacuated areas and restricted access
  - Verify all information received
  - Schedule regular media briefings or press releases
  - Instruct affected local communities to estimate damages to public facilities, and the cost of public personnel services in the repair and clean up in these categories (Use Form 7):
    - ✓Debris Removal
    - ✓Emergency Measures
    - ✓Roads/Streets/Bridges/Culverts
    - ✓Water Control Facilities
    - ✓Public Buildings
    - ✓Private Nonprofit Facilities
    - ✓Other, such as community owned parks or recreational facilities, including cemeteries
  - Collect information from affected communities on the status of their citizens, and the delivery of essential public services, determine: (Use Form 7)
    - ✓Number dead, injured, missing, homeless
    - ✓People needing shelter, food, or clothing
    - ✓Number in shelters
    - ✓Number evacuated
  - Collect information from local communities to determine damages to: (Use Form 7)
    - ✓Private residences
    - ✓Business and industry
    - ✓Farms
    - ✓Schools
    - ✓Hospitals, nursing homes
  - Evaluate need for outside assistance
  - FAX, phone, or radio the State EOC of local reports you have received on *Maine Damage Assessment Form 7*. Report severe damages *as soon as they are known*, even if a good cost estimate cannot be made. This will alert State officials that a major problem exists in the county.

## Recovery Phase Actions:

- Release outside assistance, including volunteers
- Ensure the return of borrowed or rented equipment and supplies
- Reduce or remove restrictions in disaster area
- Mark a map of the community to show damage sites and types of damage
- Request State/Federal Assistance through The State EOC, if necessary
- Photograph as much damage as possible, for documentation
- Maintain records of labor, equipment, and materials used in disaster response
- Participate with Federal/State Preliminary Damage Assessment Team

If a **Presidential Declaration** is received:

- Receive notice of Presidential Declaration of Disaster
- Assist MEMA to set up site for Public Assistance Briefings for local officials and private non-profit (PNPs) organizations
- Notify eligible PNPs in the county of the upcoming meeting and their possible eligibility for federal/state assistance
- Meet with State and Federal EMA representatives at a Public Assistance Briefing to complete a Request for Assistance Form for federal assistance for the county, if necessary
- Coordinate through the Disaster Field Office (DFO) FEMA Community Relations visits to ensure citizens are informed of available assistance
- Provide space for Disaster Recovery Center (DRC), if needed

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- Provide a representative at DRC if needed

**After each disaster operation:**

- Ensure debris clearance
- Keep public informed
- Obtain crisis counseling for victims and responders
- Critique county's response to the disaster
- Prepare report for official records
- Update/revise emergency plans

## **Mitigation Phase Actions:**

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

- Building codes
- Use of Disaster/Flood insurance
- Land use management
- Risk mapping
- Location of homes and businesses
- Statutes/Ordinances
- Public Education



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## 6. INITIAL DAMAGE ASSESSMENT

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

Only the Governor can request a federal disaster declaration after certifying the expenditure of state, county, and local funds and assessing 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.

A gubernatorial emergency proclamation is based on **local and county Situation Reports (SitReps)**, a request for a proclamation from local government through EMA channels, and the recommendation of the MEMA Director. The emergency proclamation is the mechanism that releases State aid and/or resources to the local level. The local Situation Reports are distributed and collected by the County EMA and relayed to MEMA.

An important role is also played by relayed damage assessment information (**Form 7s**). The County EMA Director is responsible for ensuring that each local community has personnel who have attended training for damage assessment, situation reporting, and other critical emergency management skills.

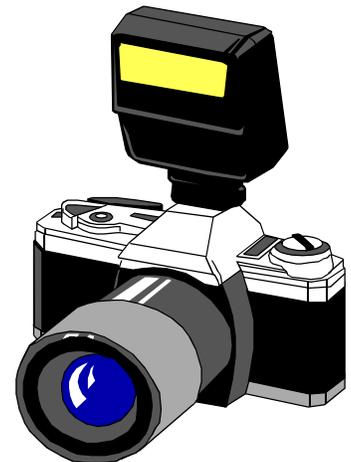
*The most common reason for failure to obtain federal reimbursement for eligible costs is lack of adequate documentation.* Documenting a disaster simply means providing evidence or proof of what happened. Expenditure records, time logs of town employees' work schedules, logs showing equipment usage, and photographs of the damage should be preserved. Photographs of the damage provide the most conclusive evidence. Take pictures of the damage, the repair work, and completed restorations. **There is no such thing as too many pictures.**

Communities often instruct their citizens to report private damage at the town office. The County Director should encourage each community to set up a system to collect and report this critical information via the local Form 7.

There is often an amount of damage per site that must be exceeded in order to be considered eligible for Federal Public Assistance. This amount may vary, so verify this trigger amount for each event. The 1998 figure was one thousand dollars. The definition of "site" is changing so check the latest guidance for the definition currently in use.

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.

Good documentation means:



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- Taking pictures of damage and repairs.
  - Taking notes on damages and repairs.
  - Clipping and filing press reports.
  - Recording all expenditures, including overtime costs and work schedules.

The local EMA Director cannot effectively do all damage assessment. Help the local EMA Directors to put together a team to assist in the local collection of data. Trained observers will be a big help in to assessing 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. Local Road Commissioners will know the costs of culvert replacement and road repair. The damage estimates will be more reliable if the estimators are familiar with conditions before the emergency. When exact figures are not available, reasonable estimates should be used.

The Form 7 information should be reported (via telephone, radio, or FAX) to the County Emergency Management office **as soon as possible**. Local directors should be instructed to not necessarily wait for the entire form to be completed. Partial reports are acceptable, with updates relayed as information is gathered. The locals should verbally submit a complete report *within 24 hours of the request for information* from the County EMA. This form can be hand delivered or faxed to the County EMA office. The county relays this information to the State EOC.

The purpose of doing the damage assessment is to determine if assistance is needed and what type of assistance is required. A county's 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. The county's 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.

Directors should not wait for a call from the State to start collecting damage information. Whenever damage has occurred the county should verify that it is not an isolated case. Neighboring communities should be surveyed each time a report is received from a local jurisdiction that damage has occurred in their community. **Damage reporting should be routine.**

Workshops should be given periodically to train local damage assessment teams on how to fill out the Form 7.

A sample copy of Form 7 and instructions are included in Appendix A of this guidebook.

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## 7. DISASTER ASSISTANCE

When a 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, and later the State, is asked to supplement local resources. State response can range from coordinating and providing state aid following local/county government's request, to requesting federal help. If a major disaster occurs, local jurisdictions will ask for additional aid by going through EMA channels to the County EMA Director.

When conditions warrant, based on local situation reports, the Governor declares a *State of Emergency*. The State EOC, 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 the State 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 the area. FEMA calls this assessment a **Preliminary** Damage Assessment (PDA) in spite of the fact that it is the second damage assessment to take place. Out of this second 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 a local initial damage assessment results in identifying the need for resources beyond local capability, the County EMA Director should be notified immediately. He/she will contact the State EOC to relay requests for aid the County cannot fill. All State resources assigned to local disaster recovery remain under the control of the State. **Local damage assessment, the report to the County EMA Director, and the request for assistance are the responsibility of the Local EMA working through the County EMA.** It is the County EMA's responsibility to train the local jurisdictions in the damage assessment procedure. MEMA is prepared to assist this effort through its training section.

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 to meet documented needs. .
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.

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If the President declares an EMERGENCY or MAJOR DISASTER, a Federal Coordinating Officer (FCO) will be assigned to coordinate federal assistance. The governor will appoint a State Coordinating Officer (SCO), usually 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.

*Public assistance (Infrastructure support)* is available to state, county, and local governments; Indian Tribes; and some private non-profit organizations. Under a presidential disaster declaration, applications may be approved to fund a variety of projects including: clearance of debris; emergency protective measures; repair of roads; 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 some private non-profit (PNP) education, utility, emergency, medical, and custodial care facilities, including those for the aged or disabled.

The federal reimbursement for governments may include damages to infrastructure, administrative costs, fuel, supplies, and labor costs for base pay or overtime for regular and "special hire" employees. PNPs are only eligible for repair or restoration of buildings and grounds to their pre-disaster condition.

*Individual Assistance* provides assistance to individuals, families, and small businesses affected by the disaster. It is important to know that this is a complicated process with a definite order of program eligibility. There is a prerequisite for the Individual and Family Grant Program (IFG) that involves each applicant to submit an application to the Small Business Administration (SBA) for a loan. IFG can't consider an application (except for medical, funeral, and other immediate needs) until SBA turns them down or gives them too small a loan to address the needs. These complicated programs frequently have changing rules for eligibility so check the latest guidance for up-to-date requirements.

Citizens apply for disaster assistance through an 1-800 teleregistration number. A Disaster Recovery Center (DRC) may be set up in the county to offer additional information following the teleregistration process. Such a center is usually staffed with federal, state, county, and local officials, as well as representatives from the private relief organizations. A DRC is a "one-stop" center because it is designed to bring representatives from various assistance agencies together under one roof. The establishment of a DRC makes it much simpler for disaster victims to get information about the assistance available. Getting assistance to individual disaster victims is the first priority in the recovery effort.

Examples of the types of assistance for individuals are listed below. Please note that not all people are eligible for all programs listed, and all programs are not available in every disaster.

- Temporary housing/minimal repair/possibly mortgage payments
- Unemployment payments
- Low interest SBA loans to individuals and businesses
- Food stamps
- Individual and family grants
- Legal services
- Crisis counseling

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- Veterans' assistance
  - Agricultural assistance
  - Income Tax counseling
  - Red Cross services

Not all of these services are always physically represented in the DRC, but when a representative from the program is not in the DRC, telephone numbers will be made available.

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
- Food Stamps

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 distribute the available resources from all the VOAD member agencies (and outside donations) to the areas of greatest need. VOAD also initiates the Unmet Needs Committee following a disaster.

In some situations:

- The Department of Agriculture and the Small Business Administration (SBA) can declare disaster areas independently of FEMA.
- Adjacent counties to a disaster area declared by FEMA may be included for some SBA services.
- Counties can also be approved for a PA or IA only disaster, and each program has separate PDAs (Preliminary Damage Assessment).

What does a community expect after an emergency or disaster? Frequently, the residents do not know exactly what type of local, county, state, or federal aid to expect. However, they do expect their elected officials and their EMA representatives 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 county and local EMA Directors to stay up-to-date and to be aware of the current status of these programs.



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## 8. 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, 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 includes technical assistance for planning and identifying hazard mitigation projects, and the funding (up to 75%) of those projects which are approved by FEMA. The applicant is responsible for funding the remaining 25% of the cost of the project.

Two sections of the Stafford Act provide for Hazard Mitigation funding:

**Section 406** provides funding for cost-effective hazard mitigation measures to be taken in the repair, restoration, and reconstruction or replacement of public facilities, provided such facilities were damaged in the declared disaster. This hazard mitigation money is above and beyond the cost to repair the damage to the pre-disaster condition. These 406 funds are available for use only in counties that were within the disaster declaration area.

**Section 404** enables FEMA to make grants to eligible applicants such as State and local governments to fund cost-effective measures to avoid repetitive losses. This FEMA grant is intended to fund three quarters of the total hazard mitigation project cost. The amount of Section 404 hazard mitigation grant funds available is based on a percentage calculation. These funds equal fifteen percent of the total federal dollar share spent for public assistance, individual assistance, and mission statements in the disaster. These 404 funds are available statewide, even in counties that were not included in the disaster declaration.

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.

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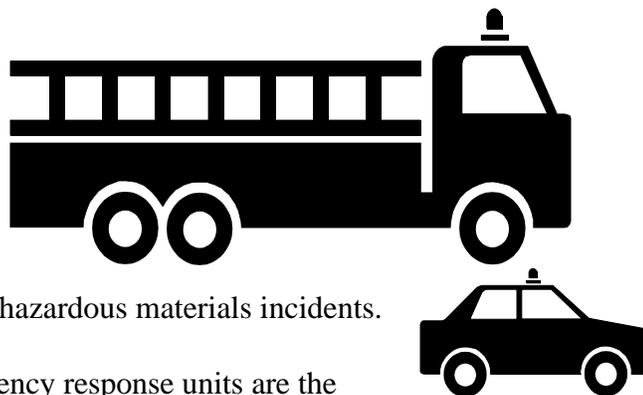
The key to successful mitigation lies in breaking the cycle of destruction, rebuilding, and destruction again. The EMA director can help refute the assumption that the consequences of natural hazards are as inevitable as the events themselves. While mitigation can't prevent a disaster from happening,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

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## 9. 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 division 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 Waterville. 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.



Local and county 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.

### Emergency Management Training Available

*Individual Study Courses* are available that can be completed at home. These are highly recommended to get an overview of specific subject areas. More are being developed all the time. These courses are an excellent way to begin and continue Emergency Management education. Some are:

- IS-1, *Emergency Program Manager: An Orientation to the Position*
- IS-2, *Emergency Management, U.S.A.*
- IS-3, *Radiological Emergency Management*
- IS-5, *Hazardous Materials: A Citizen's Orientation*
- IS-7, *A Citizen's Guide to Disaster Assistance*
- IS-8, *Building for the Earthquakes of Tomorrow*
- IS-011, *Animals in Disasters*
- IS-120, *Orientation to Community Disaster Exercises*
- IS-195, *Basic Incident Command System*
- IS-275, *The EOC's Role in Community Preparedness*
- IS-279, *Engineering Principles and Practices*
- IS-288, *Volunteer Agencies in Emergency Management*
- IS-393, *Introduction to Mitigation*

MEMA also offers several courses for EMA Directors, their EOC staff, and local response personnel interested in sharpening their skills. Some courses that have been given in the past and are planned for the future are:

- *CAMEO—All Hazard*

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- *Community and Family Response Training*
  - *Decision Making and Problem Solving*
  - *Developing Volunteer Resources*
  - *Disaster Response & Recovery*
  - *Emergency Planning*
  - *EOC Management and Operations*
  - *Exercise Design*
  - *Exercise Evaluation*
  - *Hazardous Materials Contingency Planning*
  - *Incident Command System*
  - *Incident Command System/EOC Interface*
  - *Leadership and Influence*
  - *Natural Hazards Mitigation*
  - *Principles of Emergency Management*
  - *Radiological Monitoring*
  - *Radiological Response Team*

These classes are usually provided at no cost to the student. MEMA may furnish lodging, and some meals. These arrangements frequently change; specifics should be checked for each class.

FEMA hosts a series of emergency management courses at the Emergency Management Institute (EMI) located at Emmitsburg, Maryland. A directory of classes available is distributed annually. Contact the MEMA Training Officer for current reimbursement and payment policies.

To apply for an EMI course: Students should complete a FEMA training application Form 75-5 which is available from the County or State EMA training office. Applications should be sent directly to the MEMA Training Officer who will screen the application for eligibility and endorsement. Applications are then sent to EMI through the FEMA Region I Training Officer. EMI should contact the student by mail within 30 days to inform them if they have been accepted and to provide the necessary logistical information.

To apply for a State course: Students should contact their County EMA for a State training application which then must be returned to the county for endorsement. The County EMA will then forward the application to MEMA for registration into the course. Usually, county endorsement is adequate for acceptance unless the course is full or cancelled. The MEMA training office will advise the county of the student status and the county will contact the student to confirm or deny attendance. Students can also apply for State courses via the internet.

State courses are posted in the annual training catalog, on the MEMA training website, and are listed on the back page of the *MEMA Messenger* quarterly newsletter. For further information, please contact MEMA's training division by telephone, at 1-800-452-8735, or you can send e-mail to **michael.f.grant@state.me.us**.

## EMA Reporting Forms

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

**Situation Reporting Form:** To be used as necessary to report the status of the event to the State EOC.

**Resource Request Form:** To be used to request State assistance when unmet resource needs exist. All local resources, mutual aid agreements, private and nonprofit resources, and County capabilities have been exhausted.

**Damage Assessment Form 7:** To report damage to the State. The first page is for documenting damage to public property. The back page documents damage to private property. Information should be entered on both sides when submissions are made. These forms are collected by the county from the local communities and relayed to the State EOC.

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

**Quarterly Billings:** Used to request Federal matching funds for County EMA expenses. Contact MEMA's Business Manager for current instructions.

**Annual Submissions:** County EMA staffing patterns, etc. Contact MEMA's Business Manager for current instructions.

**EMA Work Plan:** The contract that the County EMA makes to justify the receipt of Federal matching funds. Progress reports to the MEMA director are required quarterly.



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INSERT CURRENT **SITUATION REPORTING** FORM HERE.



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INSERT CURRENT **RESOURCE REQUEST** FORM HERE.



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**INSERT CURRENT DAMAGE ASSESSMENT FORM 7 HERE**



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**INSERT COPY OF CURRENT FORM 7 INSTRUCTIONS HERE**



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# SAMPLE COUNTY WORK PLAN

State of Maine

Federal Fiscal Year 1999 (October 1998 through September 1999)

County EMA Work Plans/Activity Reports

June 12, 1998

**NOTE:** Except where "Required Elements" are indicated, work items will be negotiated between County and State.

Required elements marked with an asterisk (\*) are new for Fiscal Year 99. Note that a required element for technical assistance has been added under planning. Since a stand-alone category for technical assistance has been eliminated, you may have technical assistance activities in several of the remaining categories.

## 1. Planning

All planning activity, including updates of County all-hazard plans. Suggested rate of plan review and upgrade: 4 annexes a year (1 per quarter). LEPC planning would also be reported here, along with working with MEMA on planning and review standards.

Also include any efforts that deal with improving hazard and risk analysis in the county. Sample activities would include: revision of hazard and risk analysis for county as a whole or specific communities, identification of previously unreported hazardous materials facilities, etc.

Also include any structured activity to assess the capability of the county or local EMA organization to respond to emergencies. Examples would be: Assessing training needs, assessing resource availability, assessing planning status etc.

### *Required elements:*

- Significant effort in the update of the County Emergency Operations plan (recommendation is 4 annexes per year).\*
- Annual Review of LEPC plan
- Review of EHS facility plans using SERC/OSHA checklist\*
- Provide technical assistance in planning to towns, facilities, organizations, etc. as requested.\*

## 2. Training

Outline and report on training activities given and training taken by County staff. Include activities such as working with State to sponsor training events in your County.

### *Required elements:*

## 3. Education and Awareness Program

Outline and report any projects or activities that support the enhancement of public (and public officials) awareness of emergency management issues. School outreach, workshops, newsletter articles, news releases, etc.

### *Required elements:*

## 4. Finance and Administration

Include all administrative activities that involve the EMA organization, including LEPC activities and support, completion of FEMA paperwork requirements, attendance at County Director or County

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Commissioner meetings, performing any County-required administrative duties (that relate to position as EMA Director) etc.

**Required elements:**

- Complete and submit the following reports and forms annually, by July 1 of each year (next submission due July 1, 1998):
  - ✓ FEMA Annual Submission which includes:
    - ♦ FEMA Form 85-16 (summary of state and local expenses for State and Local Assistance for the coming fiscal year)
    - ♦ FEMA FORM 85-17 (State and Local Assistance Staffing pattern for the coming fiscal year)
  - ✓ Annual work plan (this report)
  - ✓ Annual update of EMA rosters (note, updates may be submitted at any time, but at a minimum yearly by July 1)
  - ✓ Inventory of State-owned equipment
  - ✓ Inventory of LEPC-owned equipment\*
- Annual update of LEPC membership list by August 15 \* (Deadline date derived from LEPC Achievement Standards)
- Complete and submit the following quarterly reports to MEMA according to the timetable below:
  - ♦ Activity Reports (quarterly reporting of projects listed in annual work plan)
  - ♦ Quarterly LEPC Financial Reports
  - ♦ Quarterly EMA Financial Reports
- ⇒ Due dates for ALL Quarterly reports:
  - ✓ January 15
  - ✓ April 15
  - ✓ July 15
  - ✓ November 15
- Attend bi-monthly County Directors meetings
- Submit LEPC meeting minutes (per LEPC meeting schedule)
- Ensure that the LEPC publishes a public notice regarding public access to hazardous materials information, and provide confirmation to MEMA (annually, per LEPC schedule)\*

**5. Exercise**

Outline and report planned exercises and drills. Include (here or in another subject category) steps taken to address shortfalls identified by the exercise.

**Required elements:**

- Annual exercise of LEPC plan
- Participate in/monitor EHS facility exercises\*

**6. Facilities and Equipment (includes Communications & Warning)**

Outline and report projects and activities that support development and maintenance of an operational EOC, and communications and warning systems. This relates to the physical facilities and equipment, rather than staffing or training and exercise to test the facility.

**Required elements:**

- Coordinate radiological set exchanges.

**7. Identify, Promote and Support Mitigation Opportunities**

Use this category to capture any activities that support the mitigation initiative. Examples would be: working with towns to help identify 404 and Flood Mitigation Assistance projects and help prepare

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applications; working with towns on hazard and risk analysis to support mitigation planning; working with State to identify the best role of the County EMA in promoting hazard mitigation in communities.

*Required elements:*

**8. Actual Events**

Use this category to capture response to actual events, including damage assessment and recovery activity. Include (here or in another subject category) steps taken to address shortfalls identified by the response.

**9. Develop Volunteer Resources --OPTIONAL**

Capture activities such as the recruitment, training and recognition of volunteer members of County and Local EMA organizations.

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## Additional Guidance

### Work Plan Development:

- ⇒ For every proposed activity, provide EITHER a projected quarter to begin work, OR designate the activity as ONGOING.

Providing technical assistance upon request is a good example of an ongoing activity. Although we know that planning is ongoing, major work on plan annexes should be scheduled by quarter.

You may want to indicate if a project is going to span several quarters.

- ⇒ Please indicate if MEMA staff assistance will be needed on a project.

### Reporting:

- ⇒ For activities that have a start and/or an end, you may use *either* the “thermometer” technique or a comment.
- ⇒ If your schedule has changed for the worse, *you must make a comment*. For example, if an item was scheduled to start in Qtr 2, and did not, your Qtr 2 report must contain a comment for that item.
- ⇒ For activities designated as ONGOING, *do not use the “thermometer” technique*. Report with a comment. All ONGOING activities should get a quarterly comment, even if the comment is “no activity”.
- ⇒ Please remember as you decide whether an item needs special comment that State is interested in what you do, especially innovative projects or difficult problems that you run into. Certainly comment if you need State assistance.

### Thermometer technique defined:

Use a scale of 1- 10, but replace the 10 with a C for Complete. Put parentheses around the number on the scale that best describes your progress on the activity. Put parentheses around the “C” when the project is complete.

### Example:

1 2 3 4 5 (6) 7 8 9 C

This project is approximately 2/3 complete.

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## Appendix B

### COUNTY EMERGENCY MANAGEMENT AGENCIES

#### ANDROSCOGGIN

Androscoggin Unified  
Emergency Management Agency  
2 College Street  
Lewiston, Maine 04240-7101

EOC: Central Fire Station  
45 Oak Street  
Tel: 784-0147  
FAX: 784-0149

#### AROOSTOOK

Aroostook County EMA  
RR 01, Box 8527  
Limestone, ME 04750

EOC: Building 5302, Tast Road  
Limestone, ME 04750  
Tel: 328-4480  
FAX: 328-4205

#### CUMBERLAND

Cumberland County EMA  
22 High Street  
Windham, Maine 04062

EOC: South Windham (Bunker)  
Tel: 892-6785  
FAX: 892-8617

#### FRANKLIN

Franklin County EMA  
38 Main Street  
Farmington, Maine 04938

EOC: Farmington, Maine  
Tel: 778-5892  
FAX: 778-5894

#### HANCOCK

Hancock County EMA  
County Courthouse  
60 State Street  
Ellsworth, Maine 04605

EOC: Ellsworth, Maine  
Tel: 667-8126  
FAX: 667-1406

#### KENNEBEC

Kennebec County EMA  
125 State Street  
Augusta, Maine 04330

EOC: 125 State Street  
Tel: 623-8407  
Cellular: 441-1364  
FAX: 622-4128

#### KNOX

Knox County EMA  
62 Union Street  
Rockland, Maine 04841

EOC: County Courthouse  
Tel: 594-5155  
FAX: 594-0450

#### LINCOLN

Lincoln County EMA  
P.O. Box 249  
Wiscasset, Maine 04578

EOC: County Courthouse  
Tel: 882-7559  
FAX: 882-7550

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**OXFORD**

Oxford County EMA  
County Courthouse  
South Paris, Maine 04281

EOC: County Courthouse  
Tel: 743-6336  
FAX: 743-7346

**PENOBSCOT**

Penobscot County EMA  
97 Hammond Street  
Bangor, Maine 04401

Tel: 945-4750  
Roads & Mapping Dept.: 942-8535  
FAX: 942-8941

**PISCATAQUIS**

Piscataquis County EMA  
51 East Main Street  
Dover-Foxcroft, Maine 04426

Tel: 943-2115 (BUNKER)  
564-2161 (Commissioners Office)  
FAX: 564-3022 (Commissioners Office)

**SAGadahoc**

Sagadahoc County EMA  
P.O. Box 246  
Bath, Maine 04530

EOC: County Courthouse  
Tel: 443-8210  
FAX: 443-8212

**SOMERSET**

Somerset County EMA  
County Courthouse  
Skowhegan, Maine 04976

EOC: County Courthouse  
Tel: 474-6788  
FAX: 474-0879

**WALDO**

Waldo County EMA  
45A Congress Street  
Belfast, Maine 04915

EOC: Congress Street  
Tel: 338-3870  
FAX: 338-1890

**WASHINGTON**

Washington County EMA  
County Courthouse  
P.O. Box 297  
Machias, Maine 04654

EOC: County Courthouse  
Tel: 255-3931/3521  
FAX: 255-8636

**YORK**

York County EMA  
P.O. Box 399  
Alfred, Maine 04002

EOC: County Courthouse  
Tel: 324-1578  
FAX: 324-4997

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## Appendix C

### **REQUIREMENTS for COUNTIES RECEIVING FEMA STATE and LOCAL ASSISTANCE (SLA) FUNDING**

All sixteen counties in Maine currently receive up to fifty percent reimbursement of their Emergency Management Program's costs from the Federal government. This FEMA funding is accessed by their quarterly and annual reporting through MEMA. In order to participate in FEMA's SLA program counties must meet the following requirements:

- Complete an annual submission of their strategic plan, outlining priorities, and planned activities for the coming year.
- Develop and continually update an emergency plan which conforms to the MEMA director's suggested format, and meets all FEMA requirements.
- Develop a schedule of emergency management exercises, and report to MEMA on the completion of those exercises.
- Complete quarterly reporting of activities projected under the strategic plan.
- Submit quarterly billings for SLA-eligible expenses.
- Submit annual submission of information required by FEMA and MEMA, such as staffing patterns, Hazard Assessments, updated plan annexes, etc.
- Attend bi-monthly County Directors' meeting at the MEMA office in Augusta.



# File Contains Data for PostScript Printers Only



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## Appendix E

### ACRONYMS

CA	Cooperative Agreement
DRC	Disaster Recovery Center
EHS	Extremely Hazardous Substances
EMA	Emergency Management Assistance or Agency
EOC	Emergency Operations (Operating) Center
EOP	Emergency Operations Plan
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Materials
IA	Individual Assistance
ICS	Incident Command System
IFG	Individual & Family Grant
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
PA	Public Assistance
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
VOAD	Volunteer Organizations Active in Disasters



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## Appendix F

### REFERENCES

#### State

*State of Maine Emergency Operations Plan.*

*Hazardous Materials NRT 1-A Review Guide, April 1997.*

*Radiological Emergency Response Plan for Seabrook Station, Volumes 1 through 41.*

*Point Lepreau Nuclear Generating Station Off-Site Emergency Plan.*

*Maine Hazard Identification and Vulnerability Assessment for Local/County Governments WORKBOOK, MEMA, Aug. 1997.*

#### Federal

*Objectives for Local Emergency Management, CPG 1–5, FEMA, July 1984.*

*Disaster Operations—A Handbook for Local Government, CPG 1–6, FEMA, July 1981.*

*Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals, FEMA, CPG 1–14, March 1991.*

*National Warning System (NAWAS) Operations Manual, FEMA, CPG 1–16, April 1992.*

*Emergency Operations Centers Handbook, CPG 1–20, FEMA, May 1984 with Change 1 dated May 1988.*

*The CEO's Disaster Survival Kit, FA–81, U.S. Fire Administration, Oct. 1988.*

*Are You Ready?, H–34, FEMA, Oct. 1993.*

*Principal Threats Facing Communities and Local Emergency Management Coordinators, FEMA–191, April 1992.*

*Digest of Federal Disaster Assistance Programs, FEMA–229(4) November 1995.*

*A Guide to Federal Aid in Disasters, FEMA–262, April 1995.*

*Management Plan for the Radiological Training Series, FEMA, TD–100, October 1993.*

*Hazardous Materials Emergency Planning Guide, National Response Team, NRT–1, March 1987.*

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

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

*Guide for All-Hazard Emergency Operations Planning, SLG–101, Sept. 1996.*

*Technical Guidance for Hazards Analysis (Hazardous Materials), USEPA, FEMA, USDOT December 1987.*

*Emergency Program Manager: An Orientation to the Position, FEMA, IS–1, February 1989.*

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



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## Appendix G

### AUTHORITIES

#### State

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

Title 25, Chapter 5, MRSA, an *Act to Establish the Governor's Emergency Powers*.

Title 14, Section 164, *Good Samaritan Law*.

*Rule to Establish a Hazardous Materials Fee Schedule*, 89–343, as amended by 89–507.

*Rule to Establish Primary & Secondary Emergency Planning Zones for Maine Yankee*, 87–462.

*Rule to Establish Dam Safety Procedures*, 90–301.

Executive Order #15, FY 86/87 April 13, 1987, to *Establish the State Emergency Response Commission*.

Executive Order #1, FY 88/89 July 6, 1988. *An Order Establishing a State of Maine Emergency Response Team as Part of Maintaining a Comprehensive State Emergency Preparedness Plan*.

#### Federal

*The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988*, PL 93–288, as amended by PL 100–707.

Public Law 99–499 Superfund Amendments and Reauthorization Act of 1986, SARA Title III, Emergency Planning and Community Right-to-Know".

*National Flood Insurance Act of 1968*, PL–90–448, as amended by the Flood Disaster Protection Act of 1973, PL–93–234.

*Flood Insurance Rules and Regulations*, Federal Emergency Management Agency, 44 CFR.

*Housing and Urban Development Act of 1959*, PL–90–448.

*Housing and Urban Development Act of 1969*, PL–91–152.

*Improved Civil Defense Program*, Title V, PL–96–342.

*Dam Safety Law*, PL–92–367, July 1972, as amended by PL–99–662, Title XII, Section B.

*Guidance for MSDS*, Occupational Safety and Health Administration (OSHA), 29 CFR 1910.1200.

*Hazardous Material Training Requirements*, Emergency Responders Final Rule, OSHA, 29 CFR 1910.120 (effective March 1990) and Environmental Protection Agency (EPA) 40 CFR Part 311.