

***Knox County Emergency
Management Agency***



***Elected Officials' Guide to
Local Emergency Management***

2014

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INTRODUCTION

The purpose of this handbook is to describe the duties and responsibilities as elected officers of your municipality. This handbook will familiarize you with many of the facets of the Emergency Management program. The EM program has come a long way since the Civil Defense days and truly came to the forefront nationally following the terrorist attacks on *September 11th, 2001* and *Hurricane KATRINA* and locally; since the *Great Ice Storm of '98*. Events since then including *Hurricane IRENE*, *Super storm SANDY* and the *Boston Marathon Bombings* continue to reinforce the need for effective Emergency Management programs. We hope that you will find this handbook helpful, and that it improves your ability to manage your community's emergency response.

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

After reading this guidebook, please consult with your local EMA Director or the Knox County Emergency Management (KXEMA) Director with questions or for further details regarding your community's EMA Program.

CONTACT INFORMATION

KNOX COUNTY EMA
301 Park Street
Rockland, Maine 04841

Tel: (207) 594-5155
Fax: (207) 594-0450
E-Mail: rsisk@knoxcountymaine.gov
Director: Ray Sisk
Website: www.knoxcountymaine.gov/ema

MAINE EMA
42 Commerce Drive Suite 2
Augusta, Maine 04333-0072

Tel: 1-800-452-8735 (Reception)
(207) 287-3178 (EOC)
Fax: (207) 287-3189
Website: <http://www.state.me.us/mema/>

Emergency Management Definitions

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

Response Actions taken to provide emergency assistance, save lives, minimize property damage, and speed recovery immediately following a disaster.

Risk The estimated impact that a hazard would have on people, services, facilities, and structures in a community; the likelihood of a hazard event resulting in an adverse condition that causes injury or damage.

Vulnerability Describes how exposed or susceptible to damage an asset is.

Vulnerability Assessment The extent of injury and damage that may result from a hazard event of a given intensity in a given area. The vulnerability assessment should address impacts of hazard events on the existing and future built environment.

The Emergency Management Cycle

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

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

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

Prevention:

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

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



EMERGENCY MANAGEMENT PROGRAM FUNCTIONS

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

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

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

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

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

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

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

Communication and Warning: Communications system capabilities are established.

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

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

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

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

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

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

EMERGENCY MANAGEMENT ORGANIZATION

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

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

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

Emergency response is handled at the local level whenever possible. The law requires the political subdivisions of the State to use all their available resources to the maximum extent possible to minimize loss of life and damages to public and private property in an emergency. When it appears the resources of local government, the private sector, and volunteer agencies will be inadequate, a request for assistance is made through normal mutual aid avenues. When these resources are expected to be inadequate (or have been exhausted) a resource request is made through the County EMA Director/County EOC for additional aid to meet any unmet needs. The County Director is available to help you coordinate operations locally and is required to coordinate inter-jurisdictional assistance from outside the county.

The National Response Framework, approved in February of 2008, establishes that each successive tier of response aid should be “forward-leaning”, or prepared to assist when needed. Do not hesitate to ask for additional resources if those resources will be obviously needed.

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

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

EMERGENCY MANAGEMENT DIRECTOR'S ROLES AND RESPONSIBILITIES

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

1. The local EM Director is appointed by the municipal officers of the jurisdiction. The director may not be one of the executive officers or a member of the executive body of the jurisdiction. However, the director may be a town manager or the town's administrative assistant. A director may be removed by the appointing authority for cause.
2. The EM director of each municipality will meet with the Knox County EMA Director in order to review the performance of the local EMA organization in carrying out its federal and state mandate and to jointly set new goals for the coming year. This will be accomplished using a self-assessment checklist that is included in this handbook.
3. Each local EMA Director will prepare and keep a current emergency operations plan for the community. That plan will include without limitation:
 - An identification of disasters hazards to which the jurisdiction is or may be vulnerable, specifically indicating the area's most likely to be affected;
 - Actions to minimize damage.
 - Identification of personnel, equipment, and supplies required to implement the preceding actions, to include procedures for accessing these resources.
 - Recommendations to appropriate public and private agencies of all preventive measures found reasonable in light of risk and cost.
4. The local EM Director shall, in collaboration with other public and private agencies within the State, develop or cause to be developed mutual aid agreements for reciprocal civil emergency preparedness aid and assistance in case of a disaster too great to be dealt with unassisted. These agreements shall be consistent with the state emergency management program, and in time of emergency it shall be the duty of each local EM Director to render aid in accordance with these agreements. All agreements are subject to the approval of the MEMA director.

State law also says that each County EMA organization will receive the support and cooperation of the municipalities within its jurisdiction.

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

Nature of work:

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

Essential Duties and Responsibilities:

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

General Requirements:

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

Fact Sheet

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

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

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

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

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

Jurisdictions are required to be NIMS compliant as a condition of receiving federal preparedness funding assistance. NIMS compliance requires all elected municipal officers to complete NIMS IS-700a, the municipality to have an up to date Emergency Operations Plan and formally adopt NIMS as the method of operations for command and control. However, it is important to recognize that the NIMS is a dynamic system, and the doctrine as well as the implementation requirements will continue to evolve as our emergency management capabilities nationwide change based on the hazards and threats of the nation.

LAWS & Authority for Municipal Emergency Management

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

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

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

Chapter 13: MAINE EMERGENCY MANAGEMENT AGENCY

§701. Title; purpose

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

- 1. Agency.** *Establish MEMA to lessen the effects of disaster on the lives and property of the people of the State through leadership, coordination and support in the 4 phases of emergency management: mitigation, preparedness, response and recovery;*
- 2. Local organizations.** *Authorize the creation of local organizations for emergency management in the political subdivisions of the State;*

§702. Policy

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

§703. Definitions

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

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

Subchapter 3: LOCAL EMERGENCY MANAGEMENT PROGRAMS

§781. Municipal, county and regional agencies

- 1. Municipal or interjurisdictional agencies.** *Each municipality of the State must be served by a municipal or interjurisdictional agency responsible for emergency management.*
- 2. County or regional agencies.** *Each county shall maintain a county emergency management agency or create regional emergency management agencies that serve the member counties. Each county or regional agency is responsible for coordination of the activities of municipal and inter-jurisdictional emergency management agencies within the region or county and for emergency management in the unorganized territories within its jurisdiction. A county or regional emergency management agency must receive support from the municipalities within its jurisdiction.*

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

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

§782. Agency directors

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

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

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

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

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

§783. Disaster emergency plan

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

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

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

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

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

5. Other. *Other elements required by agency rule.*

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

§784. Mutual aid arrangements

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

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

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

Emergency Management Ordinance of the Town of _____ (Enacted Month, Day, Year)

1. **Short Title:** This Ordinance shall be known and may be cited and referred to as the “Emergency Management Ordinance of the Town of _____”. Authorized under Title 30-A MRSA § 2101.
2. **Definition:** Emergency Management Director (EMD) shall mean the appointed town official responsible for performing the four phases of Emergency Management (preparedness, response, recovery and mitigation) and for liaison with the Knox County Emergency Management Agency.
3. **Establishment:** The _____ Office of Emergency Management (OEM) and the position of Emergency Management Director for the town of _____ is hereby created. The Select Board may appoint additional OEM staff members, Assistants or Deputies, as needed.
4. **Appointment, Term and Removal:** The Select Board shall appoint the EMD pursuant to Title 37-B MRSA § 782. This appointment shall be annual and made by (*Insert normal appointment dates*) of each year. The Select Board may remove the EMD for cause.
5. **Oath of the Emergency Management Director:** Once the EMD has been appointed, the EMD shall take an oath of office as described in Title 30-A MRSA § 2526.
6. **Duties of the Emergency Management Director:** The EMD shall:
 - A. Prepare and update a Hazard Risk and Vulnerability Assessment.
 - B. Prepare and maintain the _____ Emergency Operations Plan.
 - C. Prepare and maintain a list of locally available disaster resources.
 - D. Develop procedures for the organization, staffing, activation and operation of the _____ Emergency Operations Center (EOC).
 - E. Coordinate and maintain written emergency and disaster Mutual Aid Agreements with the approval of the Select Board.
 - F. Provide Emergency Management training to town officials, planners, and emergency responders.
 - G. Develop and implement a Disaster Exercise program.
 - H. Attend County Local Emergency Managers meetings.
 - I. Maintain records and submit information as required for compliance with county, state and federal regulations and/or guidelines.
 - J. Provide Disaster Preparedness information to town residents.
 - K. Complete and report Initial Damage Assessments (form 7's) to Knox EMA.
 - L. When necessary, serve as liaison between the town and county/state/federal officials during disaster response and recovery.
 - M. Complete and submit applications for grants which may become available and beneficial for improving emergency management and response capability for the town of _____.
 - N. Serve as NIMS Coordinator for the town of _____.
7. **Membership of the Emergency Operations Center (EOC):** When directed by any one of the Select Board or by the EMD, the EOC will be established and manned. The EOC may be co-located with the Knox County EOC when operations dictate. At the discretion of the Select Board or EMD, the following town officials may be included on the EOC staff:
 - A. Select Board member <*Insert Town Manager/Administrator if appropriate*>
 - B. Emergency Management Director <*and/or deputies, assistants*>
 - C. Town Clerk and Treasurer
 - D. Code Enforcement Officer
 - E. Town Constable
 - F. Fire Chief or Deputy
 - G. Fire Warden
 - H. EMS Service Chief
 - I. Road Commissioner
 - J. Animal Control Officer

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

< This paragraph could serve to replace the original executive order which was promulgated individually by Knox County towns in the 2004—2006 time frame. If so, that EO should be cited and comments made to it's current standing >

9. **Disasters and States of Emergency:** The local EMD is empowered to make any reasonable request for assistance from adjacent towns pursuant to established Mutual Aid Agreements. The EMD may recommend to the Select Board that a State of Emergency be declared for the town when appropriate. The EMD shall coordinate request's for assistance from other regional, county, state or federal agencies through the County EMA Director during emergencies or disasters.

<Consider adding a section to indicate emergency spending limitation and emergency procurement processes and acceptance of emergency donations>

<Consider adding a section on Liabilities and Immunities. See Title 37-B MRSA §784-A and §822 and 823 for more info>

10. **Compensation:** The EMD shall be compensated for duties rendered by an annual stipend as appropriated at town meeting. *<include following if applicable> Mileage reimbursement for duties relating to official business of the _____ OEM shall be at the rate agreed to by the town.*

11. **Training:** The EMD shall attend training provided by the Knox County Emergency Management Agency (KXEMA), Maine Emergency Management Agency (MEMA), or FEMA relating to the duties required by this ordinance. The EMD is expected to pursue and receive qualification as a State of Maine Basic Emergency Manager. *<Consider adding verbage to encourage the EMD to pursue the higher level " Maine Certified Emergency Manager " (CEM-ME) Status>*

Threat and Hazard Identification and Vulnerability Assessment

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

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

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

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

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

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

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

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

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

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

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

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

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

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

HAZARD MITIGATION

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

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

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

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

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

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

State of Maine – HAZARD MITIGATION GRANTS

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

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

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

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

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

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

Resource Management

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

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

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

Resource Typing and statewide resource cataloging. In Knox County, the EMA will do your NIMS resource typing for you based on information you provide. Your resource assets or special teams will be typed against nationwide standards in a variety of resource categories including, Fire and HAZMAT, Emergency Medical Services, Incident Management, Law Enforcement, Public Works, Medical and Public Health Teams, Animal Health Emergency Response, and Search and Rescue. This information will be cataloged with the state through the WebEOC Resource Management utility and documentation will be provided to you for your records.

You have access to this statewide information through the County EMA. Enhancements to WebEOC and mobile data applications bring this information to your fingertips in the field.

Request's for additional resources for small scale incidents (type five and some type four) can normally be made directly through the Regional Communications Center. In larger multi-jurisdictional events covering several operational periods (many type four incidents and above) use the **Request for Assistance** form found in the Emergency Operations Center section of this handbook.

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

Resources involved in response operations are tracked in the following categories:

Available

Assigned

Out of Service

Close contact with the Knox County EMA Director on response and shelter resource database development is recommended.

MUTUAL AID AGREEMENT For DISASTER RESPONSE

Between

The TOWNS of _____ and _____

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

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

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

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

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

This Agreement is subject to the following conditions:

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

2. The Incident Commander shall have the responsibility for coordinating communications between the personnel of the supporting municipality and the requesting municipality.
3. The Incident Commander shall be responsible for implementing an incident safety program and personnel accountability program at the disaster or fire scene.
4. If there is sufficient time, the Incident Commander shall contact the senior Fire Officer from the supporting municipality and notify him/her of the amount and type of equipment and personnel specifically needed, and shall specify the location to which the equipment and personnel will be staged. If not notified in time, the Fire Department from the supporting municipality should respond to the incident scene with whatever firefighting equipment their department maintains.
5. The rendering of assistance under the terms of this agreement shall not be mandatory, but the supporting municipal fire department should immediately inform the requesting municipal fire department if, for any reason, assistance cannot be rendered. Mutual aid shall not be requested by a member municipality unless resources available within the effected municipality are deemed to be inadequate.
6. A supporting municipal fire department shall be released by the requesting municipal fire department when the services of the supporting department are no longer required or when the supporting department is needed within the area for which it normally provides fire protection and disaster response.
7. Each participating municipality to this agreement shall be responsible for compensation of damages to its own equipment and vehicles which occurs while aid to the other municipality is being rendered.
8. Each participating municipality shall be responsible for compensation for injury or death of its own firefighters which occurs while aid to the other municipality is being rendered.
9. Should any portion or section of this Agreement be held to be invalid by a court of competent jurisdiction, that fact shall not affect or invalidate any other portion or section; and the remaining portions of this Agreement shall remain in full force and effect without regard to the section or portion or power invalidated.
10. No provision of this Agreement may be modified, altered, or rescinded without the approval of both municipal Boards of Selectmen. This Agreement shall remain in effect for a period of three (3) years from the date of signing, at which time said Agreement may be renewed.

_____ MUNICIPAL OFFICERS _____	_____ MUNICIPAL OFFICERS _____
1 st Selectman Date	1 st Selectman Date
2 nd Selectman Date	2 nd Selectman Date
3 rd Selectman Date	3 rd Selectman Date

EMERGENCY OPERATIONS CENTER

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

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

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

The liaison does not direct the response but interacts with the other agency representatives and explains to the elected officials what is happening and why. For example, the fire department liaison, who understands the capabilities and the needs of the fire department, explains why certain actions have been done, or why the Fire Chief is requesting particular equipment. The liaison and the representatives from the other agencies will remain in communication with their field units at the emergency scene, and report the status of the event to the policy making group. In this way, the members of the governing board can wisely allocate resources, make decisions, and be up-to-date on what is happening. The various agencies will also know what the other agencies are doing and how those actions may affect their own department's efforts. Ideally, the staff in the EOC will be able to anticipate problems and recommend solutions to the elected officials before citizens are affected.

The complexity of the EOC will vary with the size of the community, its needs, and its assets. In some counties, and at the state level, elaborate computer equipment located in dedicated complexes can be manned twenty-four hours a day. In smaller municipalities, the EOC might consist of a map and a copy of the plan in a municipal building. In any event, the following needs should be considered:

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

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

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

EOCs used by municipalities across the State include areas specially created to serve as EOCs, existing

conference rooms in government centers, training rooms in fire stations, or recreation rooms in other community buildings. All have advantages and disadvantages. You must decide what is best for your community.

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

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

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

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

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

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

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

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

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

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

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

Advantages of a single EOC location

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

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

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

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

Damage Assessment

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

Only the Governor can request a federal disaster declaration after certifying the expenditure of state, county, and local funds and damage. The state will assume most of the responsibility for seeking federal assistance. Local governments will be responsible for providing County EMAs with the necessary documentation to support the request for federal aid.

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

There is often an amount of damage per site that must be exceeded in order to be considered eligible for Federal Assistance. This amount may vary, so verify this trigger amount for each event. If damage assessment has been approached in a systematic way, costs will be well documented. Federal and state agencies require an audit trail from the approval of the expenditure to the canceled check, and conclusive proof that the work was completed. You will have good documentation if you:

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

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

The Form 7 information should be reported (via telephone, radio, or computer modem) to the Knox County EMA office **as soon as possible**. Do not necessarily wait for the entire form to be completed. Partial reports are acceptable, with updates relayed as information is gathered. You should verbally submit a complete report *within 24 hours of the request for information* from the Knox County EMA or the Maine Emergency Management Agency (MEMA). Then mail, hand deliver, or fax a copy of the form to the Knox County EMA office (fax 594-0450).

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

Disaster Assistance

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

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

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

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

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

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

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

If the President declares an EMERGENCY or MAJOR DISASTER, a Federal Coordinating Officer (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.

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

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

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

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

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

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

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

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

The following assistance may be available without a Presidential Declaration:

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

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

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

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

PREPAREDNESS EXERCISES

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

To meet NIMS requirements, your jurisdiction should develop a comprehensive exercise program to:

- promote preparedness;
- test or validate emergency operations, policies, plans, procedures, or facilities;
- train personnel in emergency response duties; and
- demonstrate operational capability.

Currently, NIMS requires using *Homeland Security Exercise and Evaluation Program* or *HSEEP* methodology. HSEEP exercises can range in complexity from a simple discussion of a plan or a single resource *drill* to a complete exercise series culminating in multi-state/jurisdiction, multi-agency Full Scale Exercise. In its simplest form, a HSEEP exercise is one which has clear and measurable **objectives**, an **evaluation** of performance of personnel, systems or plans and **corrective actions** based on observations and lessons learned. This exercise information is documented in an *After Action Report /Improvement Plan* or *AAR* . An essential element of the AAR is a *Corrective Action Plan* which designates the person or agency responsible for making needed changes. The size and content of the AAR normally matches the scope of the exercise. It can be as simple as a single page document for capturing required elements up to multi-volume exercise records.

Objectives of an HSEEP drill are normally derived from Emergency Functions or specific capabilities.

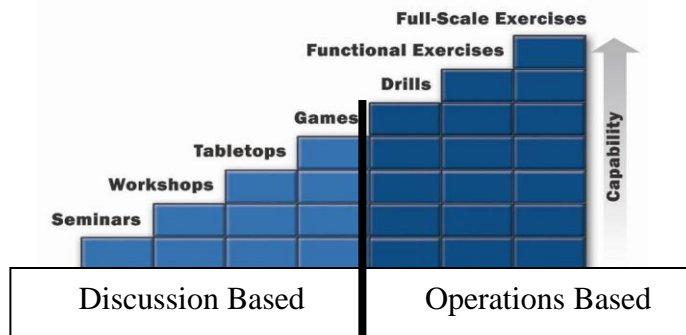
Emergency Functions include:

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

Capabilities can include ICS effectiveness, point to point communications, fire suppression, search and rescue and many other specific actions.

For more exhaustive info on HSEEP & methodology visit www.hseep.dhs.gov

There are two distinct categories of exercises; *Discussion-Based* exercises and *Operations-Based* exercises. The difference between these two categories is obvious.



EMERGENCY MANAGEMENT SELF-INSPECTION CHECKLIST

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

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

PUBLIC EDUCATION AND INFORMATION

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

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

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