



**State of Maine**

**Emergency Operations Plan**

**Comprehensive Emergency Management Plan - Volume II**

*January 2017*



## ***Promulgation, Approval, and Implementation***

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In accordance with Maine Revised Statute, Title 37-B, §704, the Maine Emergency Management Agency (MEMA) has developed the Comprehensive Emergency Management Plan (CEMP) to provide a framework for state-level emergency management activities and to define how State Government interfaces with other emergency management stakeholders, including local, county, and tribal governments, non-governmental organizations (NGOs), other states, the Federal Government, and the private sector.

The CEMP is composed of three parts:

- Volume I – Preparedness Strategy;
- Volume II – Emergency Operations Plan (EOP); and
- Volume III – Interagency Disaster Recovery Plan (IDRP).

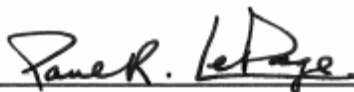
The EOP was developed with significant input from stakeholders and subject matter experts at all levels. It is drafted in accordance with relevant state and federal laws and conforms to federal guidance, including the Comprehensive Preparedness Guide (CPG-101 2.0), the National Response Framework (NRF), and the National Incident Management System (NIMS).

All agencies and organizations assigned responsibilities under this plan shall maintain a level of preparedness to support its implementation. Those responsibilities include establishment and maintenance of written policies and procedures, training of personnel, and participation in emergency exercises.

The EOP is a living document; it will be continuously updated and revised to reflect lessons learned during incident response or exercise play. Stakeholders should direct comments, edits, and questions to MEMA. This plan supersedes any previously issued EOP.

By virtue of the authority vested in me by the state of Maine, I hereby promulgate and issue this EOP as the official guidance of all concerned, to be implemented by the Director of MEMA.

**STATE OF MAINE**



Governor  
State of Maine

1-4-17

Date

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## 1.2 Preface

The state of Maine is vulnerable to a host of natural, technological, and human-caused hazards, from winter storms, tornados, and hurricanes to pandemics, hazardous materials spills, and acts of terrorism. State Government has responsibility to safeguard the general public by planning for the occurrence of these and other hazards.

Planning provides three principal benefits: it allows jurisdictions to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed; it guides other preparedness activities; and it contributes to unity of effort by providing a common blueprint for response activities.

In accordance with Maine Revised Statute, Title 37-B, §704, MEMA has developed the CEMP to provide a framework for state-level emergency management activities and to define how State Government interfaces with other emergency management stakeholders, including local, county, and tribal governments, NGOs, other states, the Federal Government, and the private sector.

The CEMP contains three Volumes. Volume I includes Maine’s Preparedness Strategy; Volume II is the EOP; and Volume III is the Interagency Disaster Recovery Plan.

Volume II, the EOP, consists of a Base Plan supplemented with Emergency Support Function (ESF) annexes, incident annexes (IA), and supporting annexes (SA). The Base Plan forms the overall framework for emergency response in the state of Maine, while the ESF annexes provide additional detail on essential discipline-specific functions. See **Appendix A. CEMP Volume II EOP Organizational Chart**. Incident annexes contain specialized information and procedures needed to address specific emergency incidents (e.g., cyber). Supporting annexes include more detailed information regarding response mechanisms that apply to multiple hazards (e.g., evacuation). See **Appendix B. EOP Annexes**.

<b>State of Maine</b>
Comprehensive Emergency Management Plan
<b>Volume I: Preparedness Strategy</b>
Risk and Capability Assessment State Hazard Mitigation Plan Multiyear Training and Exercise Plan State Homeland Security Strategies
<b>Volume II: Emergency Operations Plan</b>
Base Plan Emergency Support Function Annexes Incident and Supporting Annexes
<b>Volume III: Interagency Disaster Recovery Plan</b>
Base Plan Recovery Support Function Annexes
<b>State Acronym, Abbreviation, and Definition List</b>

Acronyms, abbreviations, and definitions are listed in a companion document to the CEMP; titled the State Acronyms, Abbreviations, and Definitions List (SAAD List).

### 1.3 Annual Review

Section	Date of Review	Individual(s) Conducting Review
Base Plan		
Emergency Support Functions		
Incident Annexes		
Supporting Annexes		

### 1.4 Record of Changes

Change Number	Section	Date of Change	Individual Making Change	Description of Change
1	Promulgation	1/4/17	Joe Legee	Addition of Governor LePage's signature

## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

The purpose of the EOP is to establish the overall framework for integration and coordination of the emergency response activities of all levels of government, volunteer organizations, and the private sector in the state of Maine. It is designed to provide a flexible framework through which the state of Maine may respond to emergencies.

It conforms to NIMS requirements, the NRF, and integrates both horizontally and vertically with plans at the county, state, and federal levels. It is an all-hazards plan; the structures and concepts it describes are applicable to all emergencies and disasters occurring in Maine regardless of cause, location, or magnitude. It was developed using the planning process outlined in the Federal Emergency Management Agency (FEMA) CPG-101 2.0.

The EOP is intended to accomplish the following objectives:

- Assign responsibilities to agencies, organizations, and individuals for carrying out specific actions during an emergency.
- Detail the methods and procedures to be used by emergency management personnel to assess emergencies and take appropriate actions to save lives and reduce injuries, prevent or minimize damage to public and private property, and protect the environment.
- Identify the responsibilities of local, state, non-governmental, volunteer, private sector, and federal agencies during emergencies or disasters.
- Identify lines of authority and coordination for the management of an emergency or disaster.
- Coordinate mutual aid and federal assistance to supplement state resources.

### 2.2 Scope

The EOP applies to state agencies and personnel, as well as organizations and individuals operating under or in support of emergency operations managed by the state of Maine. It applies only to an emergency incident or disaster that occurs in or impacts areas within the state of Maine.

It does not replace agency established procedures used for normal agency response to smaller scale emergencies. Instead, it outlines the management of emergencies and disasters that require response from multiple agencies and organizations and that pose major risks to life and property. It will be used under these conditions to coordinate the response and mobilize the resources of state agencies and partner organizations. This plan may also be used during large-scale planned events requiring coordination across multiple agencies, functions, and/or jurisdictions.

State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.

Assistance will be prioritized in the following manner:

1. Life safety
2. Protection of property
3. Protection of the environment

The EOP should be read, understood, and regularly exercised during non-emergency conditions. It does not replace an organization's responsibility to develop and validate its own emergency plans and Standard Operating Procedures (SOPs).

All references to disaster-impacted communities are inclusive of: individuals with disabilities and others with access and functional needs; individuals from racially and ethnically diverse backgrounds, including people with Limited English Proficiency (LEP); seniors, children, and members of traditionally underserved populations to include those who are economically or transportation disadvantaged; pregnant women; individuals who have chronic medical conditions; those with pharmacological dependency; and service and companion animals, household pets, livestock, and research animals.

## 2.3 Situation

### a. State Profile

#### i. Geography

Maine is located in northern New England and covers an area of approximately 35,385 square miles. It is bordered by New Hampshire to the west, the Atlantic Ocean to the east, and the Canadian provinces of Quebec and New Brunswick to the north.

Maine's topography varies greatly, from rocky shores, sandy beaches, and salt marshes along the east and southern coasts to rolling hills and mountains in the interior and wooded hills and valleys in the western part of the state. Elevations range from 5,270 feet at the top of Mt. Katahdin in Piscataquis County to sea level along the coast. There are over 37,000 miles of rivers within the state of Maine; the largest of these is the Penobscot River and its tributaries. Other significant rivers include the Kennebec, Androscoggin, St. John, St. Croix, and Saco. Maine has over 5,779 lakes and ponds, the largest of which are Moosehead and Sebago Lakes. See **Appendix C. Maps - Geography of Maine**.

#### ii. Economy

In 2015 Maine had a gross state product of almost \$57 billion, the 45<sup>th</sup> highest in the country, and it had the 25<sup>th</sup> highest per capita income at \$26,824. The unemployment rate in Maine as of June 2015 was 5.8%. Approximately 12.6% of the Maine population and 17.6% of Maine children live below the Federal poverty line. Manufacturing and wood processing used to be the cornerstones of the Maine economy, but those markets now play a much more limited role in the Maine economy. Now, major economic sectors in the state of Maine include higher education, fishing, agriculture, shipbuilding, finance, health care, and tourism.



### iii. **Demographics**

#### *Population*

Maine has just over 1,300,000 residents and an average density of over 43 people per square mile. The largest city is Portland, with a population of over 66,000, and the smallest town is Beddington, with a population of 50. Approximately 600,000 people live in the eight coastal counties of Maine, but the seasonal population grows well beyond that figure. The most populated region is the greater Portland area, which houses more than 500,000 year round residents. Over 15 million travelers visited Maine in 2012, 27% of which came from outside the United States. See **Appendix C. Maps - Population Density of Maine.**

#### *Age*

Approximately 20.7% of the population is under the age of 18 and 15.9% of the population is over the age of 65. The median age is over 42 and is projected to grow in coming years.

#### *Access and Functional Needs*

Approximately 200,000 people (16% of the population) in Maine present with a disability affecting at least one of the following areas: sensory, cognitive, ambulatory, self-care, or independent living. Other groups with function based needs that may not be captured in demographic data may include, but are not limited to, people who are morbidly obese, pregnant women, people who require prescription medication for daily well-being, and people who are transportation disadvantaged.

#### *Education*

91% of Maine residents over the age of 25 have at least a high-school diploma and 28% have a bachelor's degree or higher.

#### *Language*

93,966 Maine residents, or 7.8% of the population, speak a language other than English at home. Of these, about 24,063, or 2% of the population, speak English less than "very well". The next largest language spoken in Maine is French (spoken by approximately 5% of Mainers) and, along with Passamaquoddy, is native to Maine. Major immigrant languages include Somali, Spanish, Arabic, Chinese, Khmer, and Vietnamese.

### iv. **Political Subdivisions**

#### *Constitutional Offices*

The Maine Constitution provides for the election of a Governor, who serves up to two four year terms.

#### *Legislature*

The Maine legislature is composed of two houses, a 35-member Senate and a 151-member House of Representatives. Both Senators and Representatives are popularly elected, serve two-year terms, and can serve a maximum of four consecutive terms.

### *Judiciary*

The Maine Supreme Court is made up of a Chief Justice and six associate justices, all of whom serve on the Court until the mandatory retirement age of 70. The Governor appoints all justices with the advice and consent of the Executive Council.

### *County Government*

Maine is subdivided into 16 counties. Counties are administered by bodies of popularly elected county commissioners. All counties have popularly elected sheriffs, district attorneys, clerks of courts, and registers of deeds. See **Appendix C. Maps - Counties of Maine**.

### *Cities and Towns*

Like much of the rest of the United States, large portions of Maine fall under the term unincorporated/unorganized territories. There are over 400 such territories in the state of Maine. There are a total of 23 cities, 431 towns, and 34 plantations in Maine, each with its own governing body. Cities are typically governed by elected mayors and city councils, while towns are typically governed by boards of elected officials known as select persons. The annual town meeting (i.e., home rule), an institution dating back to the colonial era, is the active legislature in most towns. Some towns, chiefly smaller ones, have retained the traditional open town meeting format, which allows all registered voters in town to vote directly.

### *Tribal Reservations*

Maine contains five reservations belonging to four tribes; Penobscot, Passamaquoddy, Mi'kmaq, and Maliseet.

## **b. Hazard Identification and Risk Assessment**

The Maine Hazard Identification and Risk Assessment (HIRA) provides information on the natural, technological, and human-caused hazards to which the state of Maine is vulnerable. The HIRA is used to assess the state's vulnerability to these hazards, provides a methodology for analyzing hazards, and provides the foundation for developing emergency plans.

Subject matter experts from state and federal agencies were consulted to compile a HIRA conducted in 2013. All 16 counties within the state of Maine submitted county-specific data to MEMA for inclusion in the assessment.

The following four areas were analyzed:

#### 1. History

This included the records of previous occurrences where the following things happened:

- EOC was activated
- Three or more EOP functions were implemented (based on the specific county's plan)
- Extraordinary multi-jurisdictional response was required
- A local emergency occurred

#### 2. Vulnerability

The percentage of population and property likely to be affected under an "average" occurrence of the hazard was reviewed.

### 3. Maximum Threat

The percentage of the population and property that could be impacted under a worst case scenario was analyzed.

### 4. Probability

The probability or likelihood of future occurrences within a specified period of time was scored.

A total of 33 hazards and threats were reviewed and scored; the top hazards and threats in Maine included the following (See **Appendix D. Listing of Hazards and Threats from the 2013 Maine HIRA** for a complete listing of included hazards):

- Winter Storm/Ice Storm
- Flood
- Hurricane
- Power Failure
- Hazmat Release
- Cyber Attack
- School Violence

## c. Capability Assessment

The state of Maine completes an extensive Threat and Hazard Identification and Risk Assessment (THIRA) process on an annual basis and incorporates data from the Maine HIRA on the natural, technological, and human-caused hazards and threats that could potentially affect the state of Maine. This process involves numerous stakeholders and subject matter experts representing local, county, state and federal government as well as NGOs and the private sector. The process follows the four steps outlined in CPG-201 by FEMA:

1. Identify the threats and hazards of concern. Based on a combination of experience, forecasting, subject matter expertise, and other available resources, identify a list of the threats and hazards of primary concern to the community.
2. Give the threats and hazards context. Describe the threats and hazards of concern, showing how they may affect the community.
3. Establish capability targets. Assess each threat and hazard in context to develop a specific capability target for each core capability identified in the National Preparedness Goal. The capability target defines success for the capability.
4. Apply the results. For each core capability, estimate the resources required to achieve the capability targets through the use of community assets and mutual aid, while also considering preparedness activities, including mitigation opportunities.

Capabilities identified as a priority for additional planning (in no particular order) include:

- Operational Coordination
- Cybersecurity
- Risk and Disaster Resilience Assessment
- Threat and Hazard Identification
- Logistics and Supply Chain Management

## 2.4 Assumptions

- The EOP is *all-hazards* and is applicable to all incidents, regardless of cause or hazard.
- A disaster may occur with little or no warning, and may escalate far more rapidly than the ability of any single local response organization or jurisdiction to handle.
- Any references to departments or agencies in this plan are state agencies unless otherwise noted.
- Most disasters/emergencies will be managed by local governments, utilizing resources within their jurisdictions.
- When an emergency exceeds local resource and response capabilities, local government will request assistance from the next higher level of government.
- When an incident occurs, local governments will use their own response resources first, supplemented as needed by resources available through mutual aid or private sector contracts. Local governments will request state assistance when its ability to respond to the incident exceeds or is expected to exceed their own capacity.
- Assistance from state agencies will be available so long as the agencies' internal operational resource needs are met.
- When state property is affected, the responsible state agency will utilize its own resources and establish communications with the State Emergency Operations Center (SEOC).
- Requests for Maine National Guard assets to support state missions are typically made through MEMA and must be approved by the Governor.
- Before Maine National Guard resources can be activated, a bill-payer must be identified.
- Federal assistance may be requested to support state and local efforts if an incident exceeds state and local capabilities. This assistance may be through a Presidentially Declared Disaster (i.e., Stafford Act Declaration) or through specific federal agencies with responsibilities in specific scenarios.
- State and federal ESFs (if activated) will work together to coordinate state and federal resources.
- Depending on the magnitude of the incident, resources from other states or the Federal Government may not be available for use in Maine until as long as 72 hours after the incident occurs.
- Planning efforts may not rely on the assumption that federal assistance will always be available.

## Section 3: Concept of Operations

### 3.1 General

Under most circumstances, response to emergencies is initiated at the local level with local resources the first to be committed. Use and coordination of resources and the management of the situation is a local public safety responsibility.

When several communities are affected, the county Emergency Management Agency (EMA) is involved. It coordinates information from its communities, arranges for assistance from within the county, and maintains emergency communications and reports data and requests for further assistance to the SEOC. It also is responsible for the central collection, organization, evaluation and documentation of situation and damage assessment data.

When it is determined that an emergency is beyond the control and resources of the county or local government, a request for assistance is made through EMA channels (i.e., county to state) to the Governor. He may declare that a state of emergency exists within certain or all parts of the state and make state resources available to save lives, protect property, and aid in disaster response and recovery. The state can also respond without a declaration of a state of emergency if readily available resources can meet the local need. The state of emergency declaration releases virtually all state resources and gives the Governor special powers to address the emergency conditions.

The authority for the management of emergency and disaster operations lies with the Governor per Maine Revised Statute, Title 37-B. As Chief Executive, the Governor is responsible for the safety and well-being of the citizens of Maine. The Governor has delegated emergency authority to activate and terminate this plan to the Director of MEMA. The MEMA Director is responsible to the Governor for decisions and actions taken.

The Governor directs the performance of emergency functions within the regularly constituted government structure. Initially, direction and control will be exercised by state officials from their offices. The SEOC will be prepared for operation, and will be partially or fully activated when circumstances dictate such action.

Heads of departments and agencies are responsible for emergency functions as specified in this plan. They retain control over their employees and equipment. Each agency should develop the necessary plans in order to perform the response roles detailed herein.

### 3.2 County/Municipal Government Response

- The governing body of each county/municipality shall operate, in accordance with Title 37-B and Local Emergency Preparedness Standards, their respective EOPs and Procedural Documents.
- Counties/municipalities shall be prepared to implement their EOPs unilaterally when an emergency occurs, at the recommendation of the Director of MEMA, or upon a declaration of a state of emergency by the Governor.

- Counties/municipalities will use all county resources to protect against and respond to an emergency or threatening situation to include activating pre-established mutual aid agreements.
- When municipal governments determine that municipal resources are not adequate, additional resources may be requested through the county EMA or the county EOC.
- When county governments determine that county resources are not adequate, they may request assistance through the MEMA, or if activated, the SEOC.
- Counties/municipalities shall establish and maintain journals, records, and reporting capabilities in accordance with state and federal laws and regulations.

### 3.3 State Government Response

- State resources will supplement local efforts upon request or in accordance with the state annexes described herein.
- The Governor or his designee may execute the EOP to support local situations when local resources are not adequate to sustain an effective response operation or when a significant state presence is required for immediate assistance.
- When an emergency or disaster has occurred or is imminent, the Governor may issue a Proclamation affirming the existence of a state of emergency and/or activate the EOP. The Proclamation is required for the full deployment and use of all state personnel, supplies, equipment, materials and/or facilities. MEMA will provide recommendations to the Governor and assist in formulating the Proclamation.
- If disaster threatens lives or property prior to the ability of the Governor to issue a proclamation of a state of emergency, the Director of MEMA is authorized to activate the plan and implement any emergency response actions that may be necessary for the immediate protection of life and property.
- The MEMA Director, when delegated by the Governor, may assume direct operational control over all or any necessary part of the emergency operations functions within the state.
- Direction and control of a state emergency operation will be exercised by the Governor through the MEMA Director and the SEOC.
- In the event of a terrorist threat or incident, the Maine State Police will coordinate the state response.
- In the event of an incident for which a state agency has direct statutory responsibility, that agency will assume direct operational control (e.g., Search and Rescue and the Department of Inland Fisheries and Wildlife; inland oil spills and the Department of Environmental Protection; Aircraft Crashes and the Maine State Police).
- Under certain circumstances a forward command post may be established for on-scene direction, coordination and control.
- The MEMA Director may order a partial or full activation of the SEOC and request representation of state agency coordinators and volunteer organizations. This plan identifies three levels of operational response: steady-state/monitoring; partial activation; and full activation. See **Appendix F. Operational Levels of Response** for initiating events and corresponding response actions.
- Upon request, FEMA, Region I will dispatch a representative and/or an Incident Management Team to the SEOC to coordinate with the MEMA Director and provide assistance in accordance with the NRF.
- Upon declaration of a state of emergency, public information briefings, news releases and all emergency information generated by state agencies and departments will be released through the SEOC and will be coordinated with the Governor's Communications Director or designee.

- For major/catastrophic events, the SEOC (through the Logistics Section) may be tasked to establish, manage and support a Logistical Staging Area (LSA). The LSA, normally located at or near a pre-determined airport in the impacted area, will receive, support, and organize response resources for deployment.
- Maine is a signatory of the Emergency Management Assistance Compact (EMAC) that provides for mutual assistance (people, equipment, skills, etc.) between participating member states in managing any emergency or disaster that is duly declared by the governor(s) of the affected state(s). The assisting state will receive approval from its governor before providing assistance. The requesting state will reimburse the assisting state for the cost of response.
- An Advance Team (A-Team) from the unaffected member state may deploy to the requesting state to assist in interstate coordination and EMAC paperwork. Procedures for implementing the compact can be found in the EMAC Guidebook and SOPs.
- Maine is a signatory to the International Emergency Management Assistance Compact (IEMAC), a mutual aid agreement similar to EMAC with the eastern Canadian Provinces. Procedures for implementing IEMAC are developed by the International Emergency Managers Group.
- Multiple state agencies and departments are signatory to mutual aid pacts for reciprocal assistance with adjacent states, provinces, and with federal agencies (e.g., Maine State Police and the Department of Agriculture, Conservation, and Forestry).
- Upon occurrence of an emergency or disaster clearly beyond the capabilities and resources of state, county, and local governments, the Governor may request assistance from the Federal Government.
- Warning includes information and reports, surveillance of threatening conditions, and distribution of essential information to local jurisdictions, response partners and the public through all available and appropriate means.
  - State assistance under this function consists of the utilization of equipment and personnel essential to coordinate and disseminate information before and during an impending or actual disaster situation. The State Warning Point is located in the Augusta Regional Communications Center, and is operated by the Maine Department of Public Safety. This location serves as primary State Warning Point for all incidents.
  - MEMA will coordinate with all appropriate departments/agencies and organizations to ensure warning readiness in time of a man-made or natural disaster or emergency.
  - In the event of an imminent or actual disaster, MEMA will initiate actions to warn county and local governments and other state agencies, and alert the public by all means necessary. The National Weather Service (NWS) provides direct alerting and warning to all levels of government and the public of imminent severe weather. MEMA and county/local governments will re-transmit NWS alerts and warnings via social media as appropriate.
  - Notification to other EOCs, FEMA Region I, other states, major cities and county emergency management organizations shall be initiated whenever the potential for an emergency exists.
  - County and local governments shall prepare plans and procedures for employment of county and local warning procedures utilizing all available systems and networks.
  - Personnel and facilities shall be organized and exercised to provide warning capability on a 24-hour basis.
  - Agreements and contracts shall be made to ensure equipment and system maintenance on a 24-hour basis. Alternate warning systems shall be maintained and tested for use in the event that the existing primary system is damaged and rendered inoperable.
  - A variety of warning systems are available for use during emergency operations.

- As response activities wane, the Governor will appoint a State Coordinating Officer (SCO) who is responsible for information flow and coordination of all state activities regarding recovery programs.
- The State Hazard Mitigation Officer is responsible for the Hazard Mitigation Grant Program and coordinates with the State Floodplain Management Program regarding National Flood Insurance Program activities.
- Initial planning for recovery will begin before an emergency event impacts the state of Maine. While local governments are implementing response actions necessary to protect public health and safety, recovery planners assigned to the SEOC will coordinate implementation of recovery programs.

### **3.4 Federal Government Response**

- Federal assistance will supplement state, county, and local efforts and shall be provided under governing secretarial or statutory authorities.
- To the extent that public law provides, any federal assistance made available to relieve the effects of an emergency or disaster in Maine will be channeled through and coordinated by the Governor or his designated authorized representative (GAR).
- Through the Response Federal Interagency Operations Plan (FIOP), the Federal Government provides assistance through ESFs. These ESFs will establish direct liaison with Maine's ERT representatives in the SEOC. State-specific ERT members will establish liaison with members of the federal counterparts assigned federal coordination responsibility for that function.
- If the disaster is of major or catastrophic impact, MEMA will contact FEMA Region I to request a FEMA Liaison or alert them that the Governor may submit a formal request for federal assistance.
- If federal assistance under the Stafford Act is provided, a Federal Coordinating Officer (FCO) will be appointed. The FCO is authorized to use the full authority of the Stafford Act and to reimburse response and recovery claims.
- Following a major or catastrophic disaster that exceeds the state's ability to respond, in which an emergency or major disaster declaration is granted by the President, federal assistance to disaster victims may become available under three program areas: Individual Assistance, Public Assistance, and Hazard Mitigation. The administration of these programs is coordinated through a joint federal/state effort in a Joint Field Office (JFO).



## Section 4: Responsibilities

### 4.1 County

Maine Revised Statute, Title 37-B, defines county emergency management responsibilities. Key elements include:

- Establishing a formal emergency management organization to be charged with duties related to the protection of life and property in the county during an emergency, which includes:
  - Developing a vulnerability analysis to identify hazards that may have a potential impact on the jurisdiction.
  - Developing a county EOP outlining the roles and responsibilities of the County Emergency Management organization during an emergency that will be updated annually and certified by the county EMA.
  - Establishing and conducting an emergency preparedness exercise and training program.
  - Developing a system, based on available resources, to provide for timely warning of the public and the dissemination of instructions for self-protection during an emergency.
  - Establishing and conducting an ongoing emergency preparedness public education program.
- Conducting emergency operations with support from within the jurisdiction and municipalities, and if needed the state, and effectively supporting the conduct of such operations.

### 4.2 State

- Development of an emergency management organization at the state level involving all government agencies, private and volunteer organizations that have responsibilities in comprehensive emergency management within Maine.
- Development and implementation of a broad-based public awareness, education and preparedness program designed to reach a majority of the citizens of Maine, including citizens needing special media formats.
- Support of the emergency management needs of all counties by developing reciprocal intra- and inter-state mutual aid agreements, in addition to assistance from FEMA and the Department of Homeland Security (DHS).
- Direction and control of a state response and recovery organization based on functional support groups, involving broad participation from state, private and voluntary relief organizations, and compatible with the federal response and recovery organization and concept of operations.
- Development and implementation of programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies, standards and regulations.

#### a. State Department and Agency Leadership

- Appoint a department or agency emergency coordinator and an alternate to support state ERT operations as assigned in this plan. Emergency coordinators shall have the authority to commit agency resources and expedite program operations in the provision and coordination of emergency services.

- Develop and maintain the internal plans for the execution of primary functions in accordance with this plan and the department's Continuity of Operations Plan (COOP). Provide updated copies of plans to the Director of MEMA.
- Assign personnel to augment the ERT in the SEOC in accordance with requirements set forth by the Director of MEMA.
- Mobilize and utilize allocated and available resources to meet emergency or disaster requirements.
- Maintain capability for the emergency procurement of supplies and equipment required and not otherwise available.
- Provide training as appropriate to personnel assigned to execute respective emergency functions in this plan.
- Maintain a 24-hour response team capability in department or agency.
- Assist federal representatives in providing emergency response or disaster assistance within the affected areas.
- Review this plan annually and update assigned annexes and SOGs to meet current department policy and organization. Revisions must be compatible with the policies set forth in the Base Plan. Two copies of the revised annexes shall be forwarded to the Director of MEMA, when completed.
- Maintain current internal notification/recall rosters and communications systems.
- Assign appropriate personnel to succeed the "decision-making authority".
- Participate in tests and exercises to evaluate this plan.
- Selected agencies will provide will serve as *Lead Agencies* or *Supporting Agencies* for select ESF or ESFs. See **Appendix E. Responsible Agencies per Emergency Support Function.**

## **b. Maine Emergency Management Agency**

- Coordinate execution of the various annexes of this plan with the emergency activities of county and local governments, state government, private agencies and organizations, and the federal government.
- Operate the SEOC.
- Maintain surveillance of potentially threatening conditions to and in the state of Maine and direct appropriate warning and response actions.
- Establish procedures for the maintenance and distribution of this plan.
- Encourage mutual aid agreements with federal agencies, other states, private industry, relief organizations, and between county and local governments.
- Provide technical and planning assistance to state agencies, county and local governments upon request.
- Provide for annual exercises to test and evaluate state, county, and local plans to maintain a high standard of preparedness.
- Establish an appropriate level of operational readiness.
- Initiate any and all other actions deemed necessary for effective implementation of this plan.
- Advise the Governor, state agencies, county and local government officials, and necessary federal agencies of severity and magnitude of the emergency/disaster situation.
- Maintain a file of all SOGs.
- Maintain, update, and distribute all changes to this plan, with annual review.

### **4.3 Federal**

- Provide emergency response on all federally owned or controlled property, including military installations, federal prisons, and national parks.
- Provide federal assistance as directed by the President of the United States under the coordination of FEMA and Department of Homeland Security (DHS), and in accordance with federal emergency plans.
- Provide direct federal assistance to Native American reservations.
- Identify and coordinate provision of assistance under other federal statutory authorities.
- Provide assistance to the state, county, and local governments in response to and recovery from a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the NRF or successor plan.
- Coordinate the provision of non-radiological federal resources and assistance to affected state, county, and local governments.

### **4.4 Voluntary Organizations**

- Coordinate with government agencies to ensure a broad and comprehensive coverage of assistance and relief during emergencies.
- Provide and coordinate relief not provided by government on a complementary and supplementary basis.
- Develop mutual aid agreements and memoranda of understanding in areas of responsibility to be performed during emergencies.

### **4.5 Private and Not for Profit Partners**

Provide resources as implicated in agreements with the state of Maine.

## Section 5: Finance and Administration

State expenditures of state funds for emergency operations will be conducted in accordance with Maine law. Utilizing emergency powers, the Governor may mobilize all available resources of the State Government as necessary to cope with the emergency. Accounting for expenditure of state funds will be conducted under state laws and regulations and is subject to audit by the State Auditor. State agencies/departments and county and local governments are responsible for the collection, reporting and maintenance of records of obligation and expenditures incurred during a response to an emergency or disaster situation. These records shall serve as a database in assessing the need and preparation of requests for federal assistance.

Federal funds made available to the state pursuant to an emergency or disaster program, to the extent provided by law, are channeled through the Governor or his designated representative. Use of federal funds is subject to audit and verification by state and federal auditors. County and local governments and heads of state agencies and departments will establish systems to report on and account for any public funds used for emergency or disaster purposes.

All records relating to the allocation and disbursement of funds for activities and elements covered in this plan must be maintained, as applicable, in compliance with the Code of Federal Register, Title 44, Emergency Management Assistance, and all Maine Revised Statutes pertaining to state financial matters and emergency management powers and responsibilities.

Due to the nature of emergency situations, financial operations will often be carried out under short time restraints that cannot be accommodated using routine accounting procedures. This in no way lessens the requirements for sound financial management and accountability. A Presidential disaster or emergency declaration will open the way for funding the costs of uses of resources initiated at the state, county, and local levels. The Federal Office of Management and Budget (OMB) and Congress will give rapid approval to a FEMA-prepared emergency budget at a level sufficient to sustain a response operation for at least three weeks with the opportunity to extend the budget if the situation warrants. A gubernatorial state of emergency declaration can temporarily set aside normal state budgetary restrictions in order to finance emergency response and recovery activities.

In conjunction with federal guidelines, approval for expenditure of funds for response and recovery operations will be given by officials of the primary and support agencies. Each agency is responsible for establishing effective administrative funding controls, segregation of duties for proper internal controls, and accountability to ensure that costs incurred are consistent with the missions identified in this plan. Extreme care and attention to detail must be taken throughout the emergency response and recovery period to maintain logs, formal records, and file copies of all expenditures, including personnel time sheets, in order to provide clear and reasonable accountability and justification for future reimbursement requests. Federal reimbursement for state response costs must be documented and approved.

## Section 6: Maintenance and Distribution

### 6.1 Maintenance

Designated departments and agencies of State Government have the responsibility for developing and maintaining a portion of this plan. Overall coordination of this process will be performed by the Director of MEMA.

At a minimum, this plan will be reviewed and updated on an annual basis, taking into account the following factors:

- Updates to planning guidance or standards.
- Changes in elected/appointed officials.
- Changes in available resources (e.g., facilities, equipment, personnel, etc.).
- Corrective actions resulting from exercises and/or real world responses.
- New or amended laws and/or executive orders.
- Changes in demographics and/or hazard profiles.

Such reviews will be administered by MEMA in cooperation with relevant federal, state, volunteer and private sector organizations. All organizations that have emergency-oriented missions or support roles are required to prepare supporting documentation.

Minor changes to the format and/or content of the EOP authorized by the MEMA Director will not require re-signature of the Promulgation. For major changes to the content of the EOP, re-signature will be required. The Promulgation will be re-signed every five years.

### 6.2 Distribution

The EOP, including annexes, will be posted publicly to the MEMA webpage and will be distributed electronically to key partners, to include:

- State of Maine Executive Offices
- ESF Responsible Agencies
- Governor's Office
- County EMAs
- FEMA, Region 1
- State EMAs in Region 1

## Section 7: Authorities and References

### 7.1 State

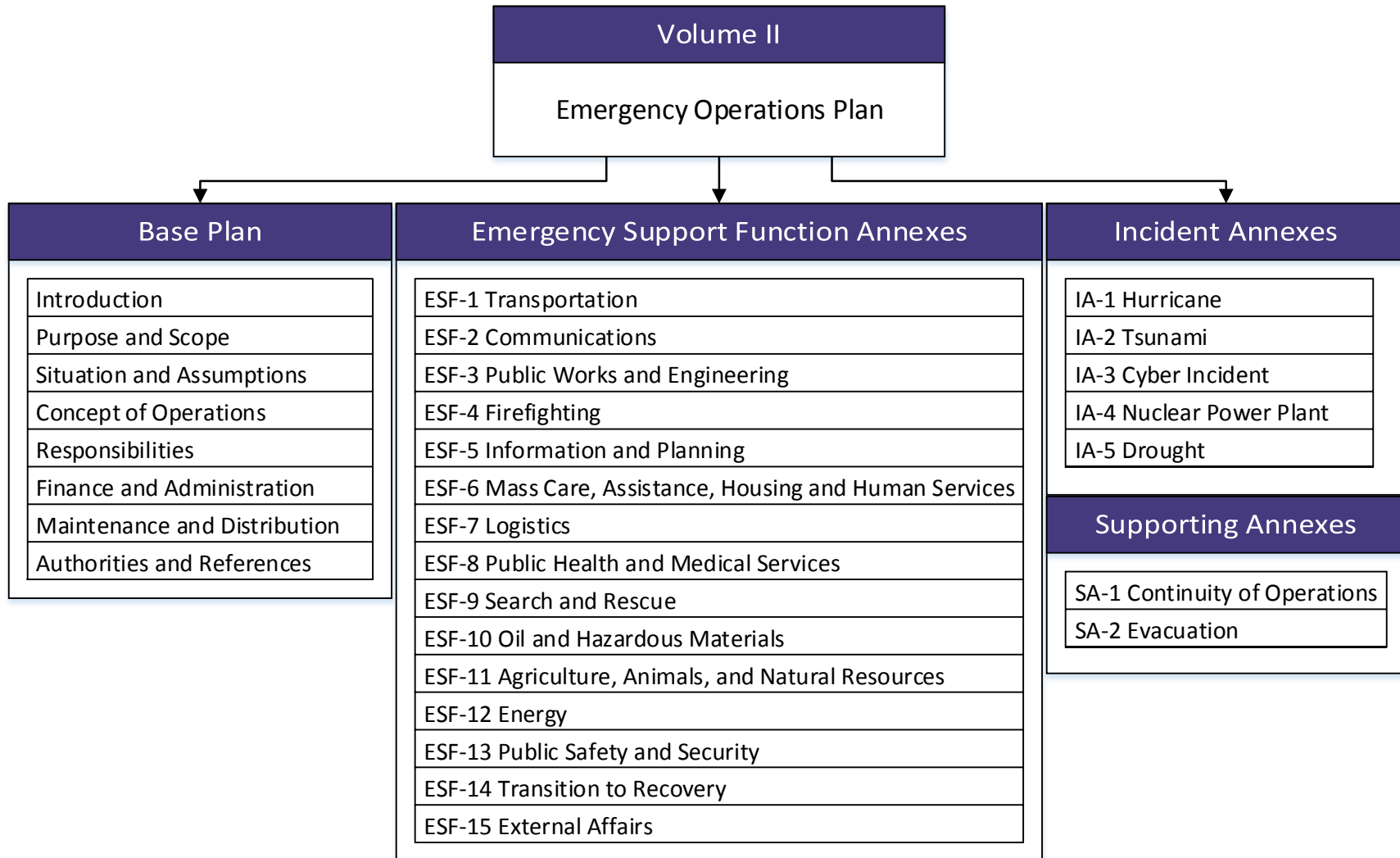
- Maine Revised Statute, Title 37-B
- MEMA Policy Manual
- Maine State Hazard Mitigation Plan
- THIRA and State Preparedness Report
- Governor’s Executive Order No. 22 FY 11/12, dated August 30, 2011, “An order updating the staff of Maine Emergency Response and Disaster Recovery Teams”
- Executive Order No. 2 FY 89/00, Civil Emergency Planning
- Executive Order No. 07 FY 06/07, an order designating The National Incident Management System
- Memorandum of Understanding between the State of Maine and the American National Red Cross
- Statewide Mutual Aid Agreement

### 7.2 Federal

- Title 44 Emergency Management and Assistance (CFR 44)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
- Post-Katrina Emergency Reform Act
- Pets Evacuation and Transportation Standards Act
- Sandy Recovery Improvement Act
- Disaster Relief Appropriations Act
- Presidential Policy Directive-8
- National Preparedness System
- National Preparedness Goal
- National Planning Frameworks
- Federal Interagency Operational Plans

# Section 8: Appendices

## Appendix A. CEMP Volume II – Organizational Chart



## Appendix B. Emergency Operations Plan Annexes

Emergency Support Function (ESF) Annexes		
Title	Lead Agency	Summary
ESF 1 - Transportation	Department of Transportation	Provides guidance to those individuals or organizations involved in the management of transportation needs during an incident. <b>See ESF-1 for more detailed information.</b>
ESF 2 - Communications	Maine Emergency Management Agency	Provides communications support for state and local response before, during, and after an incident. <b>See ESF-2 for more detailed information.</b>
ESF 3 - Public Works and Engineering	Department of Transportation	Provides debris removal, emergency generator energy, water and water treatment systems and service, as well as assists in the restoration of public works systems. <b>See ESF-3 for more detailed information.</b>
ESF 4 - Firefighting	Department of Agriculture, Conservation, and Forestry	Provides for the coordination of fire and rescue activities to ensure the safety of life and property within the state of Maine during emergency incidents. <b>See ESF-4 for more detailed information.</b>
ESF 5 - Information and Planning	Maine Emergency Management Agency	Outlines the organization, operational concepts, responsibilities and procedures for planning activities in the SEOC in support of emergency operations. <b>See ESF-5 for more detailed information.</b>
ESF 6 - Mass Care, Emergency Assistance, Housing, and Human Services	Maine Emergency Management Agency  American Red Cross	Provides the capability to meet basic human needs (shelter, food, clothing, and emergency social services) during disaster incidents and to outline responsibility and policy established for Mass Care operations before, during and after a disaster. Provides coordination for animal care needs, in coordination with ESF-11. <b>See ESF-6 for more detailed information.</b>
ESF 7 - Logistics	Maine Emergency Management Agency	Provides information for points of distribution; manages resources based on NIMS resource typing; plans/establishes logistical staging areas for internal/external response personnel, equipment, and supplies. <b>See ESF-7 for more detailed information.</b>
ESF 8 - Public Health and Medical Services	Department of Health and Human Services (Maine Center for Disease Control and Prevention)	Provides procedures for helping victims of a disaster by delineating the medical and health services available from or coordinated through the Department of Health and Human Services and Maine Center for Disease Control. <b>See ESF-8 for more detailed information.</b>
ESF 9 - Search and	Department of Inland	Provides for the responsibility of managing a search



Emergency Support Function (ESF) Annexes		
Title	Lead Agency	Summary
Rescue	Fisheries and Wildlife Department of Marine Resources	and rescue mission within the state of Maine. <b>See ESF-9 for more detailed information.</b>
ESF 10 - Oil and Hazardous Materials	Department of Environmental Protection	Provides inspections, containment, and cleanup of hazardous materials spills or releases following an incident, emergency, or disaster. <b>See ESF-10 for more detailed information.</b>
ESF 11 - Agriculture, Animals, and Natural Resources	Department of Agriculture, Conservation, and Forestry	Responds to animal/plant diseases/pests including zoonotic diseases; ensure safe and security of the food supply; describe response actions for natural and cultural resources. <b>See ESF-11 for more detailed information.</b>
ESF 12 - Energy	Public Utilities Commission Governors Energy Office	Addresses significant disruptions in energy supplies and the impact that significant damage to an energy system would have to the state; identify energy-centric critical assets and resources and infrastructures, and monitor and mitigate their vulnerabilities. <b>See ESF-12 for more detailed information.</b>
ESF 13 - Public Safety and Security	Department of Public Safety (Maine State Police) Department of Inland Fisheries and Wildlife (Maine Warden Service) Department of Marine Resources (Marine Patrol)	Provides coordination for all state law enforcement resources to support local law enforcement before, during and following disasters. <b>See ESF-13 for more detailed information.</b>
ESF 14 - Transition to Recovery	Maine Emergency Management Agency	Details the integration of short-term recovery into response activities and guides the transition to recovery as described in the IDR. <b>See ESF-14 for more detailed information.</b>
ESF 15 - External Affairs	Governor's Office Maine Emergency Management Agency	Provides for the timely dissemination of emergency preparedness and response information to the general public, responders, and elected or appointed officials. <b>See ESF-15 for more detailed information.</b>

<b>Supporting Annexes (SA)</b>	
Title	Summary
SA 1 - Continuity of Operations ( <i>in revision</i> )	The changing threat environment coupled with recent emergencies, including acts of nature, technological accidents, and terrorist attack incidents, have increased the need for viable continuity capabilities and plans that enable organizations to continue their essential functions in an all-hazards environment and across a spectrum of emergencies. The purpose of this annex is to define procedures to support the resumption of time-sensitive business operations and functions in the event of their disruption. MEMA is committed to supporting service resumption and recovery efforts at alternate facilities, if required.
SA 2 - Evacuation ( <i>in revision</i> )	The conduct of evacuation operations is generally a local and tribal responsibility. However, there are circumstances that exceed the capabilities of these jurisdictions to support mass evacuations. When practical and possible, precautionary mass evacuation support by the state of Maine is provided before an event to move citizens and visitors away from a potential natural or manmade incident when warning is available (a forecasted event) and after an event when conditions are such that it is unsafe for citizens and visitors to remain in the area (an unforecasted event). This annex provides an overview of mass evacuation functions, state agency roles and responsibilities, and overall guidelines for the integration of state, tribal and local support in the evacuation and re-entry of large numbers of people in incidents requiring a coordinated and phased state response.

<b>Incident Annexes (IA)</b>	
Title	Summary
IA 1 – Hurricane ( <i>in revision</i> )	Due to its extensive coastal region, Maine may record several hurricane watches and/or warnings during the Atlantic hurricane season. Since 1965, Maine has been struck by seven hurricanes and dozens of tropical storms/depressions. During this time, all counties have been impacted with high winds, rain damage, severe storms, and flooding. Coastal areas with gentle shorelines are the most susceptible to damage from erosion. The purpose of this annex is to establish the specific operational procedures to be used by the state of Maine to prevent and minimize casualties resulting from a hurricane or tropical storm.
IA 2 - Tsunami	The tsunami threat for Maine is relatively low and any tsunamis would likely be small and inundate low elevation areas and beach areas. Although the risk is low, the consequences could be high. Tsunami run-up over three feet is dangerous to people and property. The purpose of this plan is to establish the operational procedures to

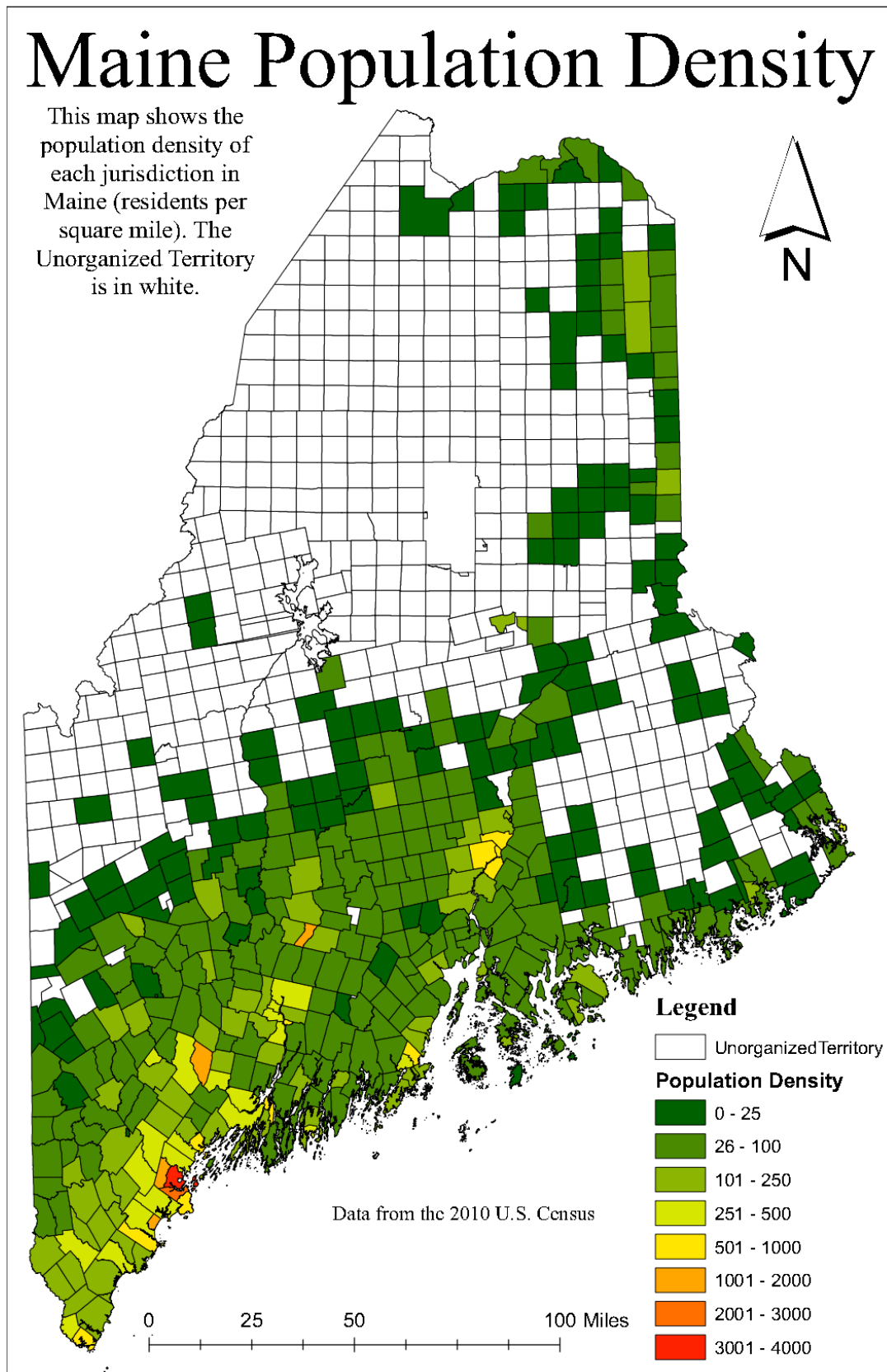
<b>Incident Annexes (IA)</b>	
Title	Summary
	be used by the state of Maine to prevent and minimize casualties resulting from a tsunami.
IA 3 - Cyber Incident	The state of Maine’s dependency on technology makes us susceptible to a large-scale cyber incident which could overwhelm government and private sector resources by disrupting the internet and/or negatively impacting critical infrastructure information systems. The purpose of this annex is to define the concept of operations and the duties and responsibilities of the government in response to an incident involving systemic, cyber based attacks against computer and electronic systems that impact mission critical functions and or threaten public health or safety, undermine public confidence, have a debilitating effect upon the state of Maine or national economy, or diminish the security posture of the state of Maine or the Nation.
IA 4 - Nuclear Power Plant	In the event of an accidental radiological release from a nuclear power plant, radionuclides may be released to the environment. The purpose of this annex is to establish policies and procedures to implement Protective Actions on the basis of federal and state radiological criteria; these Protective Actions, if implemented, would minimize the effect on public health.
IA 5 – Drought ( <i>in revision</i> )	Water shortages caused by drought in Maine are rare due to typical precipitation levels, the state’s ground water hydrology, and a low statewide aggregate demand for water compared to available resources. However, this does not mean that Maine is immune to water shortages. Maine has suffered the effects of drought on multiple occasions, perhaps the most notable being the drought of 1999-2002, which was the most severe drought on Maine rivers in more than 50 years. The entire state could be affected by a drought. The most severely affected areas would be those with highest daily water consumption, namely, all urbanized areas. While fewer people would be affected, the economic impact upon farmland and livestock operations would also be very serious. A drought or prolonged dry spell would also affect and be affected by the recreational industry which would create new and excessive demands on dwindling water supplies through an influx of seasonal population. Finally, drought and prolonged summer and fall dry spells can create serious forest fire hazards.

## Appendix C. Maps

### Counties in Maine



Population Density in Maine



Major Geographic Features of Maine



## Appendix D. Listing of Hazards and Threats from the 2013 Maine HIRA

Hazard Type	Hazard
<b>Natural Hazards</b>	Avalanche
	Blight/Infestation
	Contamination
	Disease Outbreak
	Drought
	Earthquake
	Epidemic
	Erosion
	Flood
	Heat Wave
	Hurricane
	Ice Storm
	Landslide
	Summer Storm (severe)
	Tornado
	Tsunami
Wildfire	
Winter Storm (severe)	
<b>Technological</b>	Bridge Collapse
	Building Collapse
	Dam Failure
	Hazmat Release (chemical)
	Hazmat Release (radiological)
	Hazmat Release (marine oil)
	Hazmat Release (transportation)
	Power Failure
	Transportation Incident
	Urban Fire
<b>Human-caused</b>	Civil Disturbance
	Cyber Incident
	Sabotage
	School Violence
	Terrorist Act

## Appendix E. All Responsible Agencies per ESF

<h1 style="margin: 0;">Agencies</h1> <p style="margin: 5px 0 0 0;"><i>L = Lead Agency</i> <i>S = Supporting Agency</i> <i>C = Coordinating Agency</i></p>	ESF-1 Transportation	ESF-2 Communications	ESF-3 Public Works and Engineering	ESF-4 Firefighting	ESF-5 Information and Planning	ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services	ESF-7 Logistics	ESF-8 Public Health and Medical Services	ESF-9 Search and Rescue	ESF-10 Oil and Hazardous Materials	ESF-11 Agriculture, Animals, and Natural Resources	ESF-12 Energy	ESF-13 Public Safety and Security	ESF-14 Transition to Recovery	ESF-15 External Affairs
American Red Cross					S	L	S	S			S				
Attorney General's Office								S							
Department of Administrative and Financial Services		S	S		S		S								
Department of Agriculture, Conservation and Forestry	S	S	S	L		S	S	S	S	S	L		S	S	
Department of Corrections			S	S		S							S		
Department of Defense, Veterans, and Emergency Management	S	S	S	S	S	S	S	S	S	S		S	S		S
Department of Economic and Community Development			S											S	
Department of Education	S					S	S								
Department of Environmental Protection			S					S		L	S				
Department of Health and Human Services			S			S	S	L		S	S			S	
Department of Inland Fisheries and Wildlife									L	S			L		
Department of Labor	S		S	S	S	S				S					
Department of Marine Resources									L	S			L		
Department of Public Safety	S	S	S				S	S	L	S			L		
Department of Transportation	L	S	L				S							S	
Governor's Office												L			L
Maine Emergency Management Agency	C	L	C	C	L	L	L	C	C	C	C	C	C	L	L
Maine State Housing Authority						S								S	
Maine State Library											S				
Maine State Archives											S				
Maine State Museum											S				
Maine Turnpike Authority	S		S												
Public Utilities Commission		S	S									L			
U.S. Coast Guard			S						S	S					



## Appendix F. Operational Levels of Response

Initiating Events	Operational Level	Corresponding Actions
<ul style="list-style-type: none"> <li>Emergency incident for which local response capabilities are likely adequate.</li> </ul>	<p>Steady-State/Monitoring</p>	<ul style="list-style-type: none"> <li>Situation managed by the Duty Officer, MEMA Director, and Operations Division Director or designated assistant as part of day-to-day operation.</li> <li>Situation is monitored and, if needed, appropriate state agencies are notified to take action as part of their everyday responsibilities.</li> </ul>
<ul style="list-style-type: none"> <li>Incident begins to overwhelm local response capability.</li> <li>Some state assistance possible.</li> </ul>	<p>Partial Activation</p>	<ul style="list-style-type: none"> <li>MEMA staff provides assistance in the SEOC, as needed, ERT primary agencies may be activated and support agencies placed on standby.</li> <li>Governor advised of the situation.</li> <li>Federal or interstate support not anticipated.</li> </ul>
<ul style="list-style-type: none"> <li>Situation continues to intensify.</li> <li>Widespread threats to public safety.</li> <li>Local states of emergency declared.</li> <li>State and federal response assistance is required.</li> </ul>	<p>Full Activation</p>	<ul style="list-style-type: none"> <li>Full activation of SEOC.</li> <li>Governor may declare a State of Emergency.</li> <li>State ERT primary and support agencies send representatives to SEOC as requested.</li> <li>Joint Information Center activated.</li> <li>Possible deployment of FEMA advance element to the SEOC.</li> <li>Possible activation of the Federal Response Plan.</li> <li>EMAC or IEMAC requests for aid anticipated.</li> </ul>

ESF

1

Emergency Operations Plan – Emergency Support Function 1  
*Transportation*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Transportation (DOT)

## 1.2 Supporting Agencies

- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Maine Turnpike Authority (MTA)
- Department of Public Safety - Maine State Police (MSP)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Labor (DOL)

### 1.3 Table of Contents

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 1 (ESF-1), Transportation, provides a framework for coordination and cooperation across state agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the state of Maine. In addition, this plan details how the state of Maine will provide transportation related support and assistance to local jurisdictions in the event local needs exceed available local resources during an emergency.

### 2.2 Scope

- For purposes of ESF-1, transportation infrastructure includes roadways, bridges, tunnels, airports, seaports, ferries, railroads, vehicles (e.g., buses, trucks, etc.), and other similar structures.
- Local transportation assets will remain in the control of the respective jurisdiction.
- Transportation resources will be prioritized for use within the owner agency for appropriate needs before they can be made available to support external requests (e.g., for state assistance).
- State assistance for emergency repairs to or debris clearance from critical transportation infrastructure is intended to support the re-opening of transportation corridors to facilitate the passage of emergency traffic, not to restore damaged transportation infrastructure to pre-disaster conditions. Permanent repairs and final debris removal/disposal following an emergency or disaster remain the responsibility of local governments.
- Depending on weather conditions, highway speed limits may be lowered and/or permitted vehicles (e.g., tandems and tankers) may be prohibited from using the interstate highways by joint decision of DOT and the MSP.
- If warranted by conditions, a ban on highway travel may be implemented if ordered by the Governor. Such a ban will normally exclude those supporting an emergency response.

### 2.3 Situation

Disasters or emergency incidents impacting the state of Maine will likely impact one or more elements of transportation infrastructure. This will adversely affect life safety in affected areas by impeding evacuations, access by first responders, or the flow of aid to disaster survivors. While any type of disaster can potentially affect transportation infrastructure, historically transportation infrastructure has been most frequently impacted by snow and ice accumulation during winter storms, debris from windstorms, tropical storms or hurricanes, and flooding from rain events or storm surge.

A planned or spontaneous evacuation of large numbers of people from areas threatened or affected by a disaster impact transportation infrastructure access and capacity, even when no damage to the infrastructure itself has occurred.

In addition, disasters and large-scale planned events may strain transportation infrastructure access and capacity, and may result in transportation corridors being closed to vehicular traffic for extended periods of time.

## 2.4 Assumptions

- Local governments have emergency management resources, plans, and procedures already in place.
- Many incidents, such as vehicle accidents or construction-related road closures, affect transportation infrastructure, but are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations using resources readily available to them.
- Demand on local resources in anticipation of or response to a major threat may quickly overwhelm local transportation capabilities for personnel, equipment, and fuel.
- In a “no-notice” incident, local resources may be damaged and potentially unavailable to support evacuation or commodities distribution, requiring immediate state assistance.
- Access to impacted areas will be severely limited and may be accessible only via air or water transportation assets.
- ESF-1 agencies have developed internal plans and procedures for implementing this plan.
- Maintaining coordination and situational awareness across transportation agencies regarding resource needs, ingress and egress information, damage assessments, and transportation route and mode information will be vital to conducting effective emergency management activities.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources.

Each responsible agency or organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency or organization at the State Emergency Operations Center (SEOC) in support of ESF-1 activities.

ESF-1 agencies that fall under the DOT scope of operations have collectively designated a team of persons, each of whom can serve on behalf of all DOT agencies at the SEOC to support ESF-1 activities. Each of them will have the capability and authority to reach back to DOT to request resources and obtain information to support response to the incident.

ESF-1 reports to the SEOC Operations Section, with indirect report to the Planning Section as necessary for situational awareness.

The following are the objectives of ESF-1:

- Establish a framework for state-level emergency related transportation preparedness, mitigation, response, and recovery activities.
- Coordinate transportation response and recovery operations at the state level to maximize the use of all modes of public and private transportation for the purpose of moving people, materials, goods, and services to and from impacted areas as efficiently as possible.
- Share information and coordinate response activities across pertinent state agencies regarding transportation related requests for assistance in a manner that ensures consistency with established state transportation policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical state-level transportation infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of transportation infrastructure in Maine and neighboring states.
- Provide resources to support evacuation and re-entry decision-making processes.
- Monitor and control road, rail, air, and water traffic to ensure the safety of the general public and the efficient flow of personnel, assets, and commodities into areas threatened or impacted by a disaster.
- Coordinate resources to assist and support evacuation activities, including vehicles, message boards, and other assets as required.
- Coordinate resources to assist and support the staging, transportation, or distribution of commodities.
- Coordinate resources to conduct emergency clearance of debris and obstructions from impacted transportation infrastructure.
- As required, coordinate resources to make emergency repairs to transportation infrastructure to maintain and/or restore the flow of personnel, assets, and commodities into impacted areas.

## 3.2 Activities

Responsible agencies for ESF-1 should conduct the following activities:

### a. Prevention

- Communicate and share information across agencies with transportation responsibilities.
- Collaborate and coordinate on transportation related prevention and security initiatives.
- Identify opportunities to collaborate on protection of critical transport related infrastructure and key resources in the state of Maine.
- Identify potential emergency transportation issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-1 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of agency facilities, equipment, materials, and supplies by transportation mode.
- Ensure that ESF-1 agencies have pre-designated staff available to support this plan and SEOC operations.
- Participate in exercises and training in order to test, validate, and provide working experience for ESF-1 liaisons on this plan and related procedures.

### c. Response

#### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-1. A total of four personnel must be trained to support the Lead Agency.
- Maintain communications with the SEOC, obtain status reports, and keep SEOC informed on the progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure agency decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify transportation activities, capabilities, and inventories and report this information on a regular basis to the SEOC Operations Section.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- Coordinate with other functional areas in anticipation of projected transportation related needs and coordinate appropriate response efforts.



- Identify and coordinate the mobilization and pre-positioning of response resources pre-incident once it is apparent that state transportation resources will be required, or as requested by the Operations Section.
- Establish a key point of contact for all Maine utilities.

**ii. Initial Response**

- If not already done, provide at least two representatives to the SEOC to support ESF-1. A total of four personnel must be trained to support the Lead Agency.
- Designate appropriate staff to support response.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- Monitor transportation infrastructure and maintain situational awareness on threats or impacts to transportation infrastructure.
- Identify and coordinate the staging of transportation response resources.
- Pre-position recovery resources at the nearest staging area(s), as needed.
- Coordinate resources and communicate with utility entities to support the emergency clearance of debris from and emergency repair of damaged transportation infrastructure to ensure an uninterrupted flow of personnel, commodities, and services into affected areas.
- Implement predetermined cost accounting measures for tracking overall ESF-1 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Coordinate with federal ESF counterpart as needed.

**iii. Coordination with other ESFs**

- ESF-2, Communications, to ensure that access roads leading to communications towers remain passable for emergency traffic.
- ESF-3, Public Works and Engineering, to commit agency resources for debris removal, construction work, and other public works related tasks as needed.
- ESF-6, Mass Care, to identify needs related to transportation of evacuees to shelters during evacuations.
- ESF-10, Oil and Hazardous Material, to identify any known hazardous materials transporters such as oil tankers, barges, or trucks that could be affected by an emergency or disaster and could have a bearing on the commitment of transportation resources.
- ESF-13, Public Safety and Security, to identify any transportation related and traffic control needs concerning public safety and security.
- ESF-15, External Affairs, to utilize any public messaging that can be posted on variable message boards and other transportation-related information portals.

**iv. Ongoing Response**

- Coordinate resources to support resource requests, including evacuation and the transportation of personnel, commodities, and services.
- Conduct ongoing re-assessment of priorities and strategies to meet the most critical of transportation needs.
- Track committed transportation resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-1.
- Coordinate with other ESFs, as appropriate, to anticipate projected transportation needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- Draft recommendations for after-action reports and other reports as appropriate.

**d. Recovery**

- As needed, coordinate resources to support the return of evacuees to impacted areas.
- Provide assistance and technical expertise to joint damage assessment teams.
- Anticipate and prepare to provide technical assistance, personnel, and resources for ongoing restoration of transportation infrastructure.
- Participate in after-action reports.

**e. Mitigation**

- Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of ESF-1 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Transportation

##### a. Highway and Bridge

- Provide ESF-1 team with situational awareness on status of state road salt stockpiles pertinent to interstate highways.
- Coordinate with MSP to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on the interstate highways.
- Coordinate obtaining the authority to waive tolls on the Maine Turnpike if conditions warrant.
- Provide resources to clear debris and perform emergency repairs to keep state routes passable for emergency traffic.
- Provide resources to support the repair or replacement of missing or non-functional traffic control signs and signals in affected areas.
- Provide subject matter experts to conduct damage assessments on state assets, as requested.
- Coordinate with ESF-1 to identify and make available appropriate DOT facilities for use as commodity or asset staging areas.
- Provide resources to assist in the movement and/or staging of commodities as needed.

##### b. Multimodal

- Provide ESF-1 team with situational awareness on the status of railroads statewide.
- Provide ESF-1 team with situational awareness on the status of the Ferry Service operations statewide.
- Provide ESF-1 team with situational awareness on the status of moveable bridge and specialty bridge (e.g., Penobscot Narrows) status and operations statewide.
- Provide resources to assist in the movement and/or staging of commodities, as needed.
- Provide ESF-1 team with situational awareness on status of public- and privately-owned public use airports.
- Coordinate the provision of air assets for damage assessment or personnel transport, as requested.

### 4.2 Supporting Agencies

#### a. Department of Agriculture, Conservation and Forestry - Maine Forest Service

- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- Provide subject matter experts to teams conducting damage assessments, as requested.

**b. Department of Public Safety - Maine State Police**

- Coordinate with DOT to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on state roadways.
- Provide assistance with closing or restricting access to areas impacted by a disaster.
- Assist with traffic control as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.

**c. Maine Turnpike Authority**

- Provide ESF-1 team with situational awareness on status of roadways.
- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- Provide subject matter experts to teams conducting damage assessments, as requested.

**d. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic, if requested.
- Provide resources to assist in the movement of personnel, cargo, and/or fuel, if requested.

**e. Department of Labor**

Provide consultation on health and safety issues.

**f. Other Agencies**

Other agencies not explicitly named in this plan may have authorities, resources, capabilities, or expertise required to support ESF-1 activities. These agencies may be requested to support ESF-1 activities on an ad hoc basis.

## Section 5: Supplemental and Procedural Documents

None at this time

## Section 6: References

- Maine Department of Administrative and Financial Services (DAFS) Purchases/Services Agreement
- Transit Emergency Directory 2015
- Maine DOT Maintenance Lots
- Maine DOT Maintenance Regions
- Maine DOT Map Viewer
- Maine State Ferry Service 2015
- Maine Rail System 2014
- Maine Mileage Diagram
- Maine Strategic Transit Plan 2015
- Maine Title 23
- Maine Traffic Management Seabrook
- Maine Transit Lots
- National Incident Management System (NIMS)
- New Hampshire DOT Roads Geospatial Information Systems (GIS) Map

# ESF 2

## Emergency Operations Plan – Emergency Support Function 2 *Communications*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)

## 1.2 Supporting Agencies

- Public Utilities Commission (PUC)
- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Department of Transportation (DOT)
- Department of Administrative and Financial Services - Office of Information Technology (OIT)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)



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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 2 (ESF-2), Communications, provides a framework for coordination and cooperation across agencies regarding communications needs, issues, and activities before, during, and after a disaster or emergency in the state of Maine. In addition, this annex details how the state of Maine will provide communications-related support and assistance to local jurisdictions in the event local needs exceed available resources during an emergency.

### 2.2 Scope

- County, local, and tribal communications assets will remain in the control of the respective jurisdiction.
- State assistance provided to cities and towns may consist of personnel, equipment, materials and supplies, and/or subject matter expertise.
- ESF-2 support is tailored based on the type, extent, and duration of the incident, determined long-term recovery period, and the availability of state resources.
- ESF-2 facilitates the identification, coordination, and use of communications resources to support long-term recovery.

### 2.3 Situation

Disasters or emergency incidents impacting Maine may severely affect telecommunications networks and transmission facilities. Coordination of all available ESF-2 assets, including those with state agencies, county, local, and tribal governments, non-government agencies, and the telecommunications industry, will be needed to restore communications in affected areas.

### 2.4 Assumptions

- County, local, and tribal governments have emergency management communications resources, plans, and procedures already in place.
- Existing county, local, and tribal emergency communications infrastructure will be leveraged to the greatest extent possible.
- During an incident, a significant loss of fixed commercial and public safety communications infrastructure is anticipated.
- Most incidents that require communications assets are local in scope and can be addressed by county or local agencies, as part of normal day-to-day operations using resources already available to them.
- Local communications facilities, resources, and assets may be damaged or destroyed as a result of the disaster. Coordinated assistance from the county and state may be needed to restore ESF-2 capability.
- State agencies with ESF-2 related responsibilities have developed internal plans and procedures for implementing their respective agencies.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will designate the Statewide Interoperability Coordinator (SWIC) to report to the State Emergency Operations Center (SEOC) for coordination and implementation of communication-related requests for assistance.

The SWIC, or designee, will staff the MEMA Communications Center (MECC) at the time of SEOC activation to provide overall coordination of ESF-2 activities. All other agencies with responsibilities under ESF-2 will serve as support agencies. The SWIC will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-2.

Each agency will be tasked with providing 24-hour staffing representation for as long as necessary. These staff should be able to serve as a representative for their agency at the SEOC to support ESF-2 activities, and have the capability and authority to reach back to their agency to request resources and obtain necessary information to support the response to the incident.

The designated lead agency for ESF-2 will provide direction for all missions assigned to this activity.

Support agencies, including amateur radio and private organizations, will assist the designated lead agency with maintaining communications service for emergency response and recovery efforts. These entities will constitute the base for providing ESF-2 assistance to local government following a major disaster or emergency.

ESF-2 will report directly to the SEOC Operations Section with an indirect report to the SEOC Planning Section for situational awareness.

The objectives of ESF-2 include the following:

- Establish a framework for state-level emergency-related communications preparedness, mitigation, response, and recovery activities. These activities will use information gathered and applied during critical response operations as the basis for determining the severity and intensity of the disaster, the affected geographic area, and potential unmet needs of the affected population.
- Coordinate the communications equipment and service assets of state agencies, volunteer groups, the telecommunications industry, and the Federal Government to ensure emergency response and recovery functions are successful.
- Bring together an interagency team consisting of federal, state, regional, local, and tribal government and non-government partners to share information and coordinate activities regarding ESF-2-related requests for assistance in a manner ensuring consistency with established state ESF-2 policies and procedures.
- Provide situational awareness and expertise on the status of ESF-2-related requests for assistance in Maine and neighboring states.
- Provide resources to support ESF-2 activities across the State of Maine in an emergency or disaster.

## 3.2 Activities

Responsible agencies for ESF-2 should conduct the following actions:

### a. Prevention

- Communicate and share information across agencies with ESF-2 responsibilities.
- Ensure procedures and program/contact information are up to date, discuss lessons identified from incidents and exercises, and explore creative ways to leverage resources.
- Collaborate and coordinate on ESF-2-related prevention initiatives.
- Identify ESF-2 issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-2 activities via the MEMA Radio Call Chart.
- Ensure procedures are in place to access information and quickly notify personnel in support of this plan.
- Complete appropriate training.
- Ensure all support agencies have pre-designated staff available to support this annex and SEOC operations for communications in the MECC.
- Participate in exercises and training in order to test, validate, and provide practical experience for ESF-2 personnel on this annex and related procedures.
- Develop coordination mechanisms, strategies, and requirements for post-incident assessments, plans, and activities that are scalable to incidents of varying types and magnitudes.
- Conduct after action discussions of prior ESF-2 efforts and other studies to improve future operations.
- Coordinate development of long-term ESF-2 strategies and plans in coordination with other relevant departments and agencies to address key ESF-2 issues regarding catastrophic incidents.
- Develop plans, procedures, and guidance delineating appropriate agency participation and available resources, taking into account the differing technical needs and statutory responsibilities.

### c. Response

#### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-2. A total of four personnel must be trained to support the lead agency.
- Maintain ESF-2 with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- Pre-position state ESF-2 resources at the county level when requested.
- Review existing plans and procedures.

- Verify communications inventories and provide a summary listing to the SEOC Operations and Planning Sections.
- Ensure decision makers from respective ESF-2 agencies are kept informed of the situation.
- Notify County Emergency Management Agency (EMA) Directors of current situation.
- Test ESF-2 systems. Establish ESF-2 with other ESFs and counties for coordination of response efforts. MSCOMMNET, VHF, HAM, FNARS, NAWAS, EAS, and IPAWS systems and Satellite Phones will be utilized for this purpose
- Coordinate information to verify ESF-2 capabilities and report this information on a regular basis to the Operations Section.
- Remain informed of plans and actions of commercial telecommunications companies to restore services and provide a summary to the Operations and Planning Sections.
- Implement pre-determined cost accounting measures for tracking ESF-2 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Use information provided by the SEOC for planning response actions.

## ii. Initial Response

- If agency has not already done so, provide a minimum of four appropriate representative(s) to the SEOC to support ESF-2. These resources may be located in the MECC.
- Use information provided by the Planning Section to plan effective response actions.
- Coordinate information and report ESF-2 capabilities on a regular basis to the Operations Section.
- Monitor and maintain situational awareness and provide such information to the planning section.
- Identify and coordinate resources.
- Position resources at the nearest staging area(s), as needed.
- Coordinate ESF-2 support to all government and volunteer agencies, as needed.
- Coordinate with federal ESF counterpart, as needed.
- Re-assess priorities and strategies in light of the most critical of communication needs.
- Track committed resources and provide updates on these resources to SEOC personnel as needed. See **Supplementary Documents, ICS-205 and ICS-205A**.
- Prepare and process reports, using established procedures, giving attention to the production of after-action reports.
- Begin to compile recommendations for after-action reports and other reports as needed.

## iii. Coordination with other ESFs

- ESF-5, Information and Planning, for the acquisition of equipment and deployment of equipment, personnel, and other resources, when required.
- ESF-6, Mass Care, to ensure that appropriate response measures are enabled by the maintenance of radio at local shelters.
- ESF-7, Logistics, for the acquisition of equipment and deployment of equipment, personnel, and other resources, when required.
- ESF-8, Public Health and Medical Services, to ensure that appropriate response measures are enabled by the maintenance of radio at medical facilities.

**iv. Ongoing Response**

- Continue to coordinate resources to support requests.
- Conduct ongoing re-assessment of priorities and strategies to meet the most critical needs.
- Coordinate with other ESFs as appropriate to anticipate projected ESF-2 needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- Coordinate information and report ESF-2 capabilities on a regular basis to the SEOC Operations Section.
- Draft recommendations for after-action reports and other reports, as appropriate.

**d. Recovery**

- Coordinate replacement and restoration of critical damaged or destroyed communication equipment and facilities in the affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are generated and shared with the SEOC.
- Coordinate the communications capabilities of all ESF-2s adequately for their needs.
- Participate in after-action reports.

**e. Mitigation**

- Identify potential ESF-2 issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-2 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.
- Convene interagency meetings to develop an incident-specific action plan delineating specific agency participation to support community ESF-2 and mitigation activities.
- Facilitate ESF-2 decision making across ESFs and increases awareness of communities' existing plans.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### **Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency**

MEMA will provide lead agency support for incidents to include communications support, links, frequency coordination, and equipment and personnel as needed. MEMA will notify ESF-2 points of contact for each activated agency or organization to report to the SEOC for communications coordination.

- Develop the Statewide Emergency Alert System (EAS) Plan.
- Staff the ESF-2 workstations as part of the SEOC.
- Coordinate with other ESFs to supplement local, county, and state ESF-2 resources.
- Coordinate replacement and restoration of critical damaged or destroyed ESF-2 equipment and facilities in affected areas.
- Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are being generated and shared with the SEOC.
- Coordinate the communications capabilities of all ESFs to adequately meet their needs.

### 4.2 Supporting Agencies

#### **a. Department of Administrative and Financial Services - Office of Information and Technology**

- Monitor the performance of telecommunications and cable operator restoration of services, pre-emergency mitigation activities, and capability to respond to outages.
- Maintain the state of Maine's public safety radio system, utilized by many state, county, and local agencies for primary, secondary, and interoperable communications.
- Provide backhaul for the radio system and other agencies utilizing microwave equipment and Telco circuits.
- Store and maintain a portable 90 foot radio tower that may be deployed at MEMA's request.

#### **b. Public Utilities Commission**

Maintain redundancy between PSAPs such that 911 calls can be re-routed if a PSAP, or multiple PSAPs, become unavailable.

#### **c. Department of Transportation**

- Provide two-way radio network with statewide coverage, roadway cameras monitoring highways, and fixed or mobile electronic Variable Message Signs (VMS) across the state used to view road conditions and inform motorists.
- Store and maintain a heavy duty telecommunication service and repair vehicle capable of towing a portable 90 foot radio tower that may be deployed at MEMA's request.

**d. Department of Agriculture, Conservation, and Forestry - Maine Forest Service**

- May provide communications assets which can be used to assist with ESF-2 in the event of an emergency.
- Store and maintain a heavy duty telecommunication service and repair vehicle (Mobile Communications Vehicle – MCV) with a portable 90 foot radio tower that may be deployed at MEMA’s request.

**e. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide communications equipment (e.g., Theatre Deployable Communication [TDC]) to support communications needs if requested.

**f. Other Agencies**

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support ESF-2 activities.



## Section 5: Supplementary and Procedural Documents

- State of Maine Tactical Interoperable Communications Plan
- Maine CONOPS Plan
- Aviation Emergency Operations Plans
- Maine State Emergency Alert System Plan
- Maine State Communication Interoperability Plan (SCIP)

## Section 6: References

- Bangor International
- Brunswick Executive
- Portland International Jetport
- Analog Phone Lines
- Communications Exercise Checklist
- Communications Recognition and Guidance
- Communications Interoperability Plan Executive Summary
- County Communications Tour Presentation
- County Telecommunications Public Notice
- EAS Activation Request Form
- EAS Activation Request Instructions
- FCC Guidance for applicants seeking VHF & UHF Frequencies along the Canadian border
- FCC-10-36A1 Original Part 90 Change
- FY 2014 Grant Application Narrative
- FY 2014 Grant Guidance for Sub-grantees
- FY 2014 Grant MOU
- FY 2014 Local Distribution
- FY 2014 NIMS Compliance Quick Reference
- General Information on GETS and WPS
- Interoperability and CONOPS Presentation
- Maine Border Interoperability Operations Guide
- Maine Communications Interoperability Committee Members
- Maine CONOPS Frequently Asked Questions
- Maine CONOPS Quick Reference
- Maine ICS Form 205 CONOPS
- Maine ICS Form 205-A
- Maine Interoperable Communications Committee Charter (MICC)
- Maine State Communications Network Summary
- MSCommNet RegionNet ICS-217A
- MSCommNet/RegionNet Pocket Guide
- National Emergency Communications Plan
- National Interoperability Field Operations Guide (NIFOG) Version 1.2
- NIMS Compliance Training Courses
- Regional Emergency Communications Coordinated Working Group (RECCWG)
- SAFECOM Grant Guidance FY 2007
- SAFECOM Interoperability Continuum
- Sample Local CONOPS SOP
- U.S. Department of Homeland Security Interoperability Continuum

# ESF 3

Emergency Operations Plan – Emergency Support Function 3  
*Public Works and Engineering*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Transportation (DOT)

## 1.2 Supporting Agencies

- Department of Environmental Protection (DEP)
- Department of Agriculture, Conservation, and Forestry (DACF)
- Department of Public Safety - Fire Marshal's Office (FMO)
- Department of Administrative and Financial Services - Bureau of General Services (BGS)
- Department of Health and Human Services - Maine Center for Disease Control and Prevention (Maine CDC)
- Department of Economic and Community Development (DECD)
- Maine Turnpike Authority (MTA)
- Public Utilities Commission (PUC)
- Department of Defense, Veterans, and Emergency Management
  - Maine Emergency Management Agency (MEMA)
  - Maine National Guard (MENG)
- Department of Corrections (DOC)
- Department of Labor (DOL)
- U.S. Coast Guard (USCG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 3 (ESF-3), Public Works and Engineering, details how the state of Maine will provide public works, inspectional, and engineering assistance to county and local governments in support of life safety and protection activities prior to, during, and immediately following a major disaster or emergency.

### 2.2 Scope

- For ESF-3 purposes, emergency public works and engineering activities include:
  - Coordination of resources to support post-disaster evaluation of buildings and similar structures to determine safety and usability.
  - Coordination of resources to support the restoration of transportation infrastructure, implement emergency repairs to public and private facilities, and other appropriate construction services (e.g., electrical, plumbing, soils, etc.).
  - Coordination of resources to support emergency demolition and/or stabilization of damaged structures and facilities designated as hazards to public health and safety.
  - Engineering, procurement, and debris clearance.
  - Provision or restoration of emergency power supplies for critical facilities.
  - Provision or restoration of emergency supplement to water and sewer services.
  - Provision of emergency supply potable water.
  - Provision of water for firefighting.
- As an incident requires, or at the direction of the MEMA Director, ESF-3 will be activated to coordinate resources to support public works and engineering response.
- All agencies assigned responsibilities within ESF-3 will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- State assistance through ESF-3 will only be provided once a city or town has fully committed all public works, inspectional, and engineering resources available to it, including resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have under contract.
- Local public works, inspectional, and engineering assets will remain in the control of the respective jurisdiction.
- ESF-3 activities will be prioritized in the following manner:
  1. Life Safety, including the evacuation of individuals from at-risk areas.
  2. Emergency repair or demolition of infrastructure and critical facilities, including all aspects of the state of Maine's construction, water, waste water, and solid waste infrastructure.
  3. Emergency debris clearance of affected transportation corridors to enable passage of emergency traffic.
  4. Management of debris operations to allow utility crews access to facilitate repairs of other damaged infrastructure.
- Hazardous materials will need special handling from appropriately trained and equipped teams.
- State assistance is intended to support life safety, immediate public health and safety needs, and the re-opening of transportation corridors and performance of temporary repairs to facilitate the

passage of emergency traffic, not to restore damaged infrastructure to pre-disaster conditions. Permanent repairs and final debris removal/disposal following an emergency or disaster remain the responsibility of local governments.

## 2.3 Situation

During an emergency or disaster, a variety of hazards and disruptions to services could occur. Roads and bridges could be damaged or destroyed, covered with water, mud or deep snow, or blocked by debris. Ground, air, rail, and water routes may be impassable or severely obstructed in the affected area. Homes, businesses, major industries, and commercial enterprises may be weakened or destroyed. Signs and signals may be destroyed or may not be visible due to the event. Water systems and/or wastewater facilities may be damaged or threatened, storm drains may be damaged or plugged, and many structures may be damaged. Portions of the state of Maine may be physically isolated due to an event. Critical facilities or equipment may be damaged or inaccessible, resulting in scattered or widespread areas affected by power outages, loss of water, or loss of wastewater treatment facilities. Normal communications systems may be damaged or overloaded. The structural integrity of many public buildings, bridges, dams, roadways, and other facilities may be compromised, posing a risk to emergency workers and the public. Many of the facilities will need to be inspected, reinforced, demolished, or isolated to ensure public safety.

A large enough event may adversely affect the ability of local responders to perform their emergency duties; some employees may not be able to report for work. Local governments have a limited capacity and an immediate requirement to provide services, which may become quickly overwhelming following a catastrophic incident. Local governments will depend on mutual aid and other forms of assistance in order to respond to and recover from the incident. Need for public works and engineering services may exceed state resources, and as such, federal assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, efficient, and effective response and recovery from the event.

## 2.4 Assumptions

- County and local governments have emergency management resources, plans, and procedures already in place.
- ESF-3 responsible agencies have developed internal plans and procedures to respond to a disaster or emergency (e.g., State of Maine Debris Management Plan).
- The responsible agencies are assigned to ESF-3 to support the restoration of public works infrastructures after a major disaster or emergency. Although the composition of the responding agencies will likely change as a result of the nature of the event and planning process, it is anticipated that these agencies will constitute the basis for providing public works, inspectional and engineering type assistance to county and local governments.
- Many incidents, such as power outages, water and sewer service disruptions, and emergency building inspections are local in scope and can be addressed by county or local government or state agencies as part of normal day-to-day operations using resources readily available to them.
- Demand on local resources in anticipation of or in response to a major threat may quickly overwhelm local public works, inspectional and engineering capabilities for personnel and equipment.
- Local public works, inspectional and engineering resources may be damaged and potentially

unavailable to support local response efforts requiring immediate state assistance. A multitude of basic public works, inspectional and engineering services will be needed from the state following a disaster to clear debris, perform damage assessments, conduct structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.

- It is anticipated that the majority of the requests for public works, inspectional and engineering services will concern the repair and restoration of emergency access routes, including the clearance, removal, storage, and disposal of disaster debris.
- Rapid assessment of damages in disaster areas will be necessary to determine potential workloads and prioritization.
- Emergency environmental and other legal waivers for the disposal of debris, animal carcasses, construction material, and other waste will need to be secured, as debris may include trees, rocks, dirt and sand, building materials, metal, garbage and sewage, damaged vehicles, various hazardous materials, tires, and personal property. Unattended and long-standing debris may pose safety and health threats to the public.
- Legal requirements that would delay procurement of contracting services or the purchasing of materials will need to be temporarily waived. Support services for feeding, clothing, sheltering, and equipping workers may need to be coordinated with ESF-6, Mass Care.
- The state of Maine maintains a Debris Management Plan which describes the activities and coordination required to clear, remove, monitor, store, and dispose of debris deposited along or immediately adjacent to public rights-of-way.
- There are several private companies and municipal utilities that may provide emergency services for the response effort to help restore critical infrastructure. There are natural and propane gas utilities, electric and cable utilities, excavation and construction companies, and environmental specialty contractors.
- State agencies may need to immediately deploy resources from unaffected areas of the state of Maine to ensure an effective and efficient response.
- Large numbers of engineers, inspectors, construction workers, equipment operators, and other skilled personnel, along with equipment and supplies from outside the disaster area, may be needed.
- Depending on the magnitude of the incident, resources from other states or the Federal Government may not be available for use in Maine until as long as 72 hours after the incident occurs.



## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-3.

The ESF-3 lead agency will ensure that requests for assistance assigned to ESF-3 are carried out in as efficient a manner as possible with prioritization for the protection of life and property

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the State Emergency Operations Center (SEOC) to support ESF-3 activities.

The objectives of ESF-3 are:

- Establish a framework for state-level public works, inspectional, and engineering related emergency preparedness, mitigation, response, and recovery activities.
- Coordinate state-level public works, inspectional, and engineering related response and recovery operations to maximize the use of resources.
- Share information and coordinate response activities across pertinent state agencies regarding public works, inspectional, and engineering-related requests for assistance in a manner that ensures consistency with established state policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of public works and engineering related infrastructure in Maine and neighboring states to the SEOC.
- Provide technical assistance and evaluations, including engineering expertise, construction management, contracting and real estate services.
- Coordinate resources to conduct safety inspections and other assistance for first responders.
- Direct state assistance and emergency contracting services for repair and restoration of water, wastewater and solid waste facilities.
- Coordinate resources to support emergency debris management operations for passage of emergency response personnel, equipment, and supplies.
- Coordinate resources to support the emergency repair and restoration of damaged emergency access routes necessary for the transportation of emergency rescue personnel and supplies.
- Coordinate resources to support emergency demolition and stabilization of damaged structures, as appropriate, to facilitate emergency response operations.
- Coordinate resources to support the emergency demolition or stabilization of dams.
- Process all public works and engineering assistance requests from local governments and other ESFs.

## 3.2 Activities

Responsible agencies for ESF-3 should conduct the following actions:

### a. Prevention

- Communicate and share information across agencies with public works, inspectional and engineering responsibilities.
- Collaborate and coordinate on public works, inspectional, and engineering related prevention and security initiatives.
- Identify opportunities to collaborate on protection of critical public works, inspectional and engineering related infrastructure and key resources in the state of Maine.
- Identify potential emergency public works, inspectional, and engineering issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures to support ESF-3 activities.
- Maintain current inventories of agency facilities, equipment, materials and supplies, and special capabilities and personnel throughout the state.
- As needed, conduct assessments of ESF capabilities to identify potential resource shortfalls.
- Develop plans to address identified shortfalls of resources.
- Maintain a list of construction contractors and engineering firms with active contracts with the state, who would be available for infrastructure repairs (MEMA may also reference Associated General Contractors of Maine Memorandum of Understanding).
- Maintain an alternate list of contractors, inspectors, and engineers who do not have active contracts, but who have expressed interest in providing infrastructure repairs.
- Develop procedures/protocol to support the evaluation of damage to infrastructure in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.
- Complete appropriate training.
- Designate staff that will be available to support ESF-3 activations.
- Participate in exercises and training in order to test, validate, and provide working experience for ESF-3 representatives.
- Manage resolution of any ESF-3 outstanding after-action issues from previous activations or exercises.

### c. Response

#### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-3. A total of four personnel must be trained to support the lead agency.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.

- Notify the appropriate points of contact at each respective ESF-3 agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure respective ESF-3 agency and organization decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify public works, inspectional and engineering activities, capabilities, and inventories and report this information on a regular basis to the SEOC Planning and Operations Sections.
- Coordinate with other ESFs in anticipation of projected public works, inspectional or engineering related needs and coordinate appropriate efforts
- Identify and coordinate the mobilization and pre-positioning of response resources when it is apparent that ESF-3 or state public works, inspectional and engineering resources will be required, or as requested by the SEOC Manager.
- Ensure appropriate staffing levels at the SEOC for ESF-3 to support the mission during each shift.

## ii. Initial Response

- If agency has not already done so, provide at least two representatives to the SEOC to support ESF-3. A total of four personnel must be trained to support the lead agency.
- Designate appropriate staff to support the state-level response effort.
- Gather and provide situational awareness.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations and Planning Section Chiefs.
- Establish communications with appropriate deployed agency field personnel to coordinate resources to support response efforts.
- Develop and prioritize strategies to coordinate resources to support initial response actions, including equipment and personnel.
- Coordinate the pre-positioning of resources at the designated staging area(s), as needed.
- Implement pre-determined agency cost accounting measures for tracking overall ESF-3 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Coordinate the execution of legal waivers concerning state construction contracts, debris disposal, and other emergency response actions to ensure rapid restoration of services.
- Coordinate with the federal ESF counterpart, as needed.

## iii. Coordination with other ESFs

- U.S. Coast Guard, to prioritize ports and waterways for emergency debris clearance and repair in order to assess affected areas.
- ESF-1, Transportation, to commit agency resources for debris clearance, removal, transportation/roadway work, and other transportation tasks as needed.
- ESF-1, Transportation, to provide and/or organize resources for emergency closure and/or repair of damaged segments of state roadways, subject to existing agreements.
- ESF-1, Transportation, to prioritize public works for debris clearance and removal in order to access affected areas.
- ESF-6, Mass Care, in providing emergency debris clearance for sheltering operations, safe passage for shelter workers/equipment, and other related matter.

- ESF-8, Public Health and Safety, Medical Services, Mortuary, and Mass Fatality, in providing emergency debris clearance and safe passage for hospitals, clinics, and other medical facilities and their staff, and other related matters.
- ESF-14, Short-Term Recovery, develop strategies for supporting recovery operations.

#### **iv. Ongoing Response**

- Coordinate ongoing public works, inspectional and engineering resource support requests.
- Reassess priorities and strategies to meet the most critical of public works, inspectional and engineering needs.
- Track committed resources and provide regular updates to the SEOC Operations Section Chief on the status of all missions assigned to ESF-3.
- Coordinate the provision of personnel to assist in completing Initial Damage Assessments/Preliminary Damage Assessments (PDAs), as needed.
- Provide technical assistance on flooding, water management, structural integrity assessments, public drinking water supplies, wastewater treatment facilities, and impact assessments of infrastructure.
- Obtain information on possible and/or actual damages to infrastructure in the threatened and/or impacted areas
- Coordinate with other ESFs represented in the SEOC, as appropriate, to anticipate projected public works, inspectional and engineering needs and coordinate appropriate response efforts.
- Continue to gather and provide situational awareness.
- Provide public works, inspectional and engineering information for the Incident Action Plan (IAP) for the next operational period and for ongoing Situation Reports.
- Ensure that the ESF-3 desk at the SEOC is staffed on a continuous basis, as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure that ESF-3 staff briefings are conducted during shift changes and at designated times throughout the event.

#### **d. Recovery**

- Prioritize and coordinate resources for the repair and restoration of damaged public and private systems, including public water supply, wastewater treatment and debris disposal.
- Provide technical assistance and coordinate resources to support the monitoring, removal, sorting, and disposal of debris from public and private property, in accordance with the State of Maine Debris Management Plan.
- Facilitate expedited permitting for repair/demolition work to be performed.
- Coordinate resources, including engineers, inspectors, skilled personnel, and construction workers, necessary equipment and materials, to assist in recovery operations.
- Provide technical assistance to affected jurisdictions in developing a prioritized list for the demolition or stabilization of damaged public and private structures and facilities that pose an immediate hazard or safety risk to the public health.
- Continue to coordinate with the federal ESF counterpart, as needed.
- Provide assistance, technical expertise, and personnel to support MEMA damage assessment teams.
- Coordinate and/or provide technical assistance, personnel, and resources for ongoing restoration of transportation infrastructure.
- Participate in after-action meetings and review after-action reports, as appropriate.

- Draft recommendations for after-action reports and other reports, as appropriate.

**e. Mitigation**

- Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of ESF-3 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Transportation

- Coordinate to deploy public works and engineering-related resources to support emergency response efforts.
- DOT has responsibility for the design, construction, and maintenance of all state roadways, bridges, and tunnels; for overseeing traffic safety and engineering activities to ensure safe road and travel conditions; and for transit initiatives for the state of Maine.
- Coordinate with other responsible agencies in directing public works, inspectional, and engineering resources, including engineers, skilled personnel, inspectors, construction workers, equipment, and materials for the following tasks:
  - Removal of debris to restore access.
  - Repair and restoration of water and wastewater facilities.
  - Repair and restoration of critical public services and facilities.
  - Repair or demolition of damaged structures and facilities, as appropriate.
  - Completion of damage assessments.
- Coordinate with federal ESF counterpart, as needed.
- Coordinate ongoing public works, inspectional, and engineering resource support requests.
- Commit and deploy agency resources in coordination with ESF-3.
- Reassess priorities and strategies to meet the most critical of public works and engineering needs.
- Track committed resources and provide regular updates to the SEOC Operations Section Chief on the status of all missions assigned to ESF-3.
- Coordinate with other ESFs represented in the SEOC, as appropriate, to anticipate projected public works, inspectional and engineering needs, and coordinate appropriate response efforts.
- Ensure that the ESF-3 desk at the SEOC is staffed on a continuous basis, as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure that ESF-3 staff briefings are conducted during shift changes and at designated times throughout the event.
- Make available to ESF-3 an inventory of agency public works, inspectional and engineering resources to include those located at headquarters, district, regional, or other affiliated offices statewide.
- Ensure that necessary cost accounting measures are being used and that summary reports are generated, as needed, and shared with SEOC Command Staff.
- Support other ESFs according to established priorities.
- Coordinate with other ESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state public works, inspectional, and engineering resources.

## 4.2 Supporting Agencies

### a. Department of Economic and Community Development

- DECD is the agency responsible for promulgating and maintaining the Maine State Building Code. DECD certifies municipal and state building inspectors.
- Inspectors conduct building and structure assessments and enforcement of the building codes and regulations for non-commercial buildings. They are trained to identify vulnerabilities to structures based on the specific criteria and regulations. These services may be used to assess the structural integrity of buildings and structures post-incident, as part of MEMA damage assessment teams or in assisting local communities.

### b. Department of Agriculture, Conservation, and Forestry – Bureau of Resource Information and Land Use Planning and Maine Forest Service

- DACF will coordinate with ESF agencies to commit resources, as needed, in support of public works and engineering response efforts.
- Under ESF-3, DACF may provide a range of technical assistance, including, but not limited to: civil and structural engineering support; facilities, water resource, or flood control engineering; and flood hazard forecasting. DACF may also provide specialized equipment and staffing support, such as chainsaw crews for debris management operations.

### c. Department of Administrative and Financial Services – Bureau of General Services

- BGS is the state agency responsible for public building planning, design, and construction; facilities maintenance and management; real estate services; and leasing, acquisition, renovation, and demolition of state public buildings.
- BGS may provide construction management services; support in identifying, leasing, or seizing property for disaster operations; or damage assessment staff support through existing contracts with vendors and consultants.

### d. Department of Environmental Protection

- DEP is responsible for ensuring clean air and water, the safe management of toxics and hazards, the recycling of solid and hazardous wastes, the timely cleanup of hazardous waste sites and spills, and the preservation of wetlands and coastal resources.
- Provide engineers, water quality/water treatment specialists, specialized testing equipment, hazardous material technicians/specialists, or environmental waivers to assist emergency response and recovery.

### e. Maine Turnpike Authority

- Coordinate the emergency use, repair, and restoration of the Maine Turnpike.
- Coordinate with ESF-3 in the deployment of equipment and technical personnel to support public works and engineering emergency response efforts.
- Assist the DOT, when requested.

**f. Department of Health and Human Services – Maine Center for Disease Control and Prevention**

Provide information and personnel to support disasters affecting Maine’s drinking water and wastewater systems.

**g. Department of Public Safety – Fire Marshal’s Office**

- FMO is the agency responsible for reviewing all commercial building plans, based on the NFPA 101 regulations.
- Inspectors conduct building and structure assessments and enforcement of this regulation and also ensure that the commercial buildings are Americans with Disabilities Act (ADA) compliant. They are trained to identify vulnerabilities to structures based on the specific criteria and regulations.

**h. Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency**

Provide engineers and staff from the state dam safety program to assist with engineering activities.

**i. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide major equipment (e.g., loaders, dump trucks, dozers, chain saws, etc.) and personnel to operate equipment if requested.

**j. Department of Labor**

Provide consultation on health and safety issues.

**k. Department of Corrections**

Provide resources as available to assist in debris management and general labor.

**l. U.S. Coast Guard**

Provide personnel and equipment to support debris management activities in tidal waters (to include ice breaking operations).

**m. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-3 activities. These agencies may be requested to support ESF-3 activities, as needed.



## Section 5: Supplementary and Procedural Documents

- State of Maine Debris Management Plan
- Maine State Hazard Mitigation Plan

## Section 6: References

- Americans with Disabilities Act
- Federal National Fire Protection 101
- DAFS Agreement to Purchases/Services Contract
- Maine State Building Code
- Maine Title 29-A
- Maine Title 37-B

# ESF 4

## Emergency Operations Plan – Emergency Support Function 4 *Firefighting*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Agriculture, Conservation, and Forestry – Maine Forest Service

## 1.2 Supporting Agencies

- Department of Public Safety - Fire Marshal's Office (FMO)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Corrections (DOC)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 4 (ESF-4), Firefighting, provides a framework for coordination and cooperation across state agencies to provide state support to county, local, and tribal governments for detecting and suppressing urban, rural, and wildland fires resulting from, or coincidental with, an emergency or major disaster.

### 2.2 Scope

- This annex does not to supplant the Statewide Fire Mobilization Plan.
- County, local, and tribal Incident Commanders will have primary responsibility for situation assessment and determination of resource needs and will have tactical control of on-scene resources.
- State assistance provided to counties, cities, and towns may consist of personnel, equipment, facilities, materials and supplies, and/or subject matter expertise.
- State assistance through ESF-4 will only be provided once a county, city, or town has fully committed all firefighting resources available to it, including resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have contracted.

### 2.3 Situation

The management and coordination of a large firefighting operation is complex and may involve multiple agencies and jurisdictions. Fires that are potentially of disastrous proportion, or which coincide with another disaster situation, will place stress on the resources of county, local, and tribal entities. A major disaster or emergency incident may result in numerous urban, rural, and wild land fires. Ignition sources normally of little concern can become more dangerous under a disaster condition.

In disaster conditions, fires can spread rapidly, cause severe damage, and seriously threaten lives and property. Fire departments in the immediate vicinity of the disaster will likely become fully committed and stretched beyond response capacity. Local fire agencies and other firefighting resources will be difficult to obtain, manage, coordinate, and utilize due to the disruption of communication, transportation, utility, and water systems within the vicinity of the disaster and adjacent localities.

### 2.4 Assumptions

- County and local governments have emergency management resources, plans, and procedures already in place.
- Most incidents that require firefighting assets are local in scope and can be addressed by county, local, or state agencies as part of their normal day-to-day operations or existing mutual aid systems, using resources that are readily available to them.
- When an incident occurs, county and local governments will use their own response resources first, supplemented, as needed, by resources available through mutual aid or private sector contracts.
- Secondary events or disasters will threaten lives and property as well as firefighting personnel.
- Demand on county and local resources in anticipation of a major threat may outstrip local firefighting capabilities.

- In a no-notice event, county and local resources may be damaged and potentially unavailable to support firefighting activities, requiring immediate assistance from outside the jurisdiction.
- Access to impacted areas may be severely limited and only reachable via air, water, or off-road vehicle.
- ESF-4 responsible agencies have developed internal plans and procedures for implementing response activities in their respective areas of responsibility.
- Maintaining state-level communications capabilities across agencies with responsibilities detailed in this ESF-4 annex will be critical to maintain situational awareness regarding fire conditions and resource needs.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-4.

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the State Emergency Operations Center (SEOC) to support ESF-4 activities.

The following are the objectives of ESF-4:

- Establish a framework for state level disaster-related firefighting preparedness, mitigation, response, and recovery activities.
- Provide situational awareness on the status of firefighting assets in Maine.
- Share information and coordinate firefighting-related response activities across state agencies in a manner that ensures consistency with established plans, policies, and procedures.
- Assist county, local, and tribal entities in managing and coordinating urban, rural, or wildland fire detection and suppression efforts, to include mobilizing and providing state assistance, as needed.
- Coordinate with other ESFs as incident response needs dictate.

### 3.2 Activities

Responsible agencies for ESF-4 should conduct the following activities:

#### a. Prevention

- Communicate and share information across agencies with firefighting responsibilities.
- Collaborate and coordinate on fire prevention initiatives.
- Conduct public education and outreach to the general public on fire prevention and safety.

#### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures to support ESF-4 activities.
- Maintain current inventories of agency facilities, equipment, and materials and supplies
- Complete appropriate training.
- Ensure that ESF-4 responsible agencies have pre-designated staff available to support SEOC operations.
- Participate in exercises and training in order to test, validate, and provide working experience for ESF liaisons on this annex and related procedures.



## c. Response

### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-4. A total of four personnel must be trained to support the lead agency.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure agency decision makers are kept informed of the situation.
- Test communications systems.
- Mobilize and pre-position response resources when it is apparent that state firefighting resources will be required.
- Monitor forested areas for signs of wildfires, as needed.
- During periods of high fire danger, coordinate resources to support fire patrols and surveillance of forested areas.

### ii. Initial Response

- If agency has not already done so, provide at least two representatives to the SEOC to support ESF-4. A total of four personnel must be trained to support the lead agency.
- Designate appropriate staff to support response.
- Gain and maintain situational awareness in order to plan effective response actions.
- Verify inventories of available firefighting resources and services and provide a summary listing to the SEOC Operations Section.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Implement pre-determined cost accounting measures for tracking overall ESF-4 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Pre-position response resources when it appears that state firefighting resources will be required.
- Use existing firefighting mutual aid agreements to coordinate with other state, county, and local agencies, other ESFs, and the State's fire mobilization coordinators in the commitment of firefighting, transportation, and resource procurement from outside the affected areas(s).
- Coordinate resources to support requests from county and local jurisdictions or state agencies.
- Coordinate with federal ESFs, as needed.

### iii. Coordination with other ESFs

- ESF-8, Public Health and Medical Services, regarding medical assistance and the transportation of victims beyond the established collection sites.
- ESF-9, Search and Rescue, regarding search and rescue efforts.
- ESF-15, External Affairs, regarding fire prevention or fire safety.

### iv. Ongoing Response

- When appropriate, coordinate and oversee requests for federal fire suppression assistance and other federal firefighting resources.

- Re-assess priorities and strategies according to the most critical firefighting needs.
- Track committed firefighting resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-4.
- Provide information to the SEOC Planning Section as needed to update Situation Reports and Incident Action Plans (IAPs).
- Draft recommendations for after-action reports and other reports, as needed

**d. Recovery**

- Participate in after-action meetings and/or draft recommendations for after action reports and other reports, as appropriate.
- Coordinate the demobilization of ESF-4 personnel when appropriate to do so.

**e. Mitigation**

- Identify potential firefighting issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### **Department of Agriculture, Conservation and Forestry - Maine Forest Service**

- Provide situational awareness on status of DACF firefighting assets and operations.
- Provide assets and technical assistance to assist counties, cities, and towns with preventing, detecting, and suppressing forest fires.
- Coordinate resources to support the construction and maintenance of fire breaks and water holes, and engage in general fuel reduction activity within forested areas.
- Coordinate resources to support monitoring activities in forested areas to detect signs of wildfires.
- During periods of high fire danger, coordinate resources to support the conduct of fire patrols of forested areas.
- Identify and coordinate ESF staffing requirements at the SEOC and at MEMA offices as the situation may dictate.
- Coordinate with support agencies and MEMA to coordinate firefighting resources and prioritize resource needs according to incident priorities and objectives.
- Support the actions of other ESFs in accordance with established priorities.
- Provide regular updates on ongoing ESF-4 operations to the SEOC Operations and Planning Sections.

### 4.2 Supporting Agencies

#### **a. Department of Public Safety - Fire Marshal's Office**

- Provide situational awareness on status of FMO facilities, assets, and operations.
- Conduct public education and outreach to the general public on fire prevention and safety.

#### **b. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide firefighting equipment (e.g., bambi baskets) if requested.

#### **c. Department of Corrections**

Provide resources as available to assist in debris management and general labor.

#### **d. Department of Labor**

Provide consultation on health and safety issues.

## Section 5: Supplementary and Procedural Documents

- Maine Radiological Emergency Response Plan

## Section 6: References

- Maine Title 25, Chapter 315
- Maine Title 30A Chapter 153
- Northeast Forest Fire Protection Compact

# ESF 5

## Emergency Operations Plan – Emergency Support Function 5 *Information and Planning*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)

## 1.2 Supporting Agencies

- Department of Administrative and Financial Services – Office of Information Technology (OIT)
- American Red Cross (ARC)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Labor (DOL)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

The State Emergency Operations Center (SEOC) serves as the central clearinghouse for disaster-related information and requests for deployment of state resources, and as the center for coordinating the state and federal agencies response and initial recovery actions to an emergency event. It provides a framework for coordination and cooperation across state agencies and county emergency management agencies to provide information and planning, analysis, processing, and dissemination of information about a potential or actual incident and to conduct deliberate and crisis action planning to facilitate the overall activities of the SEOC.

### 2.2 Scope

All policies and procedures for the SEOC can be found in the Procedural Documents for this annex – **Standard Operating Procedures (SOPs) for the SEOC.**

### 2.3 Situation

The management and coordination of the direction, control, and coordination of the SEOC support during a disaster/emergency incident is complex and may involve multiple agencies and jurisdictions.

A disaster/emergency situation presents a wide variety of needs that must be addressed by emergency management officials and emergency services personnel. The major difficulty in emergency management lies not in dealing with the effects of the disaster itself, but in responding to the needs caused by the disaster/emergency incident.

SEOC activities include, but are not limited to, the following:

- Coordinate and conduct deliberate planning during the steady-state for response mission areas to manage risks and execute support functions; and conduct crisis action planning activities during an actual or potential incident. This coordination includes:
  - Organizational and coordination concepts.
  - Key decisions and corresponding critical information requirements.
  - Tasks and proposed operational actions for considerations.
  - Planning factors and potential capability requirements.
- Maintain situational awareness of an incident.
- Provide an informational link to members of the whole community.
- Serve as the centralized conduit for situational reports, geospatial data, and other decision support tools.
- Provide decision relevant information regarding the nature and extent of an incident, as well as cascading effects, in support of a potential or actual coordinated federal response.
- Coordinate information for the development of credible, culturally appropriate, and accessible messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the transition to recovery.

## 2.4 Assumptions

- Federal, state, county, local, and tribal governments have emergency management resources, plans, and procedures already in place.
- Utilization of Memoranda of Understanding (MOU), mutual aid, or other agreements may be necessary to procure needed resources, supplies, and equipment.
- ESF-5 responsible agencies have developed, and may be bound by internal plans and procedures for implementing response activities in their respective areas of responsibility (e.g., contracting procedures).
- Maintaining state-level communication capabilities across agencies with responsibilities detailed in ESF-5 will be critical to maintain situational awareness regarding emergency conditions.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. MEMA will be the lead agency for all ESF-5 activities at the time of SEOC activation to provide overall coordination. ESF-5 will provide direction to and work in conjunction with the support agencies to cohesively coordinate SEOC activities.

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the SEOC to support SEOC activities.

The following are the objectives of ESF-5:

- Facilitate functions that are critical to support and facilitate multiagency planning and coordination for operations involving incidents requiring state coordination.
- Coordinate the development of overall incident situational awareness, including information collection, information management, modeling and analysis, and the development of reports and information analysis on the status of operations and impacts.
- Coordinate the development of state plans to manage and support incident activities. Other state departments participate in the planning processes coordinated by the planning entity. This includes crisis and incident action planning, analysis of risks and capability requirements, and other support as required, including:
  - Logistical and resource support for requirements not specifically addressed in other ESFs.
  - Assemble, update, and track available and committed resources involved in the disaster/emergency incident.
  - Coordinate the activation and use of MOUs and other cooperative agreements involving ESF-5.
  - Share information and coordinate logistical response activities across state agencies in a manner that ensures consistency with established plans, policies, and procedures.
  - Assist federal, state, county, local, and tribal entities in managing and coordinating logistical efforts, to include mobilizing and providing state assistance, as needed.
- Coordinate with other ESFs as incident response needs dictate.

### 3.2 Activities

Responsible agencies for ESF-5 should conduct the following actions:

#### a. Prevention

- Communicate and share information across agencies with SEOC responsibilities.
- Collaborate and coordinate on all initiatives.
- Conduct public education and outreach to staff and related agencies on SEOC requirements to better prepare staff for actual conditions during an incident.

**b. Preparedness**

- Conduct assessments, training, education, and exercise programs for SEOC entities and state, county, local, and tribal governments to improve readiness, increase response capacity, and maximize the management and impact of resources through training and exercises.
- Develop collaborative tools for use by state, county, local and tribal area entities to evaluate current incident readiness, identify areas for targeted improvement, and develop a roadmap to mitigate weaknesses and enhance strengths.
- Convene regular meetings of ESF-5 stakeholders to review and update the ESF-5 and SOPs.
- Develop and maintain internal agency operational plans and procedures to support ESF-5 activities.
- Complete and deliver appropriate training.
- Ensure that ESF-5 has pre-designated staff available to support SEOC operations.

**c. Response**

See Procedural Documents – SOPs for the SEOC.

**d. Recovery**

- Coordinate with the Comprehensive Emergency Management Plan, Volume III, Interagency Disaster Recovery Plan.
- Facilitate communications and collaboration among all SEOC support elements in order to minimize recovery efforts in the impacted area and reestablish local and state self-sufficiency as rapidly as possible.
- Participate in after-action reviews.

**e. Mitigation**

- Identify and conduct assessments of ESF-5 personnel and resource deficiencies and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate the situations.
- Develop plans to mitigate identified resource and personnel shortfalls.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### **Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency**

- See the Procedural Documents for a detailed description of the duties and responsibilities of the SEOC.
- Coordinate and manage the state's response to requests for assistance from county and local governments and requests to the federal government when state assets are not available.
- Identify and coordinate ESF staffing requirements at the SEOC.
- Coordinate with support agencies and MEMA to manage and coordinate resources and personnel requirements and prioritize these according to the incident priorities and objectives.
- Support the actions of other ESFs in accordance with established priorities.

### 4.2 Supporting Agencies

#### **a. Department of Administrative and Financial Services – Office of Information Technology**

Provide communications assistance and emergency relief telecommunications support.

#### **b. American Red Cross**

If needed, provide support through synchronization of pre-planning activities and coordination during responses to major disasters.

#### **c. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide personnel to support emergency operations coordination and incident command if requested.

#### **d. Department of Labor**

- Provide a Safety and Health Officer in support of the SEOC and establish a safety and health plan.
- If necessary, provide safety and health team's on-scene at an incident to assist in the development of a safety and health plan and provide additional equipment to evaluate exposures.

#### **e. Other Agencies**

Other agencies (e.g., federal, state, county, local governmental, and non-governmental agencies) not explicitly named in this plan may have authorities, resources, capabilities, or expertise required or needed to support ESF-5 activities. These agencies may be requested to support ESF-5 activities on an as needed basis.

## Section 5: Supplementary and Procedural Documents

- Maine EOC SOPs
- MEMA Fire Evacuation Procedures
- State of Maine Administrative Plan FFY15
- Maine Administrative Plan For Public Assistance
- MEMA Emergency Action Plan

## Section 6: References

- Maine DAFS Purchases/Services Agreement
- Maine Title 37-B, Chapter 13

# ESF 6

Emergency Operations Plan – Emergency Support Function 6  
*Mass Care, Emergency Assistance, Housing, and Human Services*



# Section 1: Introduction

## 1.1 Lead Agencies

- Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)
- American Red Cross (ARC)

## 1.2 Supporting Agencies

- Department of Health and Human Services (DHHS)
- Department of Agriculture, Conservation, and Forestry – Bureau of Agriculture, Food, and Rural Resources
- Department of Defense, Veterans, and Emergency Management - Bureau of Veterans' Services
- Department of Labor (DOL)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Corrections (DOC)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 6 (ESF-6) organizes the state of Maine’s capability to meet basic human needs—shelter, food, clothing, medical care, well-being inquiries, and emergency health and social services—in disaster situations and outlines responsibilities and policies established for ESF-6 operations before, during, and after a disaster. These jurisdictional roles and responsibilities are determined in conjunction with ESF-8, Public Health and Medical Services, and ESF-11, Agricultural and Natural Resources, and ESF-14, Recovery Integration. These roles and responsibilities are also aligned with federal ESF-6.

### 2.2 Scope

This annex is applicable to agencies and departments of the state of Maine, as well as affiliated response partners (e.g., American Red Cross), with a role in supporting the delivery of mass care, emergency assistance, housing, and human services programs when the needs of any disaster or emergency response exceed local or tribal capabilities.

### 2.3 Situation

Natural, technological, and human-caused disasters may create an immediate threat that results in the need for services within ESF-6. Local, county, and tribal resources may be impacted. Key personnel may be overwhelmed or are survivors of the disaster and may not be able to respond. In these and other circumstances, the state of Maine and mutual aid partners may need to respond to the local, county, and tribal needs prior to, during, and after an emergency.

### 2.4 Assumptions

- An incident may cause significant population displacement when evacuation of at-risk areas is implemented as a protective measure or because of actual impacts from a disaster.
- There may be limited access to impacted areas that require assistance because of infrastructure damage.
- Demand on local resources in anticipation of a significant threat to the safety of the public may overwhelm local and state capacity and capabilities. In addition, local resources may be damaged or unavailable in a significant emergency.
- Demand for services will vary greatly depending upon the impacts of the emergency.
- ESF-6 may receive requests from a single community or multiple communities statewide via their county emergency management agency.
- Mass care and sheltering is the primary responsibility of local communities, who will take reasonable steps to provide for the care and welfare of their residents in the event of an emergency.
- Municipalities and towns have emergency management resources, plans, and procedures to support mass care and sheltering response efforts.
- Wherever possible, mass care services will build upon established service networks such as local Area Agencies on Aging, Meals on Wheels services, community centers, and other social service programs serving the impacted area.

- All local or state supported shelter facilities will welcome and support all residents to include those with access and functional needs (AFN).
- ESF-6 representatives at the State Emergency Operations Center (SEOC) have extensive knowledge and expertise regarding the resources and capabilities of their respective agencies and will have access to the appropriate authority for committing necessary resources to support activities under this annex.
- ESF-6 will coordinate resources and share expertise to support local mass care and sheltering efforts. Federal assistance may be requested to support state and local efforts if and when an incident exceeds local and state capabilities.
- Many of the ESF-6 response functions described herein transition and integrate into long-term recovery efforts.
- ESF-6 agencies will work collaboratively to provide coordination and support to local jurisdictions based on their agencies unique areas of expertise, resources, and authorities.
- MEMA will coordinate with the ARC and other mass care stakeholders to maintain the state's mass care and shelter coordination plan, which is supplementary to this annex.
- ESF-6 will collaborate with ESF-8 to coordinate resources to support the provision of public health and mental health services at shelters as appropriate.
- ESF-6 agencies, working with ESF-2 and other supporting ESFs, will establish communications with facilities conducting mass care operations to facilitate information gathering and maintain situational awareness.
- ESF-6 will not release confidential information to the general public. Shelter resident information will be handled in accordance with ARC disaster welfare inquiry procedures, in addition to state and federal laws.
- The coordination and provision of mass care, emergency assistance, housing, and human services support for persons affected by disasters or emergency events takes place at the lowest applicable government level (local, county, or tribal government).
- Local, county, and tribal governments must be ready to provide appropriate and adequate services in these areas when warranted by the disaster or emergency event, and are responsible for developing plans for coordinating and providing these services to persons affected by a disaster.
- ESF-6 will assist impacted local and tribal governments and communities without regard to race, color, national origin, religion, nationality, sex, age, disability, English proficiency, or economic status in the coordination of services. It will also apply the Sphere Core Standards for Humanitarian Response as it relates to the scope of ESF-6 functions within the state of Maine.
- ESF-6 will support local, tribal, state, and federal agencies, voluntary and non-governmental organizations, and ESF-8 in addressing support services for populations with access and functional needs as defined in the federal National Response Framework and Guidance on Planning for Integration of Functional Needs Support Services (FNSS) in General Population Shelters. Functional needs may be present before, during, or after an incident in one or more areas, including the following:
  - Maintaining independence
  - Communications
  - Transportation
  - Supervision
  - Medical care

- Individuals in need of additional response assistance may include those who have disabilities, live in institutional settings, are elderly, are from diverse cultures, have limited English proficiency, or who do not have access to appropriate transportation.
- The state response community recognizes the varying and special requirements of individuals that utilize the assistance of family members, personal assistants, or service animals. The state is committed to ensuring that the physical and mental health needs of these individuals are appropriately addressed and that the individuals and assistance providers remain together to the maximum extent possible during evacuation, transport, sheltering, or the delivery of other services. Service animals will be treated as required by the Americans with Disabilities Act (ADA).
- The state response community recognizes the varying and special requirements of children. The state is committed to ensuring the physical and mental health needs of children will be appropriately addressed and that children remain with their families or caregivers to the maximum extent possible during evacuation, transport, sheltering, or the delivery of other services.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. As the lead agency, MEMA will provide direction to and work in conjunction with the support agencies to coordinate all state level activities associated with ESF-6.

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the SEOC to support ESF-6 activities.

The objectives of ESF-6 are to coordinate and support the following activities:

- Provide state-level situational awareness, expertise, and recommendations to government leadership as mass care, mass feeding, relief supply distribution, and human service decisions are contemplated and implemented.
- Provide information on the status of shelters and monitor the National Shelter System (NSS) database including, but not limited to, meals served and shelter registration data.
- Coordinate resources to support and sustain local and regional shelter operations in the state including: shelter identification, staffing, operations, public health, medical, mental-health support, meeting the needs of individuals with access and functional needs, and pet shelter operations.
- Coordinate resources to support the provision of human services to impacted populations, and to maximize use of these resources.
- Coordinate resources to support the provision of temporary or short-term emergency housing for impacted residents.
- Coordinate resources to support the establishment and operation of mass feeding in areas affected by disasters.
- Coordinate resources to support relief efforts provided by non-government organizations (NGOs) performing mass care, sheltering, and human services related functions.

ESF-6 functions are centered on four main areas:

1. **Mass Care:** coordination of emergency sheltering, feeding, emergency first aid, disaster welfare information, and bulk distribution of emergency supplies.
2. **Emergency Assistance:** coordination of mass evacuation and host state sheltering, voluntary agency coordination and individual/family unmet needs, facilitated reunification, assistance with support services for household pets and service animals, and support to unaffiliated volunteers and unsolicited donations through the Donations Coordination Team (DCT).
3. **Emergency Housing:** coordination of temporary and short-term emergency housing to include rental assistance, direct financing, home repair, replacement grants, and low-interest mortgages through Non-Stafford Act programs.
4. **Human Services:** coordination of emergency food stamps, disaster unemployment, legal services, crisis counseling resources, and other services.

## a. Mass Care

This assistance includes, but is not limited to, the following programs:

### i. Shelter

Shelters are accessible to individuals with access and functional needs (AFN) and individuals with household pets and service animals as prescribed by state and federal laws and regulations.

General population shelters include the following:

- Regional and local shelters hosted by the ARC.
- Community shelters hosted by local, county, or tribal governments or voluntary organizations.
- Non-traditional shelters include the following:
  - Hotels, motels, and other transient lodging facilities.
  - Specialized medical support shelters through coordination with ESF-8
  - Support for other specialized, temporary (i.e., not overnight) congregate care areas that include warming and cooling centers, evacuation centers, rescue areas, and decontamination processing centers.
- National Shelter System: the web-based database National Shelter System (NSS) provides information for shelters posted to the NSS during response to disasters and emergencies. Shelter information includes the location, function (e.g., general, evacuation, medical, ADA compliant, pet friendly), and status (e.g., open, closed, standby). The information in NSS is primarily input by ARC, but may also be input by local, county, tribal, or state government entities, or by voluntary organizations operating these shelters.

### ii. Mass Feeding

Feeding includes a combination of fixed sites, mobile feeding units, and bulk distribution sites, depending on the nature of the disaster event.

### iii. Bulk distribution

Bulk distribution includes the distribution of emergency relief items to meet urgent needs, likely through sites established by the county Emergency Management Agencies (EMAs) as Commodity Points of Distribution (C-POD) or Local Distribution Centers (LDC). These sites are used to distribute food, water, or other commodities.

### iv. Family reunification services

Facilitated reunification includes tracking information on individuals and families in an effort to assist with the reunification of separated family members. Tracking, locating, registering, and reuniting evacuees and survivors are activities performed at local, state, and federal levels.

### v. Disaster welfare information

Disaster welfare information includes the provision of information about individuals residing within the affected area to immediate family members outside the affected area, as well as services related to reunification of family members within the affected area.

## b. Emergency Assistance

This assistance includes, but is not limited to, the following programs:

### i. Host state sheltering

The state will evaluate requests for host state sheltering from affected states or provinces on a case-by-case basis. If mass evacuation outside of the state's borders is required, the state would rely on Emergency Management Assistance Compact (EMAC) to request sheltering support, as needed.

### ii. Household pets and service animals

ESF-11, Agriculture, Animal, and Natural Resources, will ensure support to ESF-6 through integrated response. ESF-11, with ESF-6, coordinates support services for household pets and service animals during disasters. ESF-6 will, as needed, collaborate with ESF-11 to ensure coordination of support to household pets and service animals.

### iii. Support to unaffiliated volunteers and unsolicited donations

The state DCT supports the state's management of volunteers and donated goods and cash, as required. The procedures, processes, and activities for state support to spontaneous, unaffiliated volunteers and unsolicited donated goods, and the Maine Disaster Relief Fund are attached as procedural documents.

### iv. Voluntary agency coordination and unmet needs

The state facilitates an inclusive, multi-agency, whole-community coordinated response and recovery effort that will address the unmet needs of individuals and families, including those with functional and access needs during response and recovery.

The state has established a State Long Term Recovery Board (SLTRB), advised by the DCT, to address disaster recovery needs around the state that exceed the capacity of or are not addressed by local entities. This group will assume oversight of the Maine Disaster Relief Fund.

## c. Emergency Housing

These programs normally have individual/household and municipal/regional income guidelines and other criteria that must be met before they can be utilized. Non-Stafford Act programs are available to assist with the following:

### i. Emergency fuel assistance

Households eligible for Low-Income Home Energy Assistance Program (LIHEAP) may qualify for emergency assistance in the form of a payment to utility or fuel delivery companies if the household has less than 1/8 of a tank of fuel or is in danger of having utility services disconnected when electricity is needed to operate the home's heating system.

### ii. Home repair and replacement grants and low-interest mortgages

Non-Stafford Act programs include the following:

- Maine State Housing Authority (MSHA) home repair grants, elderly hardship grants, septic repair/replacement loans, low-interest home-repair loans and home-replacement mortgages to homeowners whose homes have been damaged or destroyed in a declared natural disaster.



- U.S. Department of Agriculture (USDA) Rural Development single family housing direct loan programs, repair and rehabilitation grants and loans.
- Department of Economic and Community Development (DECD), Community Development Block Grants, Housing Assistance grants, Home Repair Network program, and Urgent Need grants.

**iii. Existing housing resources**

Maine State Housing Authority provides subsidized and other affordable apartment listings, and contacts for local housing authorities.

**iv. Rental assistance**

Maine State Housing Authority may be able to assist individuals and households through its programs, including Section 8 Housing Choice vouchers, Stability through Engagement Program, and subsidized housing.

**v. Direct financing**

When requested by the Governor and disaster thresholds have been met, the Small Business Administration (SBA) Disaster Loan Program offers low-interest loans to qualified home owners and renters affected by an emergency or disaster event.

**d. Human Services**

Some programs have individual/household income guidelines and other criteria that must be met before they can be utilized. This assistance includes, but is not limited to, the following programs:

**i. Emergency assistance**

Emergency assistance provides benefits through DHHS to families with children in some situations when the family is threatened by destitution or homelessness due to an emergency situation. These situations include fire, other natural disasters, termination of utility service, evictions, or lack of adequate shelter. Only basic necessities can be purchased.

**ii. D-SNAP and TANF benefits**

Disaster Emergency Supplemental Nutrition Assistance Program (D-SNAP) and Temporary Assistance for Needy Families (TANF) assistance is for qualifying individuals and families in emergency situations or disaster events where they are deprived of basic necessities. Existing recipients of SNAP and TANF benefits who lost food or other qualifying items as a result of an emergency or disaster event may qualify for replacement benefits.

**iii. Crisis counseling**

DHHS and the Maine Center for Disease Control and Prevention (Disaster Behavioral Health) both have crisis response teams that can provide psychological first aid and rapid behavioral health triage after emergencies and disaster events. Additionally, through Maine Voluntary Organizations Active in Disaster (VOAD), faith-based partner organizations can provide spiritual and emotional care after emergencies and disaster events.

**iv. Unemployment assistance**

The DOL Rapid Response Program assists workers facing job loss due to sudden business closures as a result of an emergency or disaster. MDOL may also facilitate the formation of local Community Transition Teams to help communities recover after a disaster. Partners include DOL, DECD, the DHHS, community action programs, adult education providers, Local Workforce Investment Boards, municipal officials, local business executives, labor organizations, chambers of commerce, food pantries, faith-based entities, and others.

**v. Disaster legal services**

Community partners such as Legal Services for the Elderly and Pine Tree Legal Assistance provide free legal help for persons over 60 and for low-income individuals and households, respectively.

**3.2 Activities**

Responsible agencies for ESF-6 should conduct the following actions:

**a. Prevention**

- Communicate and share information with other agencies and organizations with mass care, emergency assistance, emergency housing, and human service responsibilities.
- Collaborate and coordinate on ESF-6 initiatives.
- Conduct public education and outreach to the general public on mass care, emergency assistance, emergency housing, and human service responsibilities.

**b. Preparedness**

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders coordinated by MEMA to review and update the ESF annex.
- Participate in state and local exercises relating to mass care and sheltering.
- Develop and maintain internal agency operational plans and procedures to support ESF-6 activities.
- Maintain and update necessary and appropriate contacts, MOU's, and other documents with supporting agencies and organizations.
- Maintain a list of organizations, including volunteer organizations that have resources to support mass care, emergency housing, and human services operations during a disaster.
- Provide and update current information on federal and state statutory requirements for FNSS and shelters; provide technical support to counties and training to community groups/interested shelter operators on, but not limited to, ADA compliance and Community Animal Response Team (CART) training.
- Designate appropriate staff to support SEOC operations and ensure staff availability for support agencies.

## c. Response

### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-6. A total of four personnel must be trained to support the lead agencies.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed on the progress of any/all assigned tasks
- Review existing plans and procedures
- Ensure respective agency decision-makers associated with ESF-6 are kept informed of the situation.
- Anticipate missions include sheltering, identify emergency shelter facilities and coordinate with ESF-11 to ensure human sheltering and companion animal sheltering are in close proximity to human shelters.
- Ensure staffing and supplies are adequate for identified shelter operations, including resources to support individuals with AFN.
- Mobilize and pre-position resources when it is apparent that state shelter and mass care resources may be required.
- Mobilize available resources for post-impact emergency housing and plan for expected emergency housing needs.

### ii. Initial Response

- Provide at least two representatives to the SEOC to support ESF-6. A total of four personnel must be trained to support the lead agencies.
- Coordinate resources in support of shelter operations in accordance with each agency's disaster plans and deploy other assigned personnel as needed.
- Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel to support mass care, sheltering, feedings, and emergency housing.
- Verify inventories of available resources and services that fall under the purview of this annex to include listings of all available resource providers used by ESF-6 agencies in disaster situations, to include private sector vendors. Provide a summary listing of these resources to the Operations and Planning Section Chiefs.
- Provide the SEOC Planning Section Chief, Logistics Section Chief, and ESF-8, Public Health and Medical Services, with a listing of shelter status, occupancy levels, unmet needs, and shelter conditions a minimum of once per operational period.
- Coordinate the activities of state-initiated regional shelters and monitor evacuation activities to ensure state initiated regional shelters are open as needed to serve displaced populations.
- Establish communications with appropriate field personnel to coordinate response efforts and information flow with the SEOC. Ensure appropriate staffing levels at the SEOC for ESF- 6 to support the mission during each operational period.
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred in support of ESF-6 response actions during an incident.
- Coordinate resources to support temporary emergency sheltering, mass feeding and relief supplies, emergency housing, reunification, and human services.
- Support human services agencies' program delivery of services such as child welfare, care and reunification of unattended children, nutrition, and continuance of other support assistance.

- Coordinate with the SEOC Logistics Section Chief regarding state staging areas to stage resources, as needed, in support of shelter, mass care, and mass feeding sites.
- Coordinate with federal ESF-6 when state resources are depleting and when federal resources are necessary to support mass care, shelter, emergency housing, and/or human services.
- Provide data and situational awareness information related to mass care, sheltering, mass feeding, human services, emergency housing, and relief supplies to the SEOC Planning and Logistics Sections as well as other ESFs that may require accurate information for response planning.
- Coordinate resources to assist communities in identifying populations in need of food, to ensure they are served.
- Coordinate with the SEOC Logistics Section Chief for the distribution of food to mass feeding sites identified and coordinated by ESF-6.

**iii. Coordination with other ESFs**

- ESF-1, Transportation, to coordinate transportation safety, movement restrictions, damage and impact assessment, and shelter activities related to evacuation activities.
- ESF-2, Communications, to support communications needs for mass care facilities, volunteer reception centers, and other sites coordinated under ESF-6.
- ESF-3, Public Works and Engineering, to coordinate life-saving and life-sustaining services to include, but not limited to, the provision of sanitation services, waste removal, and ongoing sanitary inspections at mass care, sheltering, and feeding sites.
- ESF-7, Logistics, to coordinate resource support (e.g., facility space, equipment and supplies, personnel, contracting services, etc.).
- ESF-8, Public Health and Medical Services, to include, but not limited to, ensure the provision of medical support, prevention of communicable diseases, and other epidemiological and environmental health activities related to sheltering and feeding of impacted populations; ensure that evacuees with a higher level of medical care needs have such needs supported in appropriate settings; provide for sanitation services, waste removal, and ongoing sanitary inspections at mass care, sheltering, and feeding sites (in coordination with ESF-3); and coordinate resources to support medical and mental health services at shelters as needed.
- ESF-11, Agricultural, Animals, and Natural Resources, to coordinate nutrition assistance and the safety and well-being of household pets.
- ESF-12, Energy, to gain information on utilities assessment, repair, and restoration – to include determining power restoration timelines for areas with sheltering operations.
- ESF-13, Public Safety and Security, to coordinate facility and resource security, public safety and security support, to support access, traffic, and crowd control during mass care activities.
- ESF-15, External Affairs, to provide information to the public, industry, and county and local governments on matters relating to mass care, mass feeding, sheltering, emergency assistance, emergency housing, and human services matters. In addition to providing this information, the ESF-15 staff will assist in providing information to shelter residents about how to access disaster assistance program information and services through Red Cross Service Centers and Individual Assistance Programs through FEMA Disaster Recovery Centers/Tele-registration, as needed.

**iv. Ongoing Response**

- Continue to monitor shelter occupancy levels and survivors' needs, providing the SEOC Planning Section Chief, Logistics Section Chief, and ESF-8, Public Health and Medical Services, with a daily listing of shelter status, occupancy levels, unmet needs, medical needs, and shelter conditions.
- Coordinate with other ESFs represented in the SEOC to address issues related to sheltering, mass feeding, emergency housing, and human services.
- Continue to gather and provide situational awareness to the SEOC Planning Section.
- Provide mass care information for the Incident Action Plan (IAP) for the next operational period and for ongoing Situation Reports.
- Identify available food supplies and materials from vendors and non-governmental organizations to support ongoing ESF-6 activities.
- Coordinate additional sheltering, mass feeding, emergency housing, bulk distribution of relief supplies and human services resources.
- Continue to coordinate resources to support sanitation and waste removal response efforts from shelter and mass feeding locations.
- Ensure that the ESF-6 desk at the SEOC is staffed on a continuous basis as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure ESF-6 staff briefings are conducted during shift changes and at designated times throughout the event.
- Assess ESF-6 related priorities to meet the most critical needs on an ongoing basis.
- Coordinate the consolidation of shelters, staff, resources (e.g., communications and law enforcement), and supplies as sheltering needs diminish.

**d. Recovery**

- Participate in after-action meetings and/or draft recommendations for after action reports and other reports, as appropriate.
- Coordinate resources to support the consolidation and/or closing of shelters, mass feeding sites, when appropriate to do so.
- Coordinate the demobilization of ESF-6 personnel when appropriate to do so.
- Coordinate with local governments, ARC, local EMAs, and applicable federal agencies to assist in determining long-term sheltering and emergency housing needs, mass feeding, and human services needs for impacted populations.
- Coordinate to identify long-term housing needs of disaster survivors who cannot return to their normal living arrangements because of disaster damage and impacts.

**e. Mitigation**

- Conduct assessments of ESF-6 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

- Provide state-level situational awareness, expertise, recommendations, and direction as mass care, mass feeding, relief supply distribution, and human service decisions are made and implemented.
- Coordinate resources to support and sustain shelter operations in the state.
- Ensure staffing and resources are sufficient to meet FNSS requirements.

#### b. American Red Cross

- Assist the state with mass care planning and response coordination, in conjunction with other non-governmental organizations, to include:
  1. Sheltering
  2. Mass feeding
  3. Bulk distribution of commodities
  4. Family reunification services
- Provide information on the status of shelters and monitor the National Shelter System (NSS) database including, but not limited to, meals served and shelter registration data.
- In coordination with DHHS, ensure the provision of disaster behavioral health services and other support for the public and response personnel (including volunteers).
- Coordinate with county EMAs to co-locate bulk distribution with county C-PODs.
- Develop and maintain a roster of agency personnel that staff the ESF-6 at the SEOC.

### 4.2 Supporting Agencies

#### a. Department of Health and Human Services

- Coordinate TANF and D-SNAP resources and provide other general assistance consistent with the routine responsibilities of DHHS.
- Coordinate efforts to protect children in shelter environments during response and recovery.
- Coordinate care for minors until reunited with family members.
- Conduct outreach and communication to impacted vulnerable populations consistent with the routine responsibilities of DHHS.
- In coordination with ARC, provide resources to support feeding activities through home delivered meals.
- In coordination with the Maine State Housing Authority and other agencies, assist in the placement of vulnerable disaster survivors who cannot return to their normal living arrangements.
- Provide durable medical equipment to support FNSS requirements at shelters.
- Coordinate public health and medical services for sheltering operations, to include identification of and attention to persons with medical problems, provision of Disaster Behavioral Health

services, attention to food inspection, water and air quality, waste disposal, sanitation, and epidemiological investigation.

**b. Department of Labor**

Coordinate information and resources to support individuals with disabilities impacted by the disaster.

**c. Department of Agriculture, Conservation, and Forestry – Bureau of Agriculture, Food, and Rural Resources**

- Serve as lead agency for animal sheltering and coordination.
- Coordinate veterinary resources to monitor the health of rescued animals and those in emergency shelters.
- Coordinate with ARC to co-locate pet shelters alongside those of their owners.

**d. Department of Defense, Veterans, and Emergency Management - Bureau of Veteran's Services**

Provide information on state and federal veterans' benefits and resources to veterans and their dependents to include housing, employment and health programs.

**e. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide equipment and personnel to support mass care (e.g., water trailers and mobile kitchens) if requested.

**f. Department of Corrections**

Provide resources as available to assist in bulk food supply and mass feeding activities.

**g. Other Agencies**

Other agencies, not explicitly covered in this annex, may have authorities, resources, capabilities, or expertise required to support ESF-6 activities. These agencies may be requested to support ESF-6 activities on an ad hoc basis.

## Section 5: Supplementary and Procedural Documents

- ESF-6 Position Book
- National Animal Rescue and Sheltering Coalition
- Shelter List
- Maine Repatriation Plan



## Section 6: References

- Americans with Disabilities Act of 1990
- Americans with Disabilities Act Title III Regulations 2010
- Americans with Disabilities Act of 2008
- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5
- Pets Evacuation and Transportation Standards Act of 2006
- Post-Katrina Emergency Management Reform Act of 2006
- Public Health Services Act, as amended
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended
- Social Security Act of 1935
- Safe and Well Form
- Maine Title 7, Chapter 307
- Maine Title 9, Chapter 385
- Maine Title 22, Chapter 1161
- Maine Title 37-B, Chapter 13
- Disability Access and Functional Needs Emergency Planning Guidance
- National Response Framework, Emergency Support Function 6
- FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters
- DAFS Agreement to Purchase Services
- Maine Traffic Management Manual
- Maine Transit Maps
- Multi-Agency Distribution of Emergency Supplies Plan Template 2015
- National Response Framework, 2nd edition
- Quick Reference Glossary of Terminology List
- The Sphere Project Standards

# ESF 7

## Emergency Operations Plan – Emergency Support Function 7 *Logistics*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)

## 1.2 Supporting Agencies

- American Red Cross (ARC)
- Department of Public Safety – Maine State Police (MSP)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Administrative and Financial Services
  - Bureau of General Services (BGS)
  - Office of Information Technology (OIT)
- Department of Transportation (DOT)
- Department of Health and Human Services – Maine Center for Disease Control and Prevention (Maine CDC)
- Department of Education (DOE)
- Department of Agriculture, Conservation, and Forestry
  - Bureau of Agriculture, Food, and Rural Resources
  - Maine Forest Service

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 7 (ESF-7), *Logistics*, provides a framework that will be used by responsible agencies to determine and acquire the logistical support necessary to effectively respond to and recover from the negative effects of a disaster. This document also describes staging and distributing disaster response resources and life-sustaining commodities throughout affected areas. Additionally, emphasis will be placed upon the importance of tracking property and the demobilization process required for final documentation.

### 2.2 Scope

This document is applicable to agencies and departments of the state of Maine, as well as affiliated response partners, with a role in supporting the provision of logistics and resource management in response to a disaster.

Logistics personnel at the State Emergency Operations Center (SEOC) find appropriate, time sensitive and cost-effective ways to fill logistics requirements identified by operations personnel at the SEOC. Equipment and supplies are provided from public, private, and non-profit sources as necessary and available. Assistance provided may consist of personnel, equipment, facilities, materials, and supplies.

All state departments and agencies, acting within the scope of incident response and recovery, account for their resources in accordance with their existing policies. This occurs whether resources have been acquired from an agency's own stock, from available federal assets, or purchased with money allocated from other resources.

### 2.3 Situation

An emergency or disaster presents a wide variety of needs that must be addressed by emergency services personnel and emergency management officials. The major difficulty in emergency management lies not in dealing with the effects of the disaster agent itself, but in the logistics of responding to the needs caused by the incident. These needs may be classified into one of two categories: agent-generated demands and response generated demands.

Agent-generated demands are the needs made evident by the hazard (e.g., problems resulting from the disaster agent itself; be it flood, hurricane or earthquake). These demands appear immediately as the disaster unfolds. For example:

- A flood may create the need for sandbagging to protect property.
- A hurricane may necessitate the opening of shelters for those individuals and families who live in areas that may potentially be affected by storm surge.
- An earthquake may sever utility lines, leaving people without water or electricity.

Response-generated demands are those needs that become apparent as individuals, organizations, and communities attempt to respond to the agent-generated demands. Response-generated demands may be equated to the logistical challenges and operations of dealing with the primary effects of disasters. For example:

- Bags, sand, and volunteers will be needed if sandbags are to be used to protect property.
- Shelter sites must be found, cots must be set up, and mass feeding kitchens must be established if shelters are to be available for those victims who have been evacuated.
- Bottled water must be procured, transported, stored, and distributed while portable generators and refueling capabilities must be obtained until utility lines can be re-established.

Local emergency management officials are responsible for meeting all demands within their capability without outside assistance. If a hazard agent requires action and resources are above and beyond the capability of a local community to provide, then the local community may request further assistance through their county Emergency Management Agency (EMA) office. If the Governor of the state of Maine declares a state of emergency, the SEOC will be tasked by the Governor to assure that all unmet response-generated requirements are addressed.

For example, widespread disruption of public utilities in the aftermath of a disaster is not uncommon. The disruption of electrical utilities often leads to disruption of water supply due to lack of electricity at treatment facilities and pumping stations. It is also common to find that after a disaster most normal means for purchasing food stocks will be closed due to the inability to refrigerate foods and maintain records of transactions. Since power disruption often affects a large portion of the population, the agent-generated demand of providing food and water to those victims that may not have access to these commodities on their own is one demand that will most likely require state assistance. In fact, planning factors established by the federal government assume that 40% of the affected population will require support in the acquisition of life-sustaining commodities.

In recent disasters, electrical service disruption has led to a trend of delivering ice to disaster victims. While expectations are high for this product, it is not viewed as a life-sustaining commodity, and is therefore considered secondary to water and food. The request for ice should only be given consideration after all other needs have been met.

In order to mitigate the agent-generated demand of providing life-sustaining commodities to disaster victims, many response-generated demands must first be met. First, local officials must request assistance through their county EMA offices in providing commodities for distribution. Second, logistics personnel in the SEOC must work to determine the quantity of commodities that will be required to meet the demand. Depending on demand, it may be necessary to move large amounts of relief supplies into the state and this can be a logistically challenging endeavor. In order to accomplish this task, commodities must be identified, ordered, tracked, received, staged, and distributed to disaster victims.

## 2.4 Assumptions

- Disasters can close normal resource channels, deplete vital commodities, impact response capabilities, and place high demand on specialized personnel and equipment.
- In some cases, the most efficient and cost-effective solution will be restoration of the normal supply chain to meet logistics needs (i.e., as opposed to bringing in outside sources).
- Weather conditions or damage to infrastructure may exist, making the transportation of resources difficult for both traditional vendors and state personnel.
- ESF-7 will have methods and procedures to evaluate, locate, procure, and through coordination with ESF-1, *Transportation*, deliver essential material and personnel resources.

- ESF-7 responsible agencies have developed, and may be bound by, internal plans and procedures for implementing response activities in their respective areas of responsibility (e.g., contracting procedures). However, if a state of emergency is declared by the Governor, internal plans and procedures may be relaxed to facilitate effective emergency response.
- Maintaining state-level communications capabilities across agencies with responsibilities detailed in this ESF-7 will be critical to maintain situational awareness regarding emergency conditions and resource needs.
- The public may be emotionally distressed, lending to a need for both behavioral health services and security at facilities where resources are being distributed.
- Not all incidents will require supplemental state or federal assistance for recovery.
- Planning efforts may not rely on the assumption that federal assistance will always be available.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. MEMA will work in conjunction with the support agencies to coordinate the activities of ESF-7.

State agencies will maintain accurate inventories of their resources. Where possible each level of government will utilize and track resources using the resource “type” as outlined by National Incident Management System (NIMS). Requests for resources should be initiated through WebEOC whenever possible and followed up by a verbal request.

### 3.2 Resource Requirements

#### a. Categories of Requirements

In the wake of a major disaster, the state of Maine will be faced with a multitude of demands that must be met. As stated previously, these demands can be categorized into two types; agent-generated demands and response-generated demands. In meeting these demands there will be resource shortfalls encountered by both state and local officials. These shortfalls translate into requirements that must be fulfilled. The requirements are divided into three categories: state response, local response, and requirements for commodities for distribution to the general public.

##### i. State response requirements

State requirements are needed to cover resource shortfalls encountered by state officials as they attempt to respond to demands. Some examples of these requirements are generators for critical facilities such as hospitals, disaster mortuary teams (DMORT) for deceased victims, and helicopter support for search and rescue missions.

##### ii. Local response requirements

Local requirements are needed to cover resource shortfalls encountered by local officials as they attempt to respond to demands. This does not include the provision of life-sustaining commodities, such as food and water to the general public residing in the local jurisdiction. These requirements are handled separately as the methodology for ordering differs slightly. Some examples of local response requirements are Urban Search and Rescue teams (USAR) to support search and rescue efforts, light sets for night time operations, and fuel support for response vehicles.

##### iii. Requirements for commodities for distribution to the general public

Requirements for commodities for distribution to the general public are also determined by local officials. The type and quantity of supplies that the public may need in the aftermath of a disaster or other crisis will vary by event and be influenced by many factors. Experience in emergency response over the years suggests some common necessities that the public will require to meet health, safety, and life-sustaining needs. They include potable water (usually bottled), ready-to-eat meals (MRE), blankets and other resources and supplies.



During the initial 72 hours of an event or incident, commodities are often supplied by local governments, donations from industry, and volunteer agencies. These commodities are received and staged by local officials at a Commodity Point of Distribution (C-POD) where they are dispensed to the public. If shortfalls are encountered by local officials while providing life-sustaining commodities to the general public, then state assistance may be required and future requests should be forwarded to MEMA through appropriate county EMA offices.

## **b. Determining Requirements**

The ability of MEMA staff to promptly determine what resources are required to fill demands after an impact is essential to successful emergency response. As such it is the state's responsibility to work with its county counterparts to determine what the requirements are and how they will be filled. In the previous section we detailed three distinct categories of requirements. MEMA must determine the resources needed to fulfill each of these. The methodology used to determine those requirements varies depending on the category of the requirement.

### **i. State response requirements**

State requirements are determined by the operations section at the SEOC through coordination with all other state agencies active in the response. Requests for MEMA assistance should be made immediately whenever a requirement is determined. Requests should be made through whatever means have been approved by the state's EMA officials. This may be phone call, fax, or web linked emergency management system such as WebEOC. It is through these requests for assistance and in direct coordination with state partners that the operations section determines state response requirements.

### **ii. Local response requirements**

Local officials in coordination with their respective response agencies determine response requirements. Local officials must use all means available to source and allocate resources on their own. When a state of emergency has been declared by the Governor, any unmet requirements may be forwarded to the MEMA through the appropriate county EMA office as an official request for assistance. These requests for assistance in filling local requirements should be made immediately whenever a need has been identified. Requests should be made through WebEOC. It is through WebEOC that the state is notified of local response requirements.

### **iii. Requirements for commodity for distribution to the general public**

Resources needed to fill requirements for commodities to be distributed are often difficult for local officials to determine immediately following the aftermath of a disaster. As such MEMA may receive these requests but will not rely solely on this information as a means for determining actual requirements until local communities have begun distribution operations and have the ability to determine consumption or "burn" rates. This typically occurs within the first 72 hours of distribution operations.

Until "burn rates" have been established, it is extremely important for logistics personnel to base commodity requirements on established projection models. The U.S. Army Corps of Engineers (USACE) has developed models that are recommended for this purpose. These models are based on emergency needs - not wants or perceived entitlements. By day three, a "burn rate" should be established based on the quantities being distributed daily and par levels will become much

easier to predict for local officials. These quantities can then be used when making future requests to the SEOC.

USACE provides predictive models of commodity needs based on hurricane winds, track of the storm, population density, and estimated number of residences without power. Historically, the need for commodities is directly proportional to available commercial power. If the power is out, the need is there. When the power returns, the need should diminish (except in cases of contaminated water supply). During response operations, the power restoration process must be closely monitored and commodity supplies adjusted. Using the **Power Loss Commodity Projection Model** (see Procedural Documents, Staging Area Standard Operating Procedures) as a guide, logistics personnel will determine the quantity of common necessities required by the public post-impact. Since the number of power outages can often be determined very quickly by the power provider, this model will prove invaluable in the rapid determination of commodity requirements. This will allow the logistics personnel to begin ordering commodities long before local requests for support begin pouring in. By using the information provided by the model, rather than waiting, logistics personnel can reduce the time required to supply local C-PODs.

Although it is prudent to order commodities for distribution using this model rather than waiting for local requests, commodities ordered should be staged at the state staging area until official requests are received. This will assure local communities have the ability to distribute commodities prior to their arrival.

While commodities positioned at the state staging area are based upon power loss model projections, movement of these commodities to local communities must be based only upon their ability to be distributed rather than their projected need. The 2004 hurricane season proved that the ability to distribute commodities to the public is the controlling factor in determining requirements, not the people "in need" as the previous model shows. To successfully accomplish the commodity distribution mission, we must literally "begin with the end in mind".

In the first 72 hours a local community may have difficulty determining its commodity requirements. If local officials have determined that they do in fact have a requirement but are having difficulty determining quantities then they should begin opening distribution points one at a time and let the demand determine the supply. As more distribution points are needed, more should be opened. Once the demand levels off, par levels of commodities required will become much easier to determine. When this occurs, local requests should shift to the forefront as the means for determining future requirements. This typically occurs after 72 hours.

Using the **Distribution Point Commodity Projection Model** (see Procedural Documents, Staging Area Standard Operating Procedures) as a guide, logistics personnel will ship daily commodity requirements to local distribution points during the first 72 hours post event. After 72 hours it should be used as more of a guide, and shipments should be made based upon established burn rates and local requests.

The entire process of providing life-sustaining commodities to disaster victims must operate on a 24-hour operational period that runs from 7 AM to 7 AM. During this operational period local communities shall have only one opportunity to order commodities earmarked for public

distribution. All orders required for the next operational period should be communicated to county EMAs using established protocols before 10 AM. This will allow time for logistics personnel to total orders, analyze the information, and, if necessary, develop requests for federal assistance before 12 PM. All effort will be made by the MEMA to assure that the resources ordered by the locals before 10 AM are delivered prior to the start of the next operational period. In order to manage expectations and reduce the burden on MEMA officials, it is imperative that the arrival of commodities not be considered late until after 7 AM.

This schedule will provide an analogous approach to the daily determination of requirements for local distribution commodities. However, it is extremely important to note that this schedule is only applicable to requesting assistance in the provision of commodities for distribution. All other response requirements and resources may be requested as shortfalls are identified and delivery will be made as soon as the requested resource is acquired by logistics personnel.

Regardless of the number of commodities arriving during an operational period, all orders are considered “fill or kill”. This means that orders that were only partially filled yesterday should not be considered when developing requests for today. All new orders should be based upon projected or actual burn rates and must not be adjusted in anticipation of late arrivals of commodities ordered the following day. This “fill or kill” ordering system will help to assure that orders are not duplicated.

To summarize, the process of determining requirements varies depending on the type of requirement:

- State – State agencies submit requests for requirements to the SEOC at any time.
- Local – Submitted to the SEOC by local officials through county EMA (or via the County EOC). May be submitted at any time.
- Local commodities (commodities for distribution) – Requests may be submitted by local EMA officials once daily; however, requirements should be determined by logistics personnel using the following process:
  - Requirements during first 72 hours – determined through use of USACE projection models with consideration given to local requests.
  - Requirements after 72 hours – determined by local requests and documented “burn rate”, with consideration of USACE projection models.

### 3.3 Ordering

Once requirements have been determined by the operations section at the SEOC, they must work on fulfilling those requirements. This can be accomplished through a variety of methods.

- Provision of assistance through MEMA sources – MEMA has a number of response resources that may be used to assist in the response to a disaster.
- Provision of assistance through official tasking of another state agency – Members of other state agencies (e.g., ERT members) will utilize their assets to assist in disaster response efforts.
- American Red Cross Bulk Distribution – Working with MEMA, the ARC has supplies for urgent relief efforts that can be co-located with C-PODs.
- Assistance provided through state pre-negotiated contracts and Memoranda of Understanding for disaster support services – MEMA has pre-disaster negotiated contracts for the provision of common response requirements such as debris removal, transportation, rental equipment, and supplies.

- State purchasing of services or supplies – Once a requirement has been determined, MEMA will attempt to source any resources that may meet the requirement.
- Donated materials – Detailed in the Donations Coordination Plan, donations received by the state will be available upon request. See Supplemental Documents.
- Requesting assistance through the Emergency Management Assistance Compact (EMAC) – Maine is a part of EMAC and using this system MEMA can turn to other states for various types of assistance, including personnel.
- Assistance may also be requested through the International Emergency Management Assistance Compact (IEMAC) – As a state that borders Canada, Maine may look to the Canadian Government for assistance in meeting response requirements.
- Federal support coordinated through FEMA – This option for ordering resources to fulfill response requirements may only be used once all in-state means have been exhausted.

### a. Planning Factors

If the delivery of primary commodities is to be successful, a steady flow and time-phased operation must be coordinated which will reduce the need for prolonged staging. The following is a list of planning factors that will assist logistics personnel in ordering the proper quantity of commonly required commodities.

- Water:
  - 3 liters or 1 gallon per person (3.79 liters per gallon)
  - 18,000 liters or 4,750 gallons per truck
  - 20 pallets per truck
  - 900 liters per pallet
  - 237 gallons per pallet
  - 1900 lbs. per pallet
  - 212 trucks = 1 million gallons
- MREs:
  - 2 MREs per person per day
  - 21,744 MREs per truckload
  - 12 MREs per case
  - 1812 cases per truck
  - 46 truckloads = 1 million MREs
- Tarps:
  - 4,400 tarps per truckload
  - Tarp size is generally 20' x 25'
- Ice:
  - 8 lbs. (1 bag) per person per day
  - 40,000 lbs. per truck load
  - 20 pallets per truck
  - 2000 lbs. per pallet
  - 250 8-lb bags per pallet
  - 5000 bags per truck
  - 25 trucks = 1 million lbs.
- One truckload of water will serve about 5,000 people.
- One truckload of ice will serve about 5,000 people.

- One truckload of MREs will serve about 10,000 people.
- One truckload of tarps will serve about 4,400 homes.

## **b. Request for Federal Assistance**

A formal request for federal assistance must be made when direct federal operations support or technical assistance is required to support the state of Maine. This request must be submitted to FEMA on an official document known as a Resource Request Form (RRF). An official request for direct federal assistance may only be made by the SEOC once a presidential emergency or disaster declaration has been issued for the state of Maine. Technical Assistance may be requested at any time regardless of declaration status. See the Supplemental Documents for the RRF.

## **3.4 Resource Movement**

Once requirements have been determined and requests have been made to fill shortfalls, logistics personnel must insure that sufficient support personnel are assembled and prepared to receive commodities. Resource movement is the term used to describe the entire process of moving disaster supplies from the vendor to the consumer. Most commodities ordered by state means will originate at a vendor and will be shipped directly to the state staging area and then redirected to the appropriate destinations.

NIMS defines a staging area as a temporary resource location site established by the Logistics section to position and account for resources that are designated for assignment or to be handed over to state response agencies or local incident command/emergency management authorities. These resources may have been acquired through use of state purchasing agreements, EMAC, or through direct federal assistance from FEMA under the Public Assistance program in the event of a presidential declaration. Regardless of origin, it is imperative that the majority of resources be funneled through a state staging area in order to account for this property and track its location. The staging area should be the single point for information regarding the location of “in theater” equipment and supplies. See Procedural Documents, Staging Area Standard Operating Procedures for additional information.

Most of the commodities that are brought into the state of Maine in the wake of a disaster are relief supplies intended for local citizens that have been affected. These commodities are handed off to local officials at C-PODs located either in each municipality or in designated regions. Here the relief commodities are offloaded and distributed to the victims of the disaster. This is a logistically challenging endeavor that requires much planning on the part of local emergency management officials.

The purpose of a C-POD is to establish the initial point(s) where the general public will obtain life-sustaining emergency relief supplies such as food and water. These facilities must serve the population until such time as power is restored and traditional facilities such as retail establishments reopen, fixed and mobile feeding sites and routes are established, and relief social service programs are in place. See Procedural Documents, Commodity Point of Distribution Standard Operating Procedures, for additional information.

## **3.2 Activities**

Logistics personnel should conduct the following actions:

**a. Prevention**

- Communicate and share information across agencies with logistical responsibilities.
- Conduct public education and outreach encouraging the public to maintain a minimum of three days of food, water, and other essential items for all members of the family.

**b. Preparedness**

- Conduct assessments, training, education, and exercise programs for regional entities and local governments to improve readiness, increase response capacity, and maximize the management and impact of resources.
- Develop collaborative tools for use by state, county, local, and tribal area entities to evaluate current disaster logistics readiness, identify areas for targeted improvement, and develop a roadmap to mitigate weaknesses and enhance strengths to foster a collective whole community logistics concept.
- Identify state-level resources (utilizing NIMS typing).
- Identify gaps in state-level resources, including items that require repair and maintenance in order to be deployed.
- Convene regular meetings of ESF-7 stakeholders to review and update the ESF-7 and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support ESF-7 activities.
- Develop and maintain Memoranda of Understanding (MOUs), mutual aid agreements, and contracts to ESF-7 activities.
- Complete and deliver appropriate training.
- Ensure that ESF-7 responsible agencies have pre-designated staff available to support SEOC operations.

**c. Response Actions****i. Pre-Impact**

- Maintain situational awareness of all outstanding logistical requirements, status of response to those requirements, and status of available resources.
- Determine shortfalls that may need to be fulfilled through emergency purchases, mutual aid requests, or requesting federal assistance.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and equip response personnel as needed.
- Review existing plans and procedures.
- Provide information as needed to the MEMA Operations and Planning Sections to update situation reports and incident action plans.

**ii. Initial Response Checklist**

- Designate appropriate staff to support response.
- Gain and maintain situational awareness in order to plan effective response actions.
- Verify inventories of available personnel, resources and services, and provide a summary listing to the SEOC Operations Section.

- Provide information as needed to the MEMA Planning Section to update situation reports and incident action plans.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Implement predetermined cost accounting measures for tracking overall ESF-7 and all other ESF personnel, equipment, materials, and other costs incurred during emergency response actions.
- Use existing mutual aid agreements to coordinate with other state, county, local, and tribal agencies and other ESFs in the commitment and procurement resources from outside the affected area(s).
- Coordinate and prioritize resources to support statewide requests.
- Coordinate with federal ESFs as needed.
- Update information as necessary in the Position Log, Incident Log, and Significant Events Log.
- Assign all technology related issues to the appropriate personnel.
- Assure all necessary information and authorization is valid for facilitating a request (name, location, phone number)

**iii. Coordination with other ESFs**

- ESF-1, *Transportation*, to support the staging and transport of emergency relief supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for disaster response activities.
- ESF-2, *Communications*, to provide communications systems and support.
- ESF-3, *Public Works and Engineering*, to ensure roads are clear in order to distribute resources as needed.
- ESF-5, *Information and Planning*, to ascertain the needs of the incident (e.g., people impacted, facilities impacted, commodities needed).
- ESF-6, *Mass Care*, to enhance shelter coordination, the bulk distribution of emergency relief materials, and mass feeding activities.
- ESF-8, *Public Health and Medical Services*, to direct the distribution of pharmaceuticals and medical supplies.
- ESF-11, *Agriculture, Animals, and Natural Resources*, to direct the distribution of animal response materials.
- ESF-13, *Public Safety and Security*, to provide security support to facilities and transportation assets.

**iv. Ongoing Response**

- Reassess all resource priorities and requests for resources and continually update situational awareness according to the most critical needs.
- Provide regular updates to the SEOC Operations Section on the status of all requests assigned to ESF-7.
- Provide information to the SEOC Planning Section to update Situation Reports and Incident Action Plans, as well as resource and personnel needs and/or surpluses.
- Draft recommendations for after-action reports and other reports as needed.

**d. Recovery**

- Coordinate with the Comprehensive Emergency Management Plan, Volume III, Interagency Disaster Recovery Plan.
- Recondition or replace state equipment or materials expended.
- Assemble, categorize, and file appropriate documentation for federal reimbursement if the incident qualifies.
- Facilitate communications and collaboration among all supply chain support elements in order to minimize recovery efforts in the impacted area and reestablish local and state self-sufficiency as rapidly as possible.
- Participate in after-action reviews.

**e. Mitigation**

- Identify resource allocation and procurement issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate the situations.
- Conduct assessments of ESF capabilities to identify potential resource and personnel shortfalls.
- Develop plans to mitigate identified resource and personnel shortfalls.



## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

- Coordinate and manage the state's response to requests for assistance from county and local governments and requests to the Federal Government when state assets are not available.
- Coordinate with support agencies and MEMA to manage and coordinate resources and personnel requirements and prioritize these according to the incident priorities and objectives. These include, but are not limited to:
  - Coordination of resource support for survivors.
  - Resource management that includes determining requirements, sourcing, ordering and replenishment, storage, and issuing of supplies and equipment.
  - Facilities management that includes locating, selection, and acquisition of incident facilities, as well as storage and distribution facilities.
  - Establishment and operation of logistics support facilities to include the management of services related to lodging and feeding of incident support personnel.
  - Personal property management to include policy and procedures guidance for maintaining accountability of material and identification and reutilization of property acquired to support a federal response operation.
  - Management of electronic data interchanges to provide end-to-end visibility of response resources.
- Plan for transitional support to recovery operations concurrent with response operations.
- Work with retail, wholesale, and other similar private industry associations for information sharing, planning, and exercises that would produce mutually beneficial results in coordinating how, when, where, and by whom critical logistics resources will be provided during all types of incidents.
- Support the actions of other ESFs in accordance with established priorities.
- Provide regular updates on ongoing ESF-7 operations to the SEOC Operations and Planning Sections.
- Provide logistical support (e.g., personnel, expertise, equipment, etc.) to emergency response efforts.

### 4.2 Supporting Agencies

#### a. Department of Health and Human Services - Maine Center for Disease Control and Prevention

- Maintain partnerships with private warehouses in order to receive assets from the Federal Government.
- Maintain the Inventory Management and Tracking System (IMATS) in order to inventory and track assets received from the Federal Government.
- Provide logistical support (e.g., personnel, expertise, equipment, etc.) to emergency response efforts.

**b. Department of Agriculture, Conservation, and Forestry**

- Bureau of Agriculture, Food, and Rural Resources
  - Provide logistical support (e.g., personnel, expertise, equipment, etc.) to emergency response efforts.
- Maine Forestry Service
  - Provide resources to support transport of emergency relief supplies and equipment, telecommunications, personnel (e.g., Incident Management Assistance Team [IMAT]), contracting services, and transportation services when required for disaster response activities.

**c. Department of Transportation**

- Provide resources to support staging and transport of emergency relief supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for disaster response activities.
- Provide equipment, when necessary, to move material from storage facilities and vendors to incident victims, particularly with emphasis on the surge and sustainment portions of response.
- Monitor and report damage to the transportation system and infrastructure as a result of the incident.
- Coordinate temporary alternative transportation solutions when systems or infrastructure are damaged or overwhelmed.
- Coordinate the stabilization and reestablishment of transportation systems and infrastructure.

**d. Department of Public Safety - Maine State Police**

Provide resources to support transport of emergency relief supplies and equipment, telecommunications, personnel (e.g., IMAT), contracting services, and transportation services when required for disaster response activities.

**e. Department of Administrative and Financial Services**

- Bureau of General Services
  - Work cooperatively with ESF-7 to provide an integrated process for the collaborative implementation of the logistics capability of state, public and private sector partners, and non-governmental organizations (NGOs).
  - Provide emergency relief supplies, facility space, office equipment, transportation services, and contracting services through a centralized acquisition channel.
  - Provide support for requirements not specifically identified in other ESFs, including excess and surplus property disposal.
- Office of Information Technology
  - OIT will provide, as needed, communications assistance and emergency relief telecommunications support.

**f. American Red Cross**

If needed, provide support to development of the complete logistics supply chain through synchronization of pre-planning activities and coordination during responses to major disasters.

**g. Department of Education**

- Coordinate and provide bulk food for mass feeding via the school lunch program manager
- Coordinate school facilities and bus transportation through school districts for mass care and evacuation support.

**h. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

- Provide personnel (e.g., Regional Support Group, Combat Service Support Battalion, etc.) to support logistical coordination if requested.
- Provide facilities, personnel, and equipment to support resource staging (e.g., warehouse facilities and maintenance shops) if requested.

**i. Other Agencies**

Other agencies (e.g., governmental and NGOs) not explicitly named in this plan may have authorities, resources, capabilities, or expertise required or needed to support ESF-7 activities. These agencies may be requested to support ESF-7 activities on an as needed basis.

## Section 5: Supplementary and Procedural Documents

- Staging Area Standard Operating Procedures
- Commodity Point of Distribution Standard Operating Procedures
- Maine Public Health Emergency Operations Plan, Medical Countermeasure Support Annex
- Maine National Veterinary Stockpile Plan
- Financial Standard Operating Procedures
- Maine Administrative Plan for Public Assistance

## Section 6: References

- FEMA National Response Framework, ESF-7
- Maine DAFS Purchases/Services Agreement
- Maine Title 37-B, Chapter 13
- Associated General Contractors MOU 2015

# ESF 8

## Emergency Operations Plan – Emergency Support Function 8 *Public Health and Medical Services*

## Section 1: Introduction

### 1.1 Lead Agency

Department of Health and Human Services - Maine Center for Disease Control and Prevention (Maine CDC)

### 1.2 Supporting Agencies

- Department of Health and Human Services - Substance Abuse and Mental Health Services (SAMHS)
- Department of Public Safety - Maine Emergency Medical Services (Maine EMS)
- Department of Agriculture, Conservation, and Forestry – Bureau of Agriculture, Food, and Rural Resources
- Attorney General’s Office - Office of the Chief Medical Examiner (CME)
- Department of Environmental Protection (DEP)
- American Red Cross (ARC)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 8 (ESF-8), Public Health and Medical Services, provides a framework for coordination and cooperation across state agencies regarding public health and medical needs, including mental and behavioral health, before, during, and after a disaster or public health emergency in Maine, including those resulting from an act of terrorism. This annex details how the state of Maine will provide public health, medical care, and mental health support and assistance to local jurisdictions in the event local resources are insufficient to address local public health, medical, mental health needs.

### 2.2 Scope

- This annex is applicable to agencies and departments of the state of Maine, as well as affiliated response partners, with a role in supporting the provision of public health and medical-related services in response to a disaster or public health emergency.
- This annex is consistent with the Maine CDC's All-Hazard Emergency Operations Plan (EOP) and Disaster Behavioral Health Response Plan.
- Any release of Personal Health Information (PHI) is governed by the provisions of the Health Insurance Portability and Accountability Act (HIPAA) and applicable state privacy laws.

### 2.3 Situation

Public health emergencies and disasters, whether human caused, technological, or from natural disasters may result in the need for, but not limited to, the following resources: public health and medical assets, equipment, facilities, personnel, pharmaceutical supplies, and mental and behavioral health services. Local resources in affected areas may be damaged or inaccessible. Key public health, medical, and mental health personnel may be affected by the disaster, and the capacity of local jurisdictions to respond effectively may be overwhelmed. The need for public health, medical and mental health resources may far exceed available local and/or state resources to support incident response.

### 2.4 Assumptions

- The Maine CDC has the responsibility to direct, coordinate, and support a response to a public health threat including public health services, medical services, and mental/behavioral health services.
- Public health, medical, and mental health resources may be limited in availability during a disaster response or recovery, and demand for resources may quickly overwhelm local public health, medical, and mental health capabilities for personnel, equipment, and supplies.
- Access to impacted areas may be severely limited and reachable only via air or water.
- ESF-8 responsible agencies will maintain emergency operations plans, policies, and procedures.
- The State Emergency Operations Center (SEOC) will maintain coordination and situational awareness across ESF-8 agencies and or the Public Health Incident Command Center (PHICC) regarding impacts to public health, medical and mental health systems, and infrastructure.
- Medical triage and transport for victims may be needed to augment local capabilities.
- Coordination of healthcare system surge capacity may be needed.
- Medical re-supply may be needed throughout the disaster area.

- Damage to critical infrastructure (e.g., chemical, nuclear, and industrial plants, sewer lines and water distribution systems) may cause environmental and public health hazards, contaminating water supplies, air, crops, livestock, and food products.
- Distribution and dispensing of medical countermeasures may be required.
- A major disaster may produce a large number of casualties and fatalities, and create an urgent need for mental/behavioral health and crisis counseling for survivors and responders.
- Assistance in maintaining the continuity of public health, medical, and mental health services, as well as public health surveillance and control measures may be required.
- Disruption of sanitation services and facilities, loss of power, and relocation of large numbers of individuals to emergency shelters may increase the potential for disease outbreaks.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction to and work in conjunction with the support agencies to coordinate all state level activities associated with ESF-8.

The Maine CDC will activate its PHICC when there is a potential for a disaster or public health emergency to impact public health and medical services. A Maine CDC ESF-8 representative will report to the SEOC to serve as a liaison between the PHICC and the SEOC regarding public health, medical, and mental health response activities.

Each ESF-8 agency shall designate a minimum of four persons who can represent their agency at the SEOC to support ESF-8 activities. Designated agency representatives shall have the capability and authority to reach back to their own agency to request resources and obtain necessary information to support the response to the incident.

The objectives of ESF-8 are to coordinate resources in support of the following public health, medical and mental health core functions:

- Provide public health risk communication.
- Ensure public health and medical responder health and safety
- Assess public health and medical needs
- Provide adequate healthcare system surge capacity
- Coordinate with emergency medical services
- Distribute medical countermeasures
- Provide disaster behavioral health/mental health and crisis counseling
- Provide all-hazards public health and medical consultation, technical assistance, and support
- Support health care facilities to ensure patient care can be maintained
- Coordinate the evacuation of healthcare facilities with state and local partners
- Manage and distribute medical materiel including, but not limited to, medical and veterinary supplies and equipment
- Ensure food safety and security
- Ensure safety and security of drugs, biologics, and medical devices
- Provide vector control
- Enforce proper sanitation and biohazard control
- Provide potable water, wastewater processing and solid waste disposal
- Provide public health laboratory services, to include laboratory testing of LRN-B and LRN-C agents
- Conduct toxicological assessment
- Provide public health surveillance, case investigations, contact tracing, and active and direct active monitoring
- Coordinate mass fatality management, victim identification, family assistance, and mortuary services

## 3.2 Activities

The ESF-8 lead will ensure the following actions:

### a. Prevention

- Communicate and share plans and information across agencies with public health, medical, and mental health responsibilities.
- Identify potential emergency public health risks and issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their impacts.

### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-8 activities.
- Maintain current contact information for personnel identified to support ESF-8 at the SEOC and supporting agencies and organizations.
- Maintain current lists of agency facilities, equipment, and personnel and supplies.
- Complete appropriate NIMS/ICS training.
- Participate in exercises and training to test, validate, and provide working experience for ESF-8 liaisons on this annex.
- Provide plan overview and training to ESF-8 stakeholders.
- Participate in state and local-level exercises.
- Maintain current ambulance task force mobilization plan in coordination with Maine EMS.

### c. Response

#### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-8. A total of four personnel must be trained to support the lead agency.
- Review relevant existing plans and procedures as detailed in this annex.
- Ensure respective agency decision makers are kept informed of the situation.
- Monitor public health, medical and mental health activities, capabilities, and needs, and report this information, as requested, to the SEOC Planning and Logistics Sections.
- Provide public health, medical and mental health situational awareness information, as requested, to the SEOC Planning Section.
- Develop and prioritize strategies for initial response actions, including the mobilization of resources and personnel, if needed.
- Pre-position available response resources when it is apparent that state public health, medical, and mental health resources will be required.

#### ii. Initial Response

- Coordinate with the Maine CDC and PHICC (if activated) for access to public health, medical, and mental health resources and information as necessary.

- Monitor availability of public health and medical resources and provide updates to SEOC Planning and Logistics Sections as requested.
- Establish communications with appropriate agency field personnel (if field personnel are deployed) to coordinate response efforts.
- Obtain and provide public health, medical and mental health situational awareness information to the SEOC Planning Section as requested, and receive situational awareness information from the SEOC Planning Section to support effective response actions.
- Monitor public health and medical infrastructure and maintain situational awareness on threats or impacts to public health and medical infrastructure.
- Ascertain the need for patient evacuation from affected areas.
- Determine the need for additional personnel and resources if the incident involves mass casualties.
- Coordinate through Maine CDC and the Health Alert Network (HAN) for the monitoring and reporting of hospital bed availability.
- Monitor and work to ensure access to health care, including mental and behavioral health services.
- Monitor and support public health surveillance or epidemiological investigation activities, and facilitate coordination between forensic and epidemiological investigations.
- Monitor availability of ambulance service resources, including Ambulance Task Forces, and ensure appropriate waivers are in place in coordination with Maine EMS.
- Coordinate through Maine CDC to monitor availability of medical supplies, pharmaceuticals, and equipment to ascertain the need to request deployment of federal assets, including but not limited to the Strategic National Stockpile.
- If activated, continue to coordinate the mobilization of ambulance task forces to support the incident. If not activated, continue to assess the need to mobilize these resources.
- Follow MEMA procedures for capturing costs associated with the activation, including personnel, equipment, materials, and other expenses incurred during emergency response actions to ensure maximum federal reimbursement post-event.
- During disasters MEMA will coordinate food safety messages with Maine DHHS, Maine CDC, and DACF during prolonged power outages to provide guidance/messaging regarding the safety of food and drugs that may require climate control.
- Support vector control as needed.
- Coordinate resources to determine the potability of water and ensure wastewater and solid waste are properly treated and disposed of from affected or overwhelmed areas.
- Coordinate resources to assist the CME with mass fatality incidents.

**iii. Coordination with other ESFs**

- ESF-1, Transportation, to provide and/or coordinate resources for medical transportation or evacuation, when needed.
- ESF-3, Mass Public Works and Engineering, for support with public health and infrastructure issues, when needed
- ESF-6, Mass Care, Emergency Assistance, Housing, and Human Services, to determine the need for medical resource needs at shelters and mental health resources for disaster victims and first responders in impacted areas.

- ESF-10, Oil and Hazardous Materials, and other related agencies regarding mitigation of and response to hazardous materials and/or radiological, biological and chemical hazards related to ESF-8.
- ESF-11, Agriculture, Animals, and Natural Resources, response for zoonotic disease, other veterinarian-related requirements, and food-related issues, if needed.
- ESF-13, Public Safety and Security, for security issues as needed.
- ESF-15, External Affairs, in drafting risk communication messages and materials and public information releases related to ESF-8 incidents.
- Other ESFs with various assessments as required by the event.

#### iv. Ongoing Response

- Fulfill resource requests to support response activities of personnel, commodities, and services.
- Monitor the WebEOC activity log/position log and provide information to the SEOC Operations Section, as requested.
- Regularly re-assess priorities and strategies to meet the most critical public health, medical, and mental health needs based on incident priorities as described in the PHICC and referenced in the SEOC Incident Action Plans (IAPs).
- Provide regular updates on the status of all ESF-8 missions in WebEOC or to the SEOC Operations Section Chief, as requested.
- Coordinate the activation of available public health, medical, mental health, and mortuary response teams as necessary.
- Coordinate the activation of public health, medical, mental health, and veterinary volunteers under 37-B Section 784.
- Coordinate resources to support requests for patient transport and evacuation.
- Coordinate resources to support requests for medical services, including mental health and crisis counseling, and behavioral health services.
- Coordinate resources to support healthcare system surge.
- Coordinate resources to support the establishment of alternate care sites.
- Coordinate resources to meet pharmaceutical needs, including identification and distribution of resources from available state pharmaceutical caches, CHEMPACK, and the Strategic National Stockpile, when deployed.
- Provide guidance relative to the activation of the Crisis Standards of Care (CSC) Plan and the implementation of CSC guidelines for the allocation of scarce medical resources when needed.
- Wherever possible, coordinate the movement of public health and medical supplies, equipment, and support personnel to staging areas or other sites.

#### d. Recovery

- In coordination with the PHICC, garner resources to support the restoration of vital public health, medical and mental health support systems and facilities to operational status.
- Coordinate the provision of support for responders and survivors.
- Provide assistance and technical expertise to damage assessment teams.
- Implement ESF-8 strategies for supporting recovery operations in disaster areas.
- Follow MEMA procedures to pursue eligibility for financial reimbursement process for federal and other disaster relief.

- Participate in after-action reviews and draft recommendations for after-action reports and other reports, as appropriate.

**e. Mitigation**

- Conduct assessments of ESF-8 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls.
- Identify public health, medical and mental health hazards and vulnerabilities, and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their impact.
- Promote mitigation planning to public health, medical and mental health organizations and facilities.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Health and Human Services - Maine Center for Disease Control and Prevention

- Staff the ESF-8 desk at the SEOC, identifying and coordinating ESF-8 staffing requirements at the SEOC, including identifying which support agencies are needed.
- Request that MEMA notify other ESF-8 support agencies, as needed.
- Coordinate with support agencies and MEMA to manage public health, medical, and mental health service resources, and prioritize need based on protection of life and property.
- Provide information for IAPs and situation reports to the SEOC Planning Section.
- Monitor and ensure completion of tasks assigned to ESF-8.
- Resolve conflicting or unclear requests for assistance.
- Coordinate recovery actions with other support agencies and other ESFs.
- Monitor public health, medical, and mental health resources and assessments and regularly update the WebEOC activity log/position log, or provide information to the SEOC Operations Section as requested.
- Ensure provision of pre-event situational awareness to public health and healthcare facilities in the projected disaster area.
- Coordinate any waiver of rules and regulations regarding licensed professional personnel.
- Coordinate field staff to obtain information and situational awareness. Maine CDC may have deployed in-field staff to support the following activities:
  - Consult with local public health representatives to provide an assessment of the disaster and detail current conditions.
  - Provide technical assistance in public health and medical assessment and immediate response planning for the affected area(s).
  - Coordinate information with appropriate hospitals and local public health departments in the impacted area(s) and assessing resource availability of non-impacted public health personnel and facilities across the state of Maine.
  - Operate mass dispensing clinics for vaccinations or other pharmaceuticals.
- As needed, assemble subject matter experts to consult and review public health, medical, and mental health intelligence information to provide specific strategies to manage and respond to specific ESF-8 related situations.
- Coordinate state resources to support medical, public health, substance abuse services, and mental health assistance to affected areas.
- Coordinate and direct the activation and deployment of state public health, mental health, substance abuse services, medical personnel and volunteers, as well as medical and pharmaceutical supplies and equipment.
- Coordinate resources to support the evacuation and/or relocation of healthcare facilities and the triage and transport of disaster victims from the disaster area.
- Continuously acquire information about the disaster situation to assess, monitor, and survey the nature and extent of impacts to public health, medical, mental health systems.



- Activate state public health, medical, mental health personnel, including volunteers, as appropriate.
- Coordinate with HHS to request resources from the National Disaster Medical System (NDMS) when federal NDMS assets are required. Federal Disaster Medical Assistance Teams (DMATs) can be activated by an ESF-8 request to FEMA/U.S. DHHS.
- Monitor availability of ambulance service resources, including ambulance task forces, and ensure appropriate waivers are in place in coordination with Maine EMS.
- Ensure redundant communication platforms are in place at healthcare facilities.
- Support ESF-6, Mass Care, to determine public health, medical and mental health resource needs at shelters.
- Support ESF-3, Public Works and Engineering, as it evaluates structural integrity of healthcare facilities if the structure is suspected to have been compromised.
- Request activation of the Nuclear/Radiological Advisory Team (NRAT), if needed.
- Coordinate with Disaster Behavioral Health to establish a Family Assistance Center with the ARC.
- Provide CME mass fatality resources if requested and available.

## 4.2 Supporting Agencies

### a. American Red Cross

Assist the state ESF-8 lead agency to ensure public health, medical, and mental health resources are provided in coordination with other non-governmental organizations.

### b. Department of Health and Human Services - Substance Abuse and Mental Health Services

Reference Public Health EOP for SAMHS facilities and programs.

### c. Department of Agriculture, Conservation and Forestry - Bureau of Agriculture, Food, and Rural Resources

- Serves as lead agency for animal sheltering and coordination.
- Coordinates veterinary resources to monitor the health of rescued animals and those in emergency shelters.
- Provide surveillance information on animal diseases affecting human health (zoonosis)

### d. Attorney General's Office - Office of the Chief Medical Examiner

- Activate the Mortuary Response Team comprised of the CME and the Maine Funeral Director's Disaster Response Team Leaders and Members via direct contact with the Executive Director of the Maine Funeral Directors Association.
- Activate and manage the State Mass Fatality Plan.
- In such circumstances as the number of dead or the distance for transport exceeds the resources of the CME in Augusta, a temporary morgue site will be established based on disaster type, scope, and available facilities (see list below).
  - Bangor Airport
  - Portland Jetport
  - Brunswick Executive Airport

- Existing mortuaries

- Serve with Maine State Police Evidence Recovery Team, Crime Lab, and Major Crimes Units as the primary agency responsible for victim identification and recovery.
- Coordinate with Maine CDC to obtain additional mass fatality supplies, as necessary.
- Coordinate the process of obtaining and utilizing supplies, personnel, and equipment central to the task of recovering, examining, identifying, tracking, and ultimately releasing remains of victims.
- Serve with the State Disaster Behavioral Health Team and the ARC as a primary agency responsible for obtaining victim information from families through the Family Assistance Center operations.
- Assist the State Disaster Behavioral Health Team and American Red Cross as a primary disseminator of information to families through briefings and contact at the Family Assistance Centers.
- Handle the transportation of remains to funeral homes based on the wishes of the families, or in the case where remains are unclaimed, arranges for interment at the direction of the CME.
- Provide at least one focal contact at the SEOC for all public announcements, release of information and briefings, in this case, the CME Administrator.

**e. Department of Public Safety - Maine Emergency Medical Services**

Provide first response and emergency medical transportation, as needed.

**f. Department of Environmental Protection**

Provide technical advice and guidance regarding handling contaminated waste and decontamination issues.

**g. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

- Provide medical group personnel and equipment (e.g., Battalion Aid Station) to support public health and medical missions if requested
- Provide air assets (e.g., air ambulance helicopters) to support public health and medical missions if requested.

**h. Other Agencies**

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-8 activities. These agencies may be requested to support ESF-8 activities on an ad hoc basis.

## Section 5: Supplementary and Procedural Documents

- Maine CDC All-Hazards EOP
- Maine CDC All-Hazards EOP – Mass Fatality Management Annex
- State of Maine Disaster Behavioral Health Response Plan
- Maine Funeral Directors Association – Emergency Operations Plan
- Radiological Response Plan

## Section 6: References

- The Disaster Relief Act of 1974, Public Law 93-288, as amended
- Robert T. Stafford Disaster Act
- Americans with Disabilities Act of 1990
- Section 319C-2 of the Public Health Service (PHS) Act as amended by the Pandemic and All-Hazards Preparedness Act (PAHPA). (P.L. 109-417) (2013)
- Presidential Policy Directive (PPD) 8: National Preparedness
- Homeland Security Directives (HSPD) 5 and 21
- MRS Title 22 Chapter 250
- Maine Public Law Chapter 634, S.P. 789, L.D. 2044
- DHS Decontamination in Mass Chemical Exposure

# ESF 9

## Emergency Operations Plan – Emergency Support Function 9 *Search and Rescue*

## Section 1: Introduction

### 1.1 Lead Agencies

- Department of Inland Fisheries and Wildlife - Maine Warden Service (MWS)
- Department of Marine Resources - Marine Patrol (MP)
- Department of Public Safety - Maine State Police (MSP)

### 1.2 Supporting Agencies

- U.S. Coast Guard (USCG)
- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Department of Defense, Veterans, and Emergency Management
  - Maine Emergency Management Agency (MEMA)
  - Maine National Guard (MENG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

The State of Maine has several agencies responsible for Search and Rescue (SAR) in different geographic areas of the state. The MWS is responsible for SAR operations that occur on land and the inland waters. USCG is responsible for SAR operations that occur on coastal waters. They work in cooperation with the MSP. MSP is responsible for air SAR operations for aircraft believed to be lost or down within the state of Maine, including its coastal waters, as a result of a crash involving over-flying aircraft or parachute jumps.

ESF-9 provides a framework for coordination and cooperation across federal, state, county, and local agencies, and support partner organizations, to provide SAR services in technical and non-technical search, wilderness and wide area SAR operations before, during, and after a disaster or emergency in the state. Operations may include searches for missing persons, aircraft, extrication of victims from confined spaces, and immediate medical support of located victims.

### 2.2 Scope

- The life safety of victims and rescuers is the priority.
- SAR operations will be conducted using the principles of National Incident Management System (NIMS) and Incident Command System (ICS).
- Many SAR related incidents will be small in scope and can be addressed by local MWS as part of normal day to day operations using resources readily available to them. In these cases, the SEOC would not be activated.
- In accordance with current agreements, MEMA has the authority to request the activation of the Massachusetts Task Force 1 (MA-TF 1) Team as a resource, as needed.

### 2.3 Situation

A major or emergency disaster may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. Because the first 72 hours of an incident that may require SAR operations are crucial to the survivability of victims, SAR must begin as soon as possible. In addition, secondary events or disasters may threaten survivors as well as SAR personnel.

SAR personnel may deal with extensive damage to buildings, roadways, bridges, and public works or other utility structures. Fires, explosions, flooding, and hazardous materials spills or releases may compound problems and threaten both survivors of the disaster and rescue personnel alike. In the event of an act of terrorism, SAR operations may need to be conducted in close coordination with law enforcement crime scene investigation procedures.

state of Maine responsible agencies, based on the SAR mission, include:

- MWS: Land-based SAR missions and inland waters.
- MP/USCG: SAR missions in coastal waters.
- MSP: Missing or overdue aircraft believed to be downed.



MEMA maintains a listing of qualified volunteer SAR resources. There are no Urban Search and Rescue (USAR) teams currently within the State of Maine.

## 2.4 Assumptions

- When the State Emergency Operations Center (SEOC) is activated in anticipation of or response to emergency/disaster with impacts to the state of Maine, ESFs needed to support response are activated.
- When an incident occurs, MWS may contact the MSP for response resources prior to contacting and utilizing local, county, and private sector assets, as well as other state or federal resources.
- Coordination and direction of searchers, equipment, and volunteers that may support a SAR operation will be required.
- Requests for air SAR/medical evacuation support from the MENG can be approved through the Air Force Rescue Coordination Center in Florida.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agencies will provide direction and work in conjunction with the support agencies to coordinate the activities of ESF-9.

- The lead agencies shall designate a minimum of four persons who can serve as representatives for their agency at the SEOC to support ESF-9 activities. The designated agency representatives should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources to support the response to the incident. ESF-9 reports to the SEOC Operations Section, with an indirect report to the Planning Section.
- During an emergency or disaster, ESF-9 will coordinate SAR support from state, federal, county, and local personnel and equipment. ESF-9 will also coordinate support organizations and volunteer agencies involved in SAR missions. Supporting agencies will provide additional staff support for the ESF-9 in the SEOC as needed. MEMA will be responsible for procuring out-of-state and federal resources.
- MWS will staff the ESF-9 work station, identify which, if any, support agencies for ESF-9 are needed, activate support agencies or place them on standby. MWS will ensure all agencies assigned to assist ESF-9 respond to requests for search and rescue incidents.
- Responsibility for situation assessment and determination of resource needs rests with the local jurisdiction in coordination with ESF-9 and the SEOC. State assets will assist and augment the local on SAR responsibilities and efforts.
- Law enforcement will be responsible for ongoing investigation throughout the search mission. All search areas will be considered as crime scenes until proven otherwise.
- For mission or overdue aircraft presumed to be downed in the state or its coastal waters, reference the MSP's Traffic Safety Unit's Air SAR Plan.
- All efforts will be made to locate missing persons as soon as possible. However, after a thorough search has been made and all available information has been reviewed; the lead agency, in conjunction with support agencies, will determine whether or not to continue the active search.
- All SAR mission documentation will be filed by the authority having jurisdiction.
- Provide state-level situational awareness and expertise on the status of pertinent SAR operations.
- Coordinate resources to support SAR operations at the state level to protect life and maximize the efficient use of the available resources.

### 3.2 Activities

Responsible agencies for ESF-9 should conduct the following actions:

#### a. Prevention

- Communicate and share information across agencies with SAR responsibilities.
- Collaborate and coordinate on SAR related prevention and security initiatives.
- Identify opportunities to collaborate on SAR related training and operations in the state.
- Identify potential search and rescue issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

## b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency SAR plans, procedures, resource directories, and emergency contact lists to support ESF-9 activities.
- Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Develop and maintain a system for receipt and dissemination of information, data, and directives pertaining SAR operations to agencies and organizations supporting this plan.
- Maintain current inventories of SAR facilities, equipment, and materials and supplies by agency and type to ensure a timely response.

## c. Response Actions

### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-9. A total of four personnel must be trained to support the lead agency.
- Maintain communications within the EOC, obtain status reports, and keep the EOC informed of the progress of assigned tasks.
- Notify the appropriate support agencies and organizations to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure other ESF and MEMA command staff members are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify SAR activities, capabilities, and inventories of available resources and report this information on a regular basis via a summary listing to the MEMA EOC Operations Chief.
- Coordinate the mobilization and pre-positioning of SAR response resources pre-incident, once it is apparent that SAR resources will be required, or as requested by the MEMA EOC Manager.
- Provide situational awareness information for reports and/or statements to the EOC Planning Section and MEMA command staff, as needed.

### ii. Initial Response

- If agency has not already done so, provide appropriate representatives to the SEOC to support ESF-9.
- Verify inventories of available resources and personnel and provide a summary listing to the SEOC Operations Section Chief.
- Identify and coordinate the pre-positioning of needed resources to the nearest staging area(s) as needed.
- Establish communications with appropriate field personnel to coordinate resources to support response efforts and gain situational awareness.
- Obtain a general description of the situation as it pertains to ESF-9 and analyze any operational support requirements.

- Implement pre-determined cost accounting measures for tracking overall costs, to include personnel, equipment, materials and other costs incurred during emergency SAR support activities.
- Coordinate with other ESFs to coordinate equipment and supplies needed for both non-technical and technical SAR missions.
- Collect and disseminate information and intelligence related to SAR operations for disasters or emergencies, either existing or pending.
- Initiate notification of the required personnel and support organizations required to support emergency operations.
- Gather and provide situational awareness information for reports and/or statements to the EOC Planning Section, as needed. In addition, use information provided by the EOC Planning Section to plan effective response actions.
- Coordinate with federal ESF counterparts as needed.

### iii. **Coordination with other ESFs Checklist**

- ESF-1, Transportation, regarding any needed assets to transport search and rescue personnel and equipment to affected areas.
- ESF-8, Health and Medical, to coordinate assets to provide mental health and crisis counseling.
- Coordinate with other ESFs, as needed

### iv. **Ongoing Response**

- Coordinate resources to support SAR mission requests, response operations, and related service/resource requests.
- Coordinate with federal, state, county, local, volunteer, and SAR personnel, as necessary.
- Track committed resources for possible redeployment and other purposes, and provide regular updates on the status of all missions assigned to SEOC Operations Section Chief.
- Conduct ongoing assessments of SAR priorities and strategies to ensure adequate resources to support critical SAR operational needs with a priority on life safety.
- Track financial expenditures and keep financial records.
- Coordinate state-level technical assistance and resources for SAR missions.
- Continue to monitor, gather, and provide SAR situational awareness information for reports and/or statements to the EOC Planning Section, as needed.
- Use information provided by the EOC Planning and Operations Sections to plan effective response actions.
- Plan for and establish relief resources to replace or rotate resources committed for extended periods.
- Ensure briefings are conducted during ESF-9 shift changes and at designated times throughout the event.

### d. **Recovery**

- Continue to provide SAR to incidents on an as needed basis during the recovery phase.
- Coordinate resources to assist and provide technical support and expertise to MEMA damage assessment teams.
- Identify anticipated recovery needs for ESF-9 resources, manpower, and equipment.

- Inventory any lost or damaged equipment, and record any personnel injuries or equipment accidents.
- Participate in after action meetings and review after-action reports.
- Draft recommendations for after-action reports and other reports.

**e. Mitigation**

- Provide ESF-9 agency representatives to planning meetings.
- Identify potential SAR issues, and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-9 capabilities to identify potential shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Department of Inland Fisheries and Wildlife - Maine Warden Service

- Staff the ESF-9 work station at the SEOC.
- Identify any additional agencies to support ESF-9 at the SEOC. Develop and maintain a roster of personnel to staff the ESF-9 desk at the SEOC with sufficient staffing for 24-hour operations.
- Coordinate with all support agencies and MEMA command staff to manage SAR resources and prioritize SAR needs, prioritizing the protection of life and property. Coordinate resources to support SAR incidents under the following criteria:
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person search.
  - Any high-profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
  - Any incident at the request of the local jurisdiction.
  - All declared overdue/missing aircraft events that result in a ground search effort. MSP are the primary on missing aircraft. MWS will assist by being the Ground Search Coordinating Agency.
- Coordinate resources such as helicopters, ground searchers, logistics trackers, equipment and personnel to assist in SAR operations.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Provide knowledge of remote areas of the state.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Ensure financial tracking of all deployed assets.
- Coordinate resources to support SAR operations in the woodlands and remote areas of the state and provide security at the sites.
- Coordinate resources to support SAR of lost persons.
- Provide MWS IMAT to any agency if requested and are able to respond without compromising other incidents.
- Provide MWS Mobile Command Vehicle (MCV) to other agencies for serious incidents. When the response will not compromise other incidents.
- Coordinate with ESF-8, Public Health and Medical Services, to assist with medical needs and transportation of victims beyond initial collection points.
- Maintain ESF-9 plans and procedures to be implemented during emergency operations.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial SAR missions.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Serve as a liaison for other states' operations involving SAR, as needed.

- Maintain and update the Maine State SAR Plan.
- Coordinate resources to coordinate and supervise civilian search and rescue teams.
- Ensure financial tracking of all deployed assets.

#### **b. Department of Marine Resources - Marine Patrol**

- Coordinate resources to support search and rescue incidents under the following criteria:
  - Any incident at the request of the local jurisdiction.
  - All declared overdue or missing watercraft when coastal waters are involved.
  - All declared missing aircraft when coastal waters are involved (will work in support of the MSP).
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person on the Coastal Waters that involves multi-state, on-scene jurisdictional coordination.
  - Any high profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
- Provide an adequate number of representatives to support MEMA in the SEOC, when requested.
- Coordinate resources such as fixed wing airplanes, watercraft, equipment, and personnel to assist in SAR operations.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols, SOPs, and statutes as required.
- Provide resources to augment security related to SAR operations.
- Provide knowledge of coastal waters of the state.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.
- As needed, coordinate the provision of temporary accommodations for field operations teams operating in state parks and forests within MP jurisdiction.
- Provide resources to assist with mass fatality response, if required.
- Coordinate resources to support coastal SAR activities and search of lost persons on coastal waters.
- Ensure financial tracking of all deployed assets.
- Coordinate with MEMA and other state, county, and local agencies/officials to address outstanding resource needs.

#### **c. Department of Public Safety - Maine State Police**

- MSP are the primary on missing aircraft.
- Provide an adequate number of representatives to support MWS ESF 9 at the SEOC when requested.
- Coordinate with MWS ESF-9 to provide resources such as wardens for K-9 resources, aircraft, and investigative resources.
- Provide situational awareness to MWS about security, criminal activity in SAR and disaster areas.

- Support requests for SAR assets within capabilities and parameters of other operational commitments, existing agreements, protocols, and statutes, as required.
- Coordinate resources to support crowd control, security measures, roadways assessments and ingress/egress actions to protect the public and property in, near, and around areas involved in SAR operations.
- Coordinate all declared overdue/missing aircraft events.
- Provide IMAT to MWS, if requested  
Provide the MSP MCV, if requested.

## 4.2 Supporting Agencies

### a. U.S. Coast Guard

Work with state agencies in response to SAR efforts that occur over coastal waters.

### b. Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

- If needed, request activation of MA-TF 1 through an MOU as a state or federal asset.
- Assist with the coordination of SAR assets for national or international search incidents upon request.
- Ensure financial tracking of all deployed assets.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Ensure appropriate Emergency Medical Services (EMS) personnel are available to provide emergency medical care at all SAR operations, if needed.
- Coordinate with ESF-8 to identify and provide mental health staff to assist in crisis counseling efforts for emergency responders and for people who are affected by the disaster.
- Develop and maintain this annex.

### c. Department of Defense, Veterans, and Emergency Management - Maine National Guard

- Provide an adequate number of representatives to support ESF-9 at the SEOC when requested.
- Coordinate resources to support searches for lost persons and/or aircraft.
- Coordinate resources to provide technical assistance and support for technical, rural, and aerial SAR missions.
- As needed, provide an Air Coordination Officer to the SEOC to coordinate multiple agency aircraft operations as provided by the U.S. Air Force and/or Maine Wing, Civil Air Patrol.
- Coordinate pertinent federal resources to support response for SAR.
- Provide resources to support crowd control, security measures, roadways assessments, and ingress/egress actions to protect the public and property in, near, and around areas involved in SAR operations.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.



- Provide resources to assist with mass fatality response, if needed, which may include transportation, armed security for the incident site, incident morgue, holding facility, and the Family Assistance Center.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Ensure financial tracking of all deployed assets.

## Section 5: Supplementary and Procedural Documents

- Marine Patrol Search and Rescue Policy

## Section 6: References

- Maine Fire Department Census
- Maine Fire Service Laws
- MOU USCG and Maine Marine Patrol

# ESF 10

Emergency Operations Plan – Emergency Support Function 10  
*Oil and Hazardous Materials*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Environmental Protection (DEP)

## 1.2 Supporting Agencies

- Department of Public Safety
  - Maine State Police (MSP)
  - Maine Emergency Medical Services (Maine EMS)
  - Fire Marshal's Office (FMO)
- Department of Defense, Veterans, and Emergency Management
  - Maine National Guard (MENG)
  - Maine Emergency Management Agency (MEMA)
- Department of Health and Human Services - Maine Center for Disease Control and Prevention (Maine CDC)
- Department of Agriculture, Conservation, and Forestry
  - Bureau of Agriculture, Food, and Rural Resources
  - Bureau of Resource Information and Land Use Planning
  - Maine Forest Service
- Department of Inland Fisheries and Wildlife (IFW)
- Department of Marine Resources (DMR)
- Department of Labor (DOL)
- U.S. Coast Guard (USCG)

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## Section 2: Purpose, Scope, Situation and Assumptions

### 2.1 Purpose

Emergency Support Function 10 (ESF-10), Oil and Hazardous Materials, provides a framework for coordinating state-level assistance for emergencies or disasters impacting environmental conditions with potential public safety, public health, or property impacts. In addition, this Annex details responsible state agencies roles and responsibilities in the coordination of resources and provides expertise to state and local government decision-makers on environmentally sound practices and procedures to respond to and mitigate potential or actual threats to the environment in the state of Maine.

The National Oil and Hazardous Materials Pollution Contingency Plan (NCP) 40CFR, Parts 300-399, is to provide the organizational structure and procedures for preparing for and responding to discharges of oil and hazardous materials.

An incident, emergency, or disaster could result in hazardous materials being discharged into the environment. Fixed facilities (e.g., chemical plants, manufacturing facilities, nuclear facilities, tank farms, laboratories, or operating hazardous waste sites) which produce, generate, use, store, or dispose of hazardous materials, including radioactive materials, could be damaged so severely that existing spill control apparatus and containment measures are not effective. Hazardous materials that are transported may be involved in rail or air accidents, highway collisions, or waterway mishaps. Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums. The damage to, or rupture of, pipelines transporting materials that are hazardous, if improperly discharged, will present serious problems.

County and local resources might be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, clean up, and dispose of hazardous materials, including radioactive materials, discharged into the environment. There may be numerous incidents occurring simultaneously in separate locations, both inland and along coastal waters. Standard communications equipment and practices (phone lines, radio, etc.) may be disrupted or destroyed. Response personnel, cleanup crews and response equipment may have difficulty in reaching the site of a hazardous materials discharge because of the damage sustained by the transportation infrastructure (roads, rails, bridges, airports, etc.). Additional response/cleanup personnel and equipment might be needed to supplement existing capabilities and to provide backup or relief resources. Air transportation may be needed for damage reconnaissance and to transport personnel and equipment to the site of a discharge.

Even if a natural or other disaster does not cause situations where there are actual discharges, there will be considerable concern about facilities which are located in or near the affected area. These facilities will need to be assessed and monitored. Information submitted in compliance with Title III of the Superfund Amendments and Re-authorization Act (SARA) will be useful in identifying such facilities. The Community Right to Know law provides a framework for state, county, and local government to identify facilities that store hazardous materials above established threshold quantities.

ESF-10 will coordinate state, local, and federal resources to minimize the adverse effects on the population and the environment resulting from the discharge of, or exposure to, hazardous materials following an accident, emergency, or incident.

## 2.2 Scope

- This annex is applicable to all agencies and departments of the state of Maine as well as affiliated response partners involved in environmental protection, oil and hazardous materials response, and mitigation activities.
- All federal, state, and local laws pertaining to environmental protection and hazardous materials response apply to this Annex.
- Local environmental protection and hazardous materials response assets will remain in control of their respective jurisdictions.
- ESF-10 will coordinate assistance to cities and towns through technical/subject matter expertise and resource support, to include: personnel, contractor support, equipment, facilities, materials, and supplies relating to environmental protection and hazardous materials response.
- ESF-10 does not impede or negate the use of, or request for, the activation of the Federal Regional Response Team (RRT). The RRT serves as a planning and preparedness body before a response, marshaling these respective agency response resources and providing coordination and advice to the federal On Scene Coordinator (OSC) during response actions. The RRT participates in preparedness activities under this ESF and is expected to be closely involved in response activities if this ESF is activated.

## 2.3 Situation

- A major disaster or catastrophic event may result in oil or hazardous materials being discharged into the environment.
- Fixed facilities (e.g., chemical plants, tank farms, laboratories, operating hazardous waste sites) which produce, generate, use, store, or dispose of hazardous materials could be severely damaged to the point that spill control apparatus and containment measures are ineffective.
- Hazardous materials being transported may be involved in rail accidents, highway collisions, or waterway mishaps.
- Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums.
- The damage to, or rupture of, pipelines transporting hazardous materials will present serious problems.

## 2.4 Assumptions

- The NCP serves as the basis for planning and use of federal resources for response to discharges or threats of the discharge of oil or hazardous substances. Response actions under ESF-10 will follow policies, procedures, directives that coordinate and compliment the NCP.
- The NCP will provide for the protection of health, safety, public welfare, and the environment by establishing requirements and procedures for the response to discharges or threats of discharges of oil or hazardous materials.
- Most cities and towns have emergency management resources, plans, and procedures to support routine environmental protection and hazardous materials response efforts.
- Most incidents involving hazardous materials and environmental protection are local in scope and can be addressed by local government or state agencies as part of their day-to-day operations, using resources readily available. However, the DPS must be notified immediately of discharges of hazardous materials, and DEP is required to direct the removal.



- Private entities have a responsibility to safeguard the public from hazardous materials which are under their care and custody and have a responsibility to provide a base level of response capabilities
- Maintaining state-level communications capabilities for coordination across ESF-10 agencies with responsibilities detailed in this annex will be critical to maintain situational awareness.
- Other agencies, departments, and organizations may be called upon to assist in emergency operations in support of disaster response, consistent with their roles and responsibilities as they relate to environmental protection and hazardous materials.
- Federal, state, and local governments, private sector and nongovernmental organizations (NGOs) assigned responsibilities under ESF-10 have developed internal plans and operating procedures specifying their emergency support actions for implementation in the event of a disaster or emergency.
- In a catastrophic incident, local response capabilities may be overwhelmed by the extent of the effort required to respond to, assess, mitigate, monitor, clean up, and dispose of oil or hazardous materials discharged into the environment.
- Numerous incidents may occur simultaneously in different locations both inland and along coastal waters requiring additional response and cleanup personnel and equipment to supplement existing capabilities and to provide relief resources.
- In the event of a catastrophic incident standard communications equipment and practices may be disrupted or destroyed.
- Response personnel, cleanup crews, and response equipment may have difficulty reaching the site of oil or hazardous materials discharge because of damage sustained by the transportation infrastructure.
- Access to impacted areas will be severely limited and only reachable via air or water transportation assets, requiring coordination with ESF-1. Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of the discharge.
- ESF-10 responders should expect to be self-sufficient in the early days of the response.
- Oil and hazardous materials containment, cleanup, and management of contaminated materials will be coordinated with and approved by Maine DEP in conjunction with the unified command structure. ESF-10 will maintain situational awareness and provide communications with county and local agencies in the State Emergency Operations Center (SEOC).
- Non-impacted facilities located in or near the affected disaster area may need to be monitored by ESF-10 staff.
- Unlike other Maine National Guard resources, the Civil Support Team (CST) and New England CERFP can be called out in certain cases without approval from MEMA and the Governor's Office.
- The CST has a budget for response to hazardous materials incidents.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction and work in conjunction with support agencies to coordinate all ESF-10 response activities relating to oil or hazardous materials spills or discharges resulting from an emergency or disaster.

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the SEOC to support ESF-10 activities.

ESF-10 reports to the SEOC Operations Section with an indirect report to the Planning Section.

DEP is the lead agency for ESF-10 activities. Primary responsibilities include management, mitigation, response and recovery activities to include developing, coordinating, and maintaining the Emergency Response Plan and Marine Oil Spill Contingency Plan which detail procedures to identify, evaluate, and control potential safety and health hazards as a result of an accident, emergency, or disaster involving a discharge of hazardous materials. All ESF-10 supporting agencies will assist the DEP's Bureau of Remediation and Waste Management. All ESF-10 personnel will be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-10 planning and response operations.

Coordination with all supporting and other appropriate departments/agencies and organizations will be performed to ensure operational readiness in time of emergency.

State program assistance under this function will include the application of available personnel, equipment, and technical expertise necessary to contain, mitigate, and supervise cleanup of hazardous materials that have become a threat to the state.

The Commissioner of DEP, or his/her designee, will coordinate, integrate and manage the overall state effort to detect, identify, contain, clean up, dispose of, or minimize discharges of oil or hazardous materials, and minimize the threat of potential discharges. DEP maintains a contingency plan for spills and discharges of oil and an emergency response plan for spills of hazardous materials that will coordinate and establish necessary standard operating procedures for response work. The Bureau of Remediation and Waste Management will provide expertise on environmental effects of discharges of oil, or hazardous materials, pollutants or contaminants and environmental pollution control techniques. It is possible that there could be several discharges occurring simultaneously, making heavy demands on response resources.

In coordination with, and in support of, the State Emergency Response Team (SERT), ESF-10 will assess the situation (both ongoing and post-event), and in coordination with local emergency management officials, develop strategies to respond to the emergency. In order to make the best use of limited resources and to ensure the most efficient overall response, damage information must be gathered quickly, analyzed and response priorities established as soon as possible.

Local government has the responsibility for the protection and well-being of its citizens. However, owners and shippers are responsible for cleanup and containment of hazardous materials discharges. Consequently, local governments, through the designated response agencies, will respond to hazardous material incidents of all types and sizes; make initial assessments, within the scope of their training, to assess the severity/magnitude of the situation; and take appropriate first responder defensive measures to prevent or minimize injuries and property damage. DEP and State First Response and RRTs are available to assist local government and work with owners and shippers to ensure cleanup and containment is performed in a protective manner.

The Maine Information Analysis Center (MIAC) and MEMA are the lead agencies for crisis and consequence management, respectively, regarding suspected or confirmed Terrorism or Weapons of Mass Destruction (WMD) incidents involving chemical, biological, or radiological agents. ESF-10 will act in a support capacity to ensure protection of human health and the environment.

The objectives of ESF-10 are to coordinate resources to:

- Establish a framework for state-level environmental protection and hazardous materials prevention, preparedness, response, recovery, and mitigation activities in the event of an emergency or disaster.
- Assume the lead role for the state during any oil or hazardous materials incidents resulting from an emergency or major disaster, and coordinate environmental protection and hazardous materials response activities.
- Share information and coordinate response activities across pertinent state agencies regarding environmental protection and hazardous materials related requests for assistance in a manner that ensures consistency with established environmental policies and procedures.
- Monitor and mitigate potential effects of a disaster on the environment before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Monitor environmental parameters such as tides, coastal winds, wave heights, precipitation, river heights and volumes, as well as the National Weather Service forecast and briefings to estimate the timing and magnitude of impact on property and infrastructure.
- Monitor discharges of oil or hazardous materials and coordinate response efforts through the mobilization and deployment of personnel, equipment, supplies, and financial resources to affected areas.
- Provide situational awareness and expertise to the SEOC on environmental protection, hazardous materials response, and mitigation activities for the state of Maine.
- Coordinate state-level responses to oil and hazardous substance incidents in accordance with the NCP. The NCP serves as the basis for planning and use of federal resources for response to the discharge of oil or hazardous substances. ESF-10 will follow existing policies, procedures, and directives that coordinate and compliment the NCP.
- Control, prohibit, and respond to pollution of the air, surface water, and lands of the state, and protect the public health, safety, and welfare from the effects of discharges of hazardous substances.

### 3.2 Activities

Responsible agencies for ESF-10 should conduct the following activities:

**a. Prevention**

- Participate in the hazards identification process and identify and correct vulnerabilities.
- Inspect high-risk facilities on a regular basis.
- Work with all facilities to ensure that comprehensive emergency plans are in place.
- Maintain and publish best practices and lessons learned from actual events that have occurred state and nationwide.
- Work with county and local agencies to exercise plans on a regular basis.
- Educate local public officials on chemical risks that may exist locally.
- Review best management practices employed by other states and federal agencies by participation in Area Committee meetings, RRT meetings, seminars, and exercises planned and supported by these agencies.
- Participate in the hazard identification process and identify and correct vulnerabilities.
- Provide Protective Action Recommendations (PARs), as the incident requires.

**b. Preparedness**

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Prepare an inventory of existing threats using SARA Title III data and other available state and local information.
- Plan for response to hazardous materials incidents.
- Develop plans for communications, warning, and public information.
- Develop procedures for identification, control, and clean-up of hazardous materials.
- Provide, obtain, or recommend training for response personnel using courses made available by FEMA, Department of Homeland Security (DHS), Department of Energy (DOE), Nuclear Regulatory Commission (NRC), U.S. Environmental Protection Agency (USEPA), USCG, and manufacturers and transporters of hazardous materials; as well as training based on Occupational Safety & Health Administration (OSHA), Bureau of Labor Standard's requirements, or National Fire Protection Agency (NFPA) standards for each duty position.
- Maintain a listing of private contractors capable of performing response/recovery work.
- Maintain an inventory of state assets capable of responding to a hazardous materials incident.
- Develop plans and/or mutual aid agreements regarding hazardous materials incidents with local agencies, other state agencies, contiguous states, federal agencies, and private organizations, as required.
- Collect and utilize licensing, permitting, monitoring, and/or transportation information from the appropriate local, state or federal agencies and/or private organizations to facilitate emergency response.
- Participate in state exercises and conduct, periodically an ESF-10 exercise to validate this annex and supporting Emergency Response Plan and Marine Oil Spill Contingency Plans.
- Ensure all ESF-10 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the most current guidance.
- DEP maintains copies of the Spill Prevention, Control and Countermeasure (SPCC) plans developed by public and private organizations and companies within Maine. These SPCC plans are submitted by facilities and stored at Maine DEP.

- Meet regularly to review and update the ESF-10 annex and standard operating procedures.
- Maintain and update necessary and appropriate contacts with all RRTs, Decontamination Strike Teams, CSTs, DHHS radiation control program, contractors, and all other ESF-10 supporting agencies and organizations. All information is contained in MEMA's annual Directory of First Response Teams.
- Develop resources lists of available equipment, materials, supplies, personnel, and transportation available to support this ESF.
- Ensure that there is pre-designated staff trained to support ESF-10 SEOC operations.
- Develop procedures for identification, warning, and clean-up of hazardous materials.
- Maintain MEMA's Tier II information of current inventories, including locations of existing threats and facilities, equipment and materials, supplies, special capabilities, and personnel throughout the state of Maine.

### c. Response

#### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-10. A total of four personnel must be trained to support the lead agency.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective ESF-10 agency and organization to pre-position resources and equip response personnel, as needed.
- Review existing plans and procedures.
- Ensure lead ESF-10 agency decision makers are kept informed of the situation.
- Mobilize and pre-position response resources when it is apparent that state resources will be required.
- Develop strategies for initial response, to include the mobilization of resources and personnel.
- Verify inventories of available hazardous materials services, including the status of personnel, contractors, equipment, supplies, and transportation, and provide summary listing to the SEOC Planning and Operations Sections.
- Implement pre-determined cost accounting measures for tracking overall ESF-10 personnel, equipment, materials, and other costs that incurred during emergency response actions.
- Pre-position response resources when it is apparent that state resources will be required.
- Provide situational awareness information for reports and/or statements to the SEOC Operations and Planning Sections, as needed.
- Conduct initial assessment of hazardous materials response needs, and assemble and analyze data for forecasting the likelihood of hazardous materials spills and discharges, and where these likely sites are located.
- Coordinate, with the Unified/Incident Command, all hazardous substance response-specific efforts, and provide information to the SEOC for coordination of all other state efforts.
- Provide 24-hour response capability, and dispatch personnel to an incident scene as necessary.
- Perform a hazard assessment to include: the nature, amount and locations of real or potential discharges of hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety and the environment; types, availability, and location of response resources, technical support, and cleanup services; and priorities for protecting human health, welfare and the environment.

- After reviewing reports, gathering and analyzing information and consulting with appropriate agencies, determine and provide, as available, the necessary level of assistance.
- Provide PARs, as the incident requires.
- Provide for monitoring to determine the extent of the contaminated area and consult with appropriate support agencies to provide access and egress control to contaminated areas; request assistance from the RRTs.
- Consult with appropriate local, state or federal agencies and/or private organizations with regard to the need for decontamination. Coordinate with ESF-8 regarding decontamination of injured or deceased personnel.
- Coordinate decontamination activities with appropriate local, state and federal agencies.
- Coordinate with appropriate local, state and federal agencies to ensure the proper disposal of wastes associated with hazardous materials incidents; and assist in monitoring or tracking such shipments to appropriate disposal facilities.
- Implement cost accounting measures for tracking state personnel, equipment, materials, and contractors hired to implement response actions.

**ii. Initial Response Checklist**

- If not already done, provide at least two representatives to the SEOC to support ESF-10. A total of four personnel must be trained to support the lead agency.
- As necessary, coordinate personnel and resources for field assessments and response/recovery teams.
- Gather and provide situational awareness information for reports, incident action plans, and/or statements to the SEOC Operations and Planning Sections as needed. In addition, use information provided by the SEOC Planning section to support effective response actions.
- Establish communications with the appropriate agency field personnel to support response efforts and maintain situational awareness.
- Coordinate resources to support hazardous materials and environmental protection response.
- Develop ESF-10 related information for the incident action plan and situational awareness reports and provide to the Planning Section.
- Coordinate with the SEOC Operations Section Chief as needed to develop and secure staging areas for hazardous materials response.
- Coordinate with federal agencies and counterparts, as needed.

**iii. Coordination with other ESFs**

- ESF-1, Transportation, for needs of ESF-10 response personnel, the use of staging areas and air assets, and technical advice and assistance on regulated transportation systems.
- ESF-2, Communications, to test and monitor communications systems.
- ESF-3, Public Works and Engineering, for technical assistance on water, wastewater, solid waste, and disposal.
- ESF-4, Firefighting, to acquire a representative acting as a liaison between the SEOC and the hazardous materials response teams, who will report to the SEOC as directed by MEMA to support hazardous materials response actions.
- ESF-12, Energy, for technical advice and assistance on intrastate and interstate pipelines.
- ESF-15, External Affairs, to provide information to the public, industry, and local government on hazardous materials and environmental protection matters.

- Other ESFs that may have authorities, resources, capabilities, or expertise necessary to support ESF-10 missions.

**iv. Ongoing Response**

- Coordinate with other ESFs represented at the SEOC to provide support and aid in response to hazardous materials threats and protect the environment.
- Monitor the procedures followed by local responding agencies and Hazardous Materials Response Team(s) during incident response.
- Continue to gather and provide situational awareness and information for situation reports and incident action plans to Operations and Planning Sections.
- Enter damage reports from team members into the online reporting system and/or WebEOC.
- Coordinate resources to support ongoing ESF-10 response activities relating to hazardous materials and environmental protection.
- Ensure ESF-10 is staffed on a continuous basis as determined by the SEOC Planning Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.

**d. Recovery**

- Terminate operations when the emergency phase is over and when responsible personnel have stabilized the area. DEP will track continued or needed remediation, as necessary.
- Draft recommendations for after-action reports and other reports, as needed.
- Anticipate and plan for arrival of, and coordination with, FEMA, U.S. EPA, and/or USCG ESF-10 personnel in the SEOC.
- ESF-10 operations will ensure that hazardous materials spills or discharges have been secured, removed, and disposed of appropriately.

**e. Mitigation Actions**

- Conduct assessments of ESF capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.
- Support requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or re-developing activities.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Environmental Protection

- Identify, train, and assign DEP personnel to staff ESF-10 in the SEOC. Minimum of four trained DEP personnel is required.
- Identify which support agencies may be needed to support mission requests, and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed. All personnel should be available on a 24/7 basis.
- Provide technical assistance in identifying areas that may contain hazardous materials.
- Review information maintained by MEMA regarding presence of chemicals covered under the EPCRA (Emergency Planning and Community Right to Know Act) Tier II program (computer assessable).
- Provide and/or coordinate technical assistance on hazards associated with chemicals known to be present in the incident area(s). These activities include decontamination and long-term remediation.
- Coordinate with support agencies and MEMA to direct environmental protection and hazardous materials response resources based on the priority of protection of life and property.
- Coordinate with the local fire chief to effectively respond to existing or potential hazardous materials incidents.
- Provide technical assistance on hazardous materials recognition and identification.
- Coordinate responsible party responses or the use of federal/state contractors to control and contain a hazardous material discharge to protect public health and/or the environment.
- Coordinate as necessary with ESF-4 and ESF-13 for firefighting and law enforcement resources in threatened or impacted areas.
- Provide and/or coordinate the additional Prevention, Preparedness, Response, Recovery, and Mitigation actions outlined in Section IV above.

### 4.2 Supporting Agencies

#### a. Department of Defense, Veterans, and Emergency Management - Maine

##### Emergency Management Agency

- Coordinate and manage the state's response to requests for assistance from county and local governments and requests to the Federal Government when state assets are not available.
- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during periods of activation.
- Notify ESF-10 supporting agencies upon SEOC activation.
- Maintain a database of facilities that report chemicals under the Federal and State of Maine RTK laws.
- Maintain current local and facility plans that are consistent with the Federal and State EPCRA requirements.



**b. Department of Public Safety**

- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
  - Provide communications support, security, transportation, and traffic control when needed.
- i. **Maine State Police**
    - Provide aviation support for surveillance and transportation of essential personnel.
    - Provide evidence collection and chain of custody support.
    - Provide on-scene site security and assist with evacuations if required.
  - ii. **Maine Emergency Medical Services**

Provide coordination for triage, transportation, and medical treatment of injured first responders or members of the public.
  - iii. **Fire Marshal's Office**

Provide technical assistance, when requested.

**c. Department of Agriculture, Conservation, and Forestry**

- i. **Bureau of Agriculture, Food, and Rural Resources**
  - Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
  - Provide collection, sampling, and laboratory analysis assistance when requested.
  - Provide technical assistance to include securing representative samples of materials suspected of chemical contamination.
  - Provide laboratory assistance to include analyzing and identifying contaminants such as pesticides and certain other toxic materials in soils, vegetation, and to some extent, in water. Chemical assistance provided includes identification of chemical, macroscopic, and microscopic analyses of food and food products to determine quality and/or safety (excludes microbiologic analyses). Field laboratory equipment includes grain probes, sample containers for sampling collection, and some chemical analysis.
  - Provide assistance in determining whether food crops, milk, produce, or other commodities have become tainted by discharged hazardous materials and would be unsuitable for human consumption.
- ii. **Bureau of Resource Information and Land Use Planning**

Provide resources for technical advice, watercraft support, resources for risk identification, and assistance on environmental contamination.
- iii. **Maine Forest Service**

Provide heavy equipment and aircraft support.

**d. Department of Labor**

- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
- Provide consultation on health and safety issues.

**e. Department of Marine Resources**

- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
- Provide support for communications, water-related evacuation, personnel, security, all-terrain vehicles, watercraft, and aircraft support.
- Provide technical advice and expertise concerning the marine environment and in delineating habitat areas for priority protection and clean-up.
- Take emergency measures to close fisheries when necessary.

**f. Department of Inland Fisheries and Wildlife**

- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
- Provide biologists and all-terrain vehicles.
- Provide technical assistance with gathering contaminated or injured wildlife for proper cleaning, veterinary treatment, and discharge.

**g. Department of Health and Human Services - Maine Center for Disease Control and Prevention**

- Identify, train, and assign personnel to maintain contact with and prepare to conduct operations in support of ESF-10 during period of SEOC activation.
- Provide assistance with the field sampling of radioactive substances.
- Provide sample analysis of unknown materials obtained in support of response operations.
- Provide assistance with sample containers, proper collection techniques and associated quality assurance, and evidence preservation of environmental samples.

**h. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide personnel and equipment (e.g., Civil Support Team and New England CERFP) to support hazardous materials responses if requested.

**i. U.S. Coast Guard**

Provide personnel and equipment to support hazardous materials responses if requested.

**j. Other Agencies**

Other agencies (e.g., governmental and non-governmental) not explicitly named in this plan may have authorities, resources, capabilities, or expertise required or needed to support ESF-10 activities. These agencies may be requested to support ESF-10 activities on an as needed basis.

## Section 5: Supplementary and Procedural Documents

- Maine Debris Management Plan
- Maine DEP Emergency Response Plans
- Maine DEP Emergency Spill Response
- Maine Hazard Mitigation Plans
- Maine Terrorism Response Plan
- Marine Oil Spill Contingency Plan
- Radiological Emergency Response Plan
- Risk Management Plan

## Section 6: References

- Actions to Improve Chemical Facility Safety and Security
- Chemical Facility Anti-Terrorism Standards
- Chemical Safety Alert: Safer Technology and Alternatives
- Chemical Suicide Guidance
- Chemical Suicide Risk Assessment
- Computer Aided Management of Emergency Operations software (CAMEO) – USEPA developed
- Critical Infrastructure/Chemical Security
- DO Nuclear Emergency Response Protocol
- Emergency Planning and Community Right to Know Act (EPCRA)
- Emergency Procedures for Seabrook
- Environmental Justice Screening and Mapping Tool
- Executive Order 13650
- How to Prepare your Community for a Chemical Emergency
- IAB Training Trigger Crude Oil Rail Shipments
- Maine DOT Maintenance Regions
- Maine DOT Map Viewer
- Maine Radiological Emergency Response Plan for Seabrook Station
- Maine Rail Map
- MRSA 37B Chapter 13, Section A
- National Association of SARA Title III Program Officials
- NFPA 400 Hazardous Materials Code, Ammonium Nitrate Revised
- NRT 1 Hazardous Materials Emergency Planning Guide National Response Team 2001
- OCIA Bakken Crude Oil by Rail
- OCIA Pipeline and Rail Incidents 1985 -2014
- Point LePreau Map
- Preparation Initiatives for Crude Oil
- Radiological Emergency Preparedness Manual 2015
- Safe Storage, Handling, and Management of Ammonium Nitrate
- Technical Guidance for Hazards Analysis US EPA December 1987
- Tier II Inventory Form Instructions
- Transportation Rail Incident Preparedness & Response: Flammable Liquid Unit Trains
- Upgrades to the CAMEO Software Suite
- Chemical Advisory: Safe Storage, Handling, and Management of Solid Ammonium Nitrate Pills
- Chemical Facility Safety and Security

# ESF 11

Emergency Operations Plan – Emergency Support Function 11  
*Agriculture, Animals, and Natural Resources*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Agriculture, Conservation and Forestry (DACF)

## 1.2 Supporting Agencies

- Department Health and Human Services - Maine Center for Disease Control and Prevention (Maine CDC)
- Department of Environmental Protection (DEP)
- American Red Cross (ARC)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 11 (ESF-11), Agriculture, Animals, and Natural Resources, provides a framework for coordination and cooperation across state agencies and other organizations regarding the control and support of animal search, rescue, recovery, and reunification needs and activities before, during, and after a disaster or incident.

In addition, this annex provides guidance to address issues concerning agriculture and natural resources to include: the impacts of livestock, crops, plant disease, pest control, foreign animal disease or animal disease, and other related incidents affecting the health, safety, and welfare of humans and animals before, during, and after a disaster or incident.

The protection of cultural resources and historic properties are addressed in **Appendix A. Protection of Cultural Resources and Historic Properties**.

### 2.2 Scope

- This annex is applicable to agencies and departments in the state, as well as federal agencies and supporting organizations that may have a role in supporting animal or agriculture related disaster activities.
- The DACF developed and will maintain this annex.
- All local and state laws pertaining to animal licensing, rabies and disease prevention, vaccination, sheltering, and mass care services apply to this annex.
- DHHS assumes responsibility for all communicable disease involving humans (including those stemming from zoonotic disease) at the state level and will coordinate with local public health authorities, as needed.
- DACF is responsible for handling infectious animal and plant disease.
- DACF will work with local officials and responders to make necessary rules for suppression and prevention of infectious and contagious diseases among animals, and to mitigate the spread of plant diseases in the state through their existing rules and authorities.
- ESF-11 will coordinate assistance to cities and towns including personnel, equipment, facilities, materials, supplies, and/or technical support/subject matter expertise.
- ESF-11 will serve as the lead for large/farm animal sheltering and coordination.

### 2.3 Situation

Agriculture remains a major contributor to the economy of Maine. A major loss or threat of a loss affecting agriculture could result in significant economic losses if not rapidly and effectively addressed. A large-scale incident could pose a threat to crops, agricultural waste/discharge, pesticides, animal feeds, zoonotic disease, and other related issues.

In the event of a significant incident or disaster, local government resources may be quickly overwhelmed and unable to provide assistance for residents and their pets, and farms and their livestock and crops. An incident/disaster of large magnitude could result in injured, displaced and/or deceased animals, and require support for the evacuation, care, disposal and shelter of animals. Farmers may need



to evacuate their farms leaving large animals or livestock temporarily separated and without necessary continuous care.

Certain incidents, such as hazardous materials releases, may have direct impacts on agricultural resources, and actions may need to be taken for the mitigation of impacts to or embargo of impacted crops and/or livestock/livestock products. In addition, exotic or emerging disease found in Maine livestock (cattle, horses, poultry, swine, sheep, goats, and captive deer) will have significant national and international trade implications causing economic disruption.

## **2.4 Assumptions**

- Cities and towns may have incident management resources, plans, and procedures to support animal and agricultural response.
- The sheltering and protection of animals is the primary responsibility of animal owners, and they will take reasonable steps to provide for their animals during an incident.
- Farmers, orchard owners and producers, and other agriculture related individuals and businesses will retain primary responsibility for their crops and will take reasonable steps to protect their agricultural crops during an incident.
- Agencies, departments, and organizations not included in this annex may be called upon to assist in emergency operations in support of disaster response consistent with their roles and responsibilities related to animals.
- Assistance provided to address animal and agriculture issues in an incident/disaster is a coordinated effort of local, state, federal, private, and volunteer organizations.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-11.

Each agency shall designate a minimum of four persons who can serve as representatives for their agency at the State Emergency Operations Center (SEOC) to support ESF activities. The designated agency representatives should have the capability and authority to reach back to its own agency to request resources and obtain necessary information to support the response to the incident.

The objectives of ESF-11 are to coordinate resources to:

- Address risks to animals, livestock, and companions (e.g., collapsed barn, animal disease not found in humans, etc.).
- Provide input to DHHS regarding the potential for diseases in animals to impact human health (i.e., rabies, Eastern equine encephalitis (EEE), West Nile virus (WNV), etc.).
- Provide technical assistance to DHHS regarding pest and vector control, as needed.
- Address risks to humans associated with animals (e.g., escaped farm or zoo animals).
- Assist in capture/rescue of animals that have escaped confinement or have been displaced from their natural habitat.
- Provide emergency care to animals injured during an incident.
- Assist with the evacuation of people with household pets and/or service animals without means of evacuation transportation.
- Remove and properly dispose of animal carcasses.
- Assist with long-term maintenance, placement, or disposition of animals that cannot be returned to their normal habitat or have been separated from their owners.
- Coordinate assistance for livestock/farm and companion animals.
- Issue and enforce animal quarantines based on disease outbreaks.
- Assess and respond to emergency issues relating to crops.
- Minimize public health and economic impacts to the food chain and crops.
- Conduct surveillance and response of plant pest infestation and plant disease incidents.
- Diagnose, control, and eradicate zoonotic disease to prevent transmission and minimize the threat to human and animal health.
- Assist in clean-up of agricultural waste related to the incident response.

### 3.2 Activities

Responsible agencies for ESF-11 should conduct the following activities:

#### a. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.

- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures to support ESF-11 activities.
- Maintain and update necessary and appropriate contacts with support agencies and those organizations.
- Designate staff that will support SEOC operations.
- Provide for surveillance of emergency issues related to crops, animal feeds, manure pits, fertilizers, and pesticides.
- Provide for surveillance of plant pests of unknown or questionable origin, which may pose a potential or substantial threat to agriculture, economy, or public health of the state.
- Provide for surveillance of foreign animal disease or animal disease, syndrome, chemical, poison, or toxin that may pose a substantial threat to the animal industries, economy, wildlife, or public health of the state.
- Provide for surveillance of plant and animal disease and infestation that may pose a substantial threat to wildlife and other natural resources.
- Conduct training and participate in exercises.

## **b. Response**

### **i. Pre-Impact**

- Provide at least two representatives to the SEOC to support ESF-8. A total of four personnel must be trained to support the Lead Coordinating Agency.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify appropriate points of contact at each respective ESF-11 agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure respective ESF-11 agency and organization decision makers are kept informed of the situation and provide ongoing updates to their respective agency/organization.
- Test communications and warning systems.
- Verify inventories of available resources, and provide a summary listing to the SEOC Operations Section Chief.
- Mobilize and pre-position resources when it is apparent that ESF-11 agency or organization/state resources will be required.
- Implement any Emergency Action Plans and coordinate responses to address outbreaks (see Maine Animal Emergency Disease and Disaster Plan).
- Develop response teams that can respond to disease outbreaks and emergencies in the field.

### **ii. Initial Response**

- Coordinate personnel and resources for field assessment and response/recovery teams, as necessary.
- Gather and provide situational awareness.
- Establish communications with appropriate deployed agency field personnel to coordinate resources to support response efforts.
- Develop information for the incident action plan and provide to the Planning Section.

- Coordinate resources to support response to livestock and equine-related impacts.
- Assist with identification and location of housing and other related services.
- Coordinate with the Operations Section regarding staging areas for animal related supplies; including, but not limited to, food, medical, and farm-related supplies.
- Pre-position resources at the nearest staging area(s), as needed.
- Coordinate with the SEOC Logistics Section on the distribution of supplies to and from the staging areas.
- Coordinate resources to support the response to animal and plant issues which impact public or animal health (includes, but is not limited to, disease outbreak, bioterrorism, waste and carcass disposal) in conjunction with ESFs 3, 8, and 10.
- Activate response teams to evaluate and appraise suspected infected and exposed livestock, and provide recommendations (i.e., destroy, disposal).
- Coordinate deployment of the task force(s) with the Operations Section Chief.
- Coordinate resources for possible quarantine and/or control of movement of impacted animals in and around infected areas. In the event of quarantine, movement of animals will be restricted.
- Coordinate resources to support restricting the movement of animals of susceptible species and vehicles known to transport such animals into the state.
- Coordinate resources to support the tracing of the origin of the disease outbreak and monitor and control its potential spread.
- Coordinate resources to conduct an evaluation of suspected infected non-domesticated populations (wildlife).
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred by supporting ESF-11 response actions during the incident.

**iii. Coordination with other ESFs**

- ESF-1, Transportation, on transportation needs for animals.
- ESF-6, Mass Care, on animal sheltering activities. If needed, provide emergency supplies that enable people with disabilities to care for their service animals.
- ESF-6, Mass Care, to gather resources to support animal rescue, evacuation, sheltering, and reunification.
- ESF-6, Mass Care, concerning protocols for goods donated for animal emergency response assistance.
- ESF-10, Oil and Hazardous Materials, for disposal of hazardous waste.
- ESF-15, External Affairs, to provide information to the public, industry, and local government on impacts to animal and public health, movement controls and eradication.
- Coordinate with other ESFs that may have authorities, resources, capabilities, or expertise necessary to support ESF-11 missions.
- Coordinate with other ESFs represented at the SEOC to provide support to address nuisance and public health concerns (e.g., rabies and/or other animal related diseases) involving wildlife that may be deceased, or escaped confinement or displaced from their natural habitat.

**iv. Ongoing Response**

- Continue to gather and provide situational awareness.
- Provide information to the Planning Section as needed to update Situation Reports and Incident Action Plans (IAPs).

- As necessary, coordinate resources to support the following response activities:
  - Capturing of injured and displaced animals.
  - Sheltering of, provision of medical care for, relocation, and reunification of animals with their owners.
  - Acquisition of additional large animal feed, pet food and supplies to support the relief efforts.
  - Identification and location of temporary sheltering and other related services (animal food only) for displaced livestock.
  - Tracing the origin of disease outbreak and monitor and control its potential spread.
  - Evaluating and diagnosing animals suspected of having infectious or contagious disease.
  - Issuing and enforcing animal disease quarantines.
  - Timely and proper carcass disposal. Utilize DACF Carcass Disposal/Management Plan.
- Assess and respond to emergency issues relating to crops and plant pest infestation.
- Minimize public health and economic impacts of food and agriculture-related incidents.
- Coordinate surveillance and eradication of plant pests which may pose a potential threat to agriculture.
- Clean-up of large agricultural wastes. This process includes, but is not limited to: contaminated feed, manure and sewage, pesticides, contaminated crops, and animal carcasses.
- Ensure appropriate staffing levels at the SEOC for ESF-11 as determined by the SEOC Planning Section Chief and SEOC Operations Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.

### **c. Recovery**

- Coordinate recovery actions with the Comprehensive Emergency Management Plan, Volume III Interagency Disaster Response Plan.
- Participate in after-action meetings and review after action reports, as appropriate.
- Coordinate resources to support the consolidation or closing of animal shelters or confinement areas in conjunction with ESF-6.
- Coordinate resources to support long-term maintenance, placement or disposition of animals that cannot be returned to their normal habitat or those that have been separated from their owners.

### **d. Mitigation**

- Conduct assessments of ESF-11 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Agriculture, Conservation and Forestry

- Serve as the lead agency for animal sheltering and coordination.
- Assess stability of impacted area and determine animal related response needs.
- Coordinate veterinary resources to monitor the health of rescued animals, those in emergency shelters and livestock.
- Coordinate information on facilities that could serve as emergency animal shelters for all species.
- Provide information on status of agricultural crops both for humans and animals, producers and resources.
- DACF, along with USDA/APHIS. will minimize the impacts of pests and diseases entering the state via imported produce and plants.
- Coordinate resources to enforce state animal control statutes.
- Coordinate resources to support diagnostic laboratory support.
- Coordinate with USDA/APHIS to support disease control efforts.
- Provide technical assistance along with USDA/APHIS and University of Maine Extension to help define the limits of agricultural areas that have been impacted by infectious and/or contagious disease for human food and animal crops via geographical information system (GIS)/mapping.
- Coordinate and provide information on decisions to be made about quarantining impacted human food and animal crops.
- Coordinate with USDA/APHIS and Maine Farm Bureau and provide information for Maine farmers whose crops and/or livestock may be impacted by the incident.
- Coordinate the mission of veterinary teams that have been deployed.
- Distribute scientific, procedural, and diagnostic information on animal disease and/or disaster impacts to animals to veterinarians practicing in Maine (with State Veterinarian consultation).
- Coordinate with ESF-8, Public Health and Medical Services, to determine needs to shelter impacted or potentially impacted animals and/or place them on stored feed and water.
- Coordinate resources to evaluate and diagnose animals suspected of having infectious or contagious disease.
- Impose quarantines and movement restrictions, as necessary, to prevent spread of disease and ensure eradication of disease.
- Coordinate the appraisal and compensation of diseased or susceptible animals and/or property prior to destruction.
- Identify and document information on dead animals and support the removal and proper disposal of carcasses. (See Debris Management Plan, Appendix A. Protection of Cultural Resources and Historic Properties – Animal Carcass Disposal).
- Prepare official notices to the farming community relative to disease outbreak and efforts to control it (with State Veterinarian consultation).
- Coordinate development of public information statements with the SEOC Public Information Officer and ESF-15.
- Coordinate with local racetracks on the use of their resources.

## 4.2 Supporting Agencies

### a. Department of Health and Human Services – Maine Center for Disease Control and Prevention

- Confirm information that determines if an animal-related disease is or could become zoonotic.
- Coordinate with DACF to evaluate the risks and impacts of an animal or zoonotic disease on public health.
- Assess stability of impacted area and determine animal-related response needs for zoonotic disease.
- Identify human health risks associated with animal and zoonotic diseases.
- Coordinate information on preventative measures.
- Ensure that special medications for treating and/or preventing zoonotic disease, if required, are available to the local medical facilities.
- Provide advice regarding health effects of the disease outbreak or its management to the public.
- Provide technical assistance to DEP in approving animal carcass disposal sites within local jurisdictions.
- Provide resources to monitor eradication operations to ensure that the health and safety of workers is being protected.
- Coordinate resources to support the removal and proper disposal of animal carcasses.
- Provide technical assistance regarding public health aspects of eradication operations.
- Collaborate with DACF and the SEOC Public Information Officer (PIO) regarding the development and release of information to the general public on impacts of the ongoing incident to public health and recommended preventative measures the public should take.

### b. Department of Environmental Protection

Support waste and carcass disposal and related issues according to the State of Maine Debris Management Plan.

### c. American Red Cross

Coordinate with DACF to co-locate pet shelters alongside those of their owners.

### d. Other Agencies

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-11 activities. These agencies may be requested to support ESF-11 activities on an as needed basis.

## Section 5: Supplementary and Procedural Documents

- State Debris Management Plan
- Avian Potential Composting Sites



## Section 6: References

- The Disaster Relief Act of 1974
- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Pets Evacuation and Transportation Standards Act of 2006
- Americans with Disabilities Act of 1990

# ESF 12

## Emergency Operations Plan – Emergency Support Function 12 *Energy*

# Section 1: Introduction

## 1.1 Lead Agencies

- Public Utilities Commission (PUC)
- Governor's Energy Office (GEO)

## 1.2 Supporting Agencies

Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 12 (ESF-12), Energy, provides a framework for coordination for emergency response measures used by the MEMA, PUC, GEO, other state agencies, non-government organizations, and private utilities in responding to and recovering from fuel shortages, power outages, and capacity shortages caused by an emergency incident, major disaster, acts of war, terrorism (physical or cyber), or civil disturbance in the state of Maine.

### 2.2 Scope

This annex is applicable to agencies and departments in the state of Maine, as well as affiliated energy partners, with a role in fuel and power supply activities in response to an emergency incident or major disaster. ESF-12 will coordinate the emergency supply and transportation of fuel and the provision of emergency power to support immediate response operations as well as the restoration of the normal supply of power. ESF-12 will work closely with local, state, and federal agencies, energy offices, suppliers, generators, transmission and distribution entities, and fuel delivery organizations (e.g., motor transport association, pipeline owners, petroleum terminal operators, railroads).

As the situation develops, agencies within ESF-12 will work collaboratively to provide coordination and support to local jurisdictions based on their agencies or organizations unique areas of expertise, resources, and authorities, to include the following:

- State assistance will be prioritized in the following manner:
  - Coordinate the supplying of fuel to emergency response organizations, critical infrastructure, and in areas along evacuation routes.
  - Coordinate the supplying of technical personnel, equipment, materials, and supplies, support of efforts by EOCs and ESFs to repair or restore essential operating facilities and infrastructure.
  - Update emergency shelter power status and unmet needs in coordination with the American Red Cross (ARC) and ESF 6, Mass Care. Assist in providing resources for emergency power generation.
  - In coordination with ISO New England, provide emergency planning, data analysis, forecasting of the energy situation, and implementation of energy conservation measures.
- ESF-12 agencies will coordinate with other state, local, and federal agencies, private utilities, industry, and through the Public Information Officer (PIO) in carrying out their responsibilities.

### 2.3 Situation

ESF-12 addresses significant disruptions, as determined by the State Emergency Operations Center (SEOC) Manager, in energy supplies for any reason, whether caused by physical or cyber disruption of energy transmission and distribution or delivery systems, unexpected operational failure of such systems, or unusual economic or international political events. Electric energy shortages may result from generation capacity shortages, transmission limitations, or fuel curtailment. Generation capacity shortfalls will likely occur during extreme weather conditions.

However, they could also be the result of a higher-than-projected demand for energy during periods when generating units are normally unavailable due to scheduled maintenance or unplanned generating unit outages. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum fuels for automotive transportation and other industrial uses, may result from extreme weather conditions, work stoppages, or international embargoes.

## 2.4 Assumptions

- The impact of a major natural disaster or a technological or other man-made event affecting one or more areas of the state could result in an energy emergency when demand for electricity, fuel, or any other material related to energy production exceeds the available supply. The secondary effects of damage to energy systems in the state could render local support systems inoperable for a prolonged period.
- Dispersed and widespread damage from a disaster will hinder restoration of energy-distribution facilities, which can directly impact other critical facilities and systems such as transportation, communications, and utility systems. Failure of these systems has a direct effect on a community's ability to recover from a disaster, which is why timely restoration of energy supply systems is vital.
- The restoration of normal operations at energy facilities and distribution systems is the primary responsibility of the facility/infrastructure owners. However, since the restoration of normal operations is critical to the recovery process, ESF-12 through the SEOC may provide the appropriate supplemental state assistance and resources to facilitate restoration in a timely manner.
- Demand on local resources in anticipation of or response to a major threat may overwhelm local energy capabilities and fuel availability.
- The GEO has authority under 37-B M.R.S.A. section 742, and pursuant to 49 CFR, part 390.23, of facilitating a waiver to the U.S. Department of Transportation, Federal Motor Carrier Safety Regulations, specifically 49 CFR, part 395, Hours of Service of Drivers.
- During periods of abnormal weather, or in the event of multiple unanticipated generating unit outages, there may be times when generating capacity falls short of customer demand. That said, this has not happened in recent history. If there was a catastrophic failure, it would be a region-wide failure, as our electric grid is maintained as a region.
- Widespread and prolonged electrical power failure may occur in the event of an emergency or major disaster. Without electric power, communications will be affected and traffic signals will not operate, causing gridlock. Public health and safety services will be impacted. Outages will impede the distribution of petroleum products to support emergency power generation.
- Fuel hoarding will likely occur when prolonged fuel scarcities are anticipated.
- Affected areas may not be readily accessible, except by air.
- ESF-12 will communicate and coordinate with state, county, and local support agencies, private industry, and the utilities to prioritize emergency support and energy restoration efforts.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. Upon request from MEMA, ESF-12 agency liaisons will report to the SEOC to coordinate resources to support the response to energy-related emergencies and requests for assistance. The lead agencies will provide direction to and work in conjunction with the support agencies to coordinate all state-level activities associated with ESF-12 in as efficient a manner as possible, with prioritization for the protection of life and property.

Each responsible agency/organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency/organization at the SEOC to support ESF-12 activities.

MEMA is responsible for coordinating the functions of ESF-12 and for bringing additional resources from other federal and state agencies, as needed.

- Energy and fuel-related response activities will be provided upon mission assignment from MEMA only when county and local resources are deemed inadequate or potentially inadequate, in responding to and recovering from the incident. Operations will continue at the SEOC until the SEOC returns to normal operations or as otherwise directed.
- Responsible agencies are assigned to ESF-12 to support the restoration of energy services and resources, including fuel shortages, power outages, and capacity shortage after a major disaster or emergency. Although the composition of the responding agencies will likely change as a result of the nature of the event and planning process, it is anticipated that these agencies and the other supporting organizations will constitute the basis for providing energy-related assistance.
- When electric utility operating reserves are nearly exhausted, and there is an immediate possibility of curtailment or loss of firm load, or when other energy supplies (such as natural gas or automobile fuel) are disrupted, an appraisal of the situation will be made by designated authorities and personnel.
- Emergency organization personnel are mobilized to direct and coordinate relief efforts, communicate with the public and appropriate governmental agencies, and ensure restoration of normal service.

The following are the objectives of ESF-12:

- Establish a framework for state-level emergency-related energy prevention, preparedness, mitigation, response, and recovery activities;
- Share information and coordinate response activities across pertinent state agencies regarding energy related requests for assistance in a manner that ensures consistency with established state policies and procedures;
- Monitor and mitigate potential effects of a disaster on critical state-level energy infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities;
- Provide situational awareness and expertise on the status of energy infrastructure and fuel supplies in Maine and neighboring states and Canada;

- Assess energy system damage, energy supply, demand, and resources needed to restore such systems.
- Assist state, local, and tribal agencies in obtaining fuel for transportation and emergency operations.
- Administer, as needed, statutory authorities for energy priorities and energy allocations.
- Coordinate with federal ESF-12 and support agencies to assist energy suppliers in obtaining information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
- Recommend local and state actions to save energy in response to an emergency incident or major disaster.
- Coordinate with local, state, and federal agencies to provide emergency energy information, education, and conservation guidance to the public.
- Coordinate information with local, state, federal officials and energy suppliers about available energy supply recovery assistance.
- Recommend to the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) priorities to aid restoration of damaged energy systems.
- Process all fuel and power assistance requests from local Emergency Operations Centers (EOCs) and ESFs received through the SEOC.

## 3.2 Activities

Responsible Agencies for ESF-12 should conduct the following actions:

### a. Prevention

- Communicate and share information across agencies with energy responsibilities.
- Collaborate and coordinate on energy related reliability and security (physical and/or cyber) initiatives.
- Identify opportunities to collaborate on protection of critical energy and fuel related infrastructure and key resources in the state of Maine.
- Identify potential emergency energy issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-12 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of respective agency facilities, equipment, materials, supplies, special capabilities, and personnel throughout the state.
- Complete appropriate training and participate in exercises, as requested.
- Ensure that all responsible agencies have pre-designated staff available to support this annex and SEOC operations.



- Participate in scheduled exercises and training in order to test, validate, and provide working experience for ESF-12 liaisons on this annex and related procedures.

## c. Response

### i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-10. A total of four personnel must be trained to support the lead agencies.
- Maintain communications within the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each responsible agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure responsible agency decision makers are kept informed of the situation.
- Coordinate information collection and summarization to verify energy damage assessment, restoration activities, capabilities, and inventories, and report this information on a regular basis to the SEOC Planning Section.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section, as needed.
- Identify available resources and coordinate the mobilization and pre-positioning of response resources, once it is apparent that state energy resources will be required or as requested by the SEOC Manager.

### ii. Initial Response

- If agency has not already done so, provide appropriate representative(s) to the SEOC to support ESF-12.
- Designate appropriate staff to support response.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations and Logistics Section Chiefs.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Establish and maintain communications with utility representatives and/or fuel suppliers to determine response and recovery needs.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section, as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- Develop and prioritize strategies to support initial response, to include the mobilization of resources and personnel.
- Ensure establishment of communications with the SEOC to coordinate the response and planning efforts for the emergency or major disaster.
- Oversee implementation of pre-determined cost accounting measures for tracking overall ESF-12 personnel, equipment, materials, and other costs incurred during emergency response actions.
- If not already completed, pre-position response personnel and equipment when state energy resources will likely be needed.
- Conduct an initial assessment of energy needs, and assemble and analyze energy data for forecasting future energy availability.

- Monitor the procedures followed by utilities during shortages of energy-generating capacity to ensure statewide action and communication.
- Determine the generating capacity in the state of Maine, peak loads expected throughout the duration of event, explanation of utilities' actions, and recommendations of state and local agency actions in support of the utilities.
- Coordinate with county governments, trade associations, industry, the media, and federal counterparts.
- Monitor procedures and activities of the petroleum industry regarding emergency fuel supplies.
- Coordinate with MEMA, DPS, and the Governor's Office to obtain driver hour waivers to assist in obtaining emergency supplies of petroleum and propane products.
- Coordinate with federal ESF counterpart, as needed.

**iii. Coordination with other ESFs**

- ESF-1, Transportation, for the reallocation of critical energy supplies.
- ESF-13, Public Safety and Security, for energy and utility-related traffic control needs and public safety and security.
- ESF-13, Public Safety and Security, to coordinate security for vital energy supplies.
- ESF-15, External Affairs, to update news organizations with assessments of energy supply, demand, and resources available to repair or restore energy generation and distribution systems.
- ESF-15, External Affairs, to provide energy emergency information and guidance to the public.
- Other ESF teams in anticipation of projected energy-related needs and coordinate appropriate response efforts

**iv. Ongoing Response**

- Monitor state, county, local, utility, and fuel oil organization response actions.
- Assess requests for aid from county, local, state, and federal agencies, and energy offices, suppliers, and distributors.
- When requested, coordinate with responsible agencies to obtain needed resources to repair damaged energy systems. Coordinate with the SEOC Manager and state and local emergency organizations to establish priorities for repairing damage to energy generation and distribution systems beyond those already established between responsible agencies and local emergency organizations.
- Coordinate with ISO New England on operating procedure action levels and any necessary public appeals for voluntary conservation.
- Keep accurate logs and records of emergency responses.
- Provide information to the Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- Document observations and recommendations for after-action reports and other reports as appropriate.

**d. Recovery**

- As needed, coordinate resources to support energy-related requests for assistance during recovery.
- Provide assistance and technical expertise to MEMA damage assessment teams.

- Anticipate and prepare to provide technical assistance, personnel, and resources to support ongoing restoration of utility and fuel infrastructure.
- Participate in after-action reviews.

**e. Mitigation**

- Identify potential emergency energy issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of ESF-12 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Public Utilities Commission – *electricity*

PUC monitors the performance of utility distribution systems, restoration of utility services, and capability to respond to outages. Responsibilities include:

- Report to the SEOC, as directed, to staff the ESF-12 work station.
- Identify and coordinate ESF-12 staffing requirements at the SEOC.
- Direct, coordinate, and integrate the overall state effort to provide resources needed for energy restoration.
- Develop written procedures to implement ESF-12 responsibilities, as necessary.
- Maintain communications with electric and natural gas providers and other essential energy components of the affected area to obtain information concerning damage and required assistance in their areas of operation.
- Monitor the actions taken by the individual utilities during generating capacity shortages and the actions taken by other utilities to ensure coordinated statewide action and communications.
- Coordinate with ISO New England, and electric utilities to compile the following information:
  - Electric generating capacity in the State of Maine,
  - Expected electric peak load in the State of Maine,
  - Geographic areas and number of customers expected to be most severely affected, if available,
  - Status of any major generating unit outages,
  - Expected duration of event,
  - Explanations of utilities planned actions, and
  - Recommendations of agency actions in support of the utilities.

Where applicable, these requirements also relate to other energy sources that include, but are not limited to, natural gas, wind, oil, and propane.

In addition to the above list, provide information related to outages (customers impacted/estimated restoration times), utility demand, utility planned actions, and recommendations of agency actions in support of utilities.

- Implement energy emergency procedures for reducing demand, when necessary.
- Communicate and coordinate with county, local, state, federal agencies, and organizations in coordinating resources to respond to any energy emergencies and work on energy restoration.
- Ensure that necessary cost accounting measures are being used by all support agencies and that summary reports are generated, as needed, and shared with SEOC Command Staff.
- Coordinate with other ESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state transportation resources.
- Provide regular updates on ongoing ESF-12 operations to the SEOC Operations and Planning Sections.

- Coordinate with other responsible agencies to commit agency resources for energy resources and prioritize needs based on the protection of life and property.
- Work with ISO New England to coordinate with private energy suppliers to obtain status information on a regular basis.

#### **b. Governor's Energy Office - fuel**

GEO is responsible for planning and coordinating state energy policy and serves as the primary energy policy advisor to the Governor. As the designated State Energy Office, the GEO is charged with providing leadership in the development of public and private partnerships that achieve clean, reliable, affordable, efficient, sustainable, indigenous, and renewable energy resources. It is the responsibility of the GEO to work in conjunction with other departments of State Government, the Legislature, and private and nonprofit sectors to advance and optimize Maine's energy security, economic development, and environmental health. The GEO develops and implements policies and programs aimed at ensuring the adequacy, security, diversity, and cost-effectiveness of the State of Maine's energy supply within the context of creating a cleaner energy future.

- Allocate state-owned/administered fuel, when necessary and available.
- In the event of a shortage of automobile fuel or fuels needed for other industrial purpose, the ESF-12 lead will coordinate with industry trade groups and associations to obtain essential fuel supplies.
- Coordinate with ESF-13, Public Safety and Security, to obtain waivers for industry requests for waivers to hours of service for energy industry truck drivers and overweight energy transportation vehicles, as necessary.
- Coordinate with the ESF-3, Public Works and Engineering, to obtain necessary emergency environmental waivers.
- Coordinate with other agencies and organizations, as necessary.
- Develop protocols to establish priorities to repair energy systems and coordinate the provision of temporary, alternate, or interim sources of natural gas supply, electric power, wind, and propane fuels.

## **4.2 Supporting Agencies**

### **a. Department of Defense, Veterans, and Emergency Management - Maine National Guard**

Provide personnel and equipment (e.g., line trucks, splicer trucks, trenchers, cable line trucks, and power generation equipment) to support missions if requested.

### **b. Other Agencies**

Other agencies (e.g., governmental and non-governmental agencies) not explicitly named in this plan may have authorities, resources, capabilities, or expertise required or needed to support ESF-12 activities. These agencies may be requested to support ESF-12 activities on an as needed basis.

## Section 5: Supplementary and Procedural Documents

- MEMA Electric Procedures
- Maine Energy Assurance and Emergency Management Plan  
[http://maine.gov/energy/pdf/EAP\\_Final\\_7.2012.pdf](http://maine.gov/energy/pdf/EAP_Final_7.2012.pdf)

## Section 6: References

- Effects of Geomagnetic Disturbances on the Bulk Power System
- Energy Fast Facts July 2014
- Issues Affecting Co-Location of Energy Infrastructure 2011
- Maine Biofuels in Heating Oil 2011
- Maine Combined Heat and Power 2010
- Maine Energy Profile 2014
- Maine Hydropower Study 2015
- Maine Waste to Energy Power 2011
- Oil Dependence Reduction Assessment 2013
- Oil Dependency Reduction Policy Recommendations
- Reliability Guideline: Geomagnetic Disturbances
- Residential Geothermal Heating and Cooling Systems in Maine
- Review of Terms and Conditions for Long-Term Contracts and Renewable Ocean Energy
- Guidelines for Activating Canadian Utilities
- United States Electricity Industry Primer
- Maine Energy Risk Profile <http://www.energy.gov/sites/prod/files/2015/05/f22/ME-Energy%20Sector%20Risk%20Profile.pdf>
- Maine Comprehensive Energy Plan Update 2015  
<http://maine.gov/energy/pdf/2015%20Energy%20Plan%20Update%20Final.pdf>

# ESF 13

Emergency Operations Plan – Emergency Support Function 13  
*Public Safety and Security*



## Section 1: Introduction

### 1.1 Lead Agencies

- Department of Public Safety - Maine State Police (MSP)
- Department of Inland Fisheries and Wildlife - Maine Warden Service (MWS)
- Department of Marine Resources - Marine Patrol (MP)

### 1.2 Supporting Agencies

- Department of Agriculture, Conservation, and Forestry – Maine Forest Service
- Department of Public Safety - Maine Information and Analysis Center (MIAC)
- Department of Corrections (DOC)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

Emergency Support Function 13 (ESF-13), Public Safety and Security, provides a framework for the coordination of state and local law enforcement personnel and equipment to support impacted areas in the event of an emergency or disaster. This annex also establishes guidance for ESF-13 to support other state and local emergency response agencies, and other ESFs prior to, during, and following an emergency or disaster.

### 2.2 Scope

- This annex is applicable to the agencies and departments in the state of Maine and affiliated response partners involved in law enforcement-related activities in response to an emergency or disaster.
- For purposes of ESF-13, “public safety and security” includes the coordination of personnel, resources, and equipment, as well as the ability to disseminate information to appropriate agencies in support of the overall law enforcement mission.
- Local Incident Commanders will have primary responsibility for situation assessment and determination of resource needs and will have tactical control of on-scene resources.
- State assistance through ESF-13 will only be provided once a city or town has fully committed all law enforcement resources available to it, including resources available through existing mutual aid agreements.
- Priorities for emergency response will be coordinated from the local emergency operations center.

### 2.3 Situation

Extensive property damage may occur following an emergency or major disaster impacting the state of Maine. Many private homes, businesses, major industries, and commercial enterprises may be damaged or destroyed. Much of the transportation and utility infrastructures may be severely affected. Emergency response personnel may be hampered in their response efforts due to transportation impasses, lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Looting and violence may occur in the affected areas. Such circumstances may require a higher degree of law enforcement support to facilitate response activities. Temporary hospitals, pharmacies, food and water drops, and shelters may require law enforcement security forces. Emergency support teams may also require security escorts. State agencies may need to immediately deploy state law enforcement resources from unaffected areas of the state.

### 2.4 Assumptions

- Most incidents that require law enforcement or security assets are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations, using resources that are readily available to them.
- Secondary events or disasters may threaten lives and property as well as deployed law enforcement personnel.
- Demand on local resources in anticipation of or in response to a major threat may overwhelm local law enforcement capabilities for personnel, equipment, and fuel.

- In a “no-notice” event, local resources may be damaged and potentially unavailable to support law enforcement activities, requiring immediate state assistance.
- Access to impacted areas may be severely limited and only reachable via air, water, or off-road vehicles.
- Maintaining state-level communications capabilities for coordination and situational awareness across agencies with responsibilities detailed in this annex will be critical to maintain situational awareness regarding law enforcement, security, and resource activities and needs.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agencies will provide direction and work in conjunction with the support agencies to coordinate the activities of ESF-13.

Each responsible agency/organization supporting this annex shall designate a minimum of three trained persons to serve as a representative for their respective agency/organization at the State Emergency Operations Center (SEOC) to support ESF-13 activities.

ESF-13 reports directly to the SEOC Operations Section, with an indirect report to the SEOC Planning Section.

The objectives of ESF-13 are to:

- Establish a framework for state level law enforcement prevention, preparedness, and response, recovery, and mitigation activities.
- Provide situational awareness on law enforcement and security emergency response activities in Maine and neighboring states.
- Provide subject matter expertise on law enforcement protocols and activities.
- ESF-13 will coordinate statewide resources upon request (or the determination of need by the SEOC), potentially to include:
  - Providing a system for the receipt and dissemination of information, data, and directives pertaining to activities among law enforcement agencies.
  - Inventorying available law enforcement personnel, facilities, and equipment in the state.
  - Coordinating and tracking the distribution and allocation of law enforcement resources in support of the overall response mission.

### 3.2 Activities

Responsible agencies for ESF-13 should conduct the following activities:

#### a. Prevention

- Communicate and share information across agencies and organizations with law enforcement and security responsibilities.
- Collaborate and coordinate on law enforcement and security initiatives.
- Conduct public education and outreach to the general public on law enforcement, public safety and security issues.

#### b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.

- Develop and maintain internal agency operational plans and procedures to support ESF-13 activities.
- Maintain and update necessary and appropriate contacts with support agencies and organizations.
- Maintain current inventories of agency facilities, equipment, materials and supplies.
- Complete appropriate training.
- Ensure that support agencies have pre-designated staff available to support SEOC operations.
- Participate in exercises and training in order to test, validate, and provide working experience for ESF liaisons on this annex and related procedures.

### **c. Response**

#### **i. Pre-Impact**

- Provide at least two representative(s) to the SEOC to support ESF-13. A total of three personnel must be trained to support the lead agencies.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure respective agency decision makers are kept informed of the situation.
- Test communications systems.
- Verify inventories of available resources and provide a summary listing to the SEOC Operations Section Chief.
- Mobilize and pre-position resources when it is apparent that state resources will be required.

#### **ii. Initial Response**

- Provide at least two representative(s) to the SEOC to support ESF-13. A total of three personnel must be trained to support the lead agencies.
- Designate appropriate staff to support response efforts.
- Gain and maintain situational awareness in order to plan effective response actions and make recommendations.
- Verify inventories of available statewide law enforcement and security resources, including personnel, as needed, and provide a summary listing to the SEOC Operations and Planning Sections.
- Establish communications with appropriate agency field personnel to coordinate response efforts.
- Implement predetermined cost accounting measures for tracking overall ESF-13 personnel, equipment, materials, and other costs incurred during emergency response actions.
- Pre-position response resources when it appears that state law enforcement and security resources will be required.
- Use existing law enforcement mutual aid structures to coordinate with other state and local agencies and other ESF-13s in the commitment or law enforcement/security resources from outside the affected area(s).

#### **iii. Coordination with other ESFs**

- ESF-9, Search and Rescue, on search and rescue efforts.

- ESF-15, External Affairs, on messaging to the general public regarding law enforcement, security, and public safety.

**iv. Ongoing Response**

- On an ongoing basis, re-assess priorities and strategies according to the most critical law enforcement/security needs.
- Track committed law enforcement/security resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-13.
- Provide information to the SEOC Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- Draft recommendations for after-action reports and other reports, as needed.

**d. Recovery Actions**

- Participate in after-action reviews.

**e. Mitigation Actions**

- Identify potential law enforcement and security issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-13 capabilities to identify potential resource shortfalls.
- Development plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Department of Public Safety - Maine State Police

- Staff the ESF-13 workstation at the SEOC.
- Identify and coordinate ESF-13 staffing requirements at the SEOC.
- Provide leadership in directing, coordinating, and integrating the overall state efforts to provide law enforcement and security assistance to affected regions of the state.
- Request and obtain assistance from support agencies, as well as other state and local support organizations.
- Invoke, as needed, mutual aid agreements with State Police agencies in adjoining states. (New England State Police Administrator Conference [NESPAC], Title 25, 1672).
- Continuously acquire and assess information about the disaster situation. Staff will identify the nature and extent of law enforcement and security problems, and establish appropriate monitoring and surveillance of the situation to obtain valid, ongoing information.
- Provide situational awareness on status of Maine State Police facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Report the following information to the SEOC Planning Section as required:
  - personnel and resource needs
  - damage assessments
  - exposure reports
  - casualty reports
  - evacuation status and traffic control reports
- As requested, coordinate resources to support closing or restricting access to areas impacted by a disaster.
- Coordinate resources to assist with traffic control as requested.
- Coordinate the provision of air assets for damage assessment or personnel transport, as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support search and rescue operations, as needed.

#### b. Department of Inland Fisheries and Wildlife - Maine Warden Service

- Provide situational awareness on status of Maine facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Coordinate resources to support traffic control, evacuation/relocation assistance, and the movement of essential supplies.
- Support convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support warning and notification efforts.



- Report the following information to the SEOC Planning Section, as required:
  - personnel and resource needs
  - damage assessments
  - exposure reports
  - casualty reports
  - evacuation status and traffic control reports
- Coordinate resources to support search and rescue operations.

#### **c. Department of Marine Resources - Marine Patrol**

- Provide situational awareness on status of Maine facilities, assets, and operations.
- Maintain routine law enforcement functions, including protection of life and property, enforcement of laws, conducting criminal investigations, and related tasks throughout the duration of the emergency.
- Coordinate resources to support traffic control, evacuation/relocation assistance, and the movement of essential supplies.
- Support convoys or escorts for emergency materials, commodities, or vehicles.
- Coordinate resources to support warning and notification efforts.
- Report the following information to the SEOC Planning Section, as required:
  - personnel and resource needs
  - damage assessments
  - exposure reports
  - casualty reports
  - evacuation status and traffic control reports
- Coordinate resources to support search and rescue operations.

## **4.2 Supporting Agencies**

#### **a. Department of Public Safety - Maine Information and Analysis Center**

- In partnership with local, state, and federal public safety agencies, provide information to assist in situational awareness and development of a common operating picture.
- Coordinate the implementation of a secure, comprehensive mechanism for the timely exchange of information.
- Provide accurate and timely intelligence products such as bulletins, intelligence and informational briefings, and strategic assessments.
- Provide direct analytical support for investigations involving precursor criminal activity.
- Promote SEOC awareness of priority intelligence requirements and of indicators of threats to the state of Maine.

#### **b. Department of Corrections**

Provide situational awareness on status of DOC facilities, assets, and operations.

#### **c. Maine National Guard**

Provide personnel to support security missions (e.g., securing facilities and other humanitarian missions) if requested.

## Section 5: Supplementary and Procedural Documents

- Maine Terrorism Response Plan
- Cyber Security Plan
- HAZMAT Plans
- WMD Plans
- Communications Plan Flowchart
- MIAC 001 Threat Receipt
- MIAC 002 Analytical Plan
- MIAC 003 Dissemination Plan
- MIAC 004 Collection Plan
- MIAC SIR Flow Process
- MIAC Workflow Matrix

## Section 6: References

- Maine Law Enforcement Directory
- Maine Traffic Management Manual for Seabrook Station
- MRS Title 25, Chapter 198: Maine State Police Compact
- MOU Between ATF, SFM, and MSP
- New England State Police Administrators Compact

# ESF 14

Emergency Operations Plan – Emergency Support Function 14  
*Transition to Recovery*

# Section 1: Introduction

## 1.1 Lead Agency

Department of Defense, Veterans, and Emergency Management – Maine Emergency Management Agency (MEMA)

## 1.2 Supporting Agencies

Recovery Support Function 1 (RSF-1) – Community Planning and Capacity Building (CPCB) Agencies

- Department of Agriculture, Conservation, and Forestry (DACF)
- Department of Economic and Community Development (DECD)
- Department of Health and Human Services (DHHS)
- Department of Transportation (DOT)
- Maine State Housing Authority (MSHA)

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## Section 2: Purpose, Scope, Situation and Assumptions

### 2.1 Purpose

The purpose of Emergency Support Function 14 (ESF-14), Transition to Recovery, is to describe how the state of Maine begins to deliver recovery support to local and tribal area governments during ongoing response operations, and during the transition to full recovery operations described in Maine's Comprehensive Emergency Management Plan (CEMP), Volume III, Interagency Disaster Recovery Plan (IDRP).

### 2.2 Scope

Recovery includes those activities that enable people and organizations from impacted jurisdictions to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community, and to plan long-term actions to build resilience and mitigate the effects of future disasters.

The intent of this annex is to provide guidance to enable more effective delivery of initial state-level recovery support to one or more disaster-impacted local and tribal area governments throughout the state of Maine. It provides a flexible and scalable structure that enables state and local/tribal disaster recovery managers to operate in a unified and collaborative manner with each other and with non-governmental and private sector organizations.

This annex also provides the overarching interagency coordination structure for recovery phases of Stafford Act incidents. Elements of the annex may also be used for non-Stafford Act incidents and incidents where federal assistance has not been requested or is not available.

This annex applies primarily to members of Maine's Emergency Response Team (ERT) and Disaster Recovery Team (DRT) identified in Gubernatorial Executive Order 2015-004. It also applies to other agencies, commissions, authorities, and boards of the Executive Branch of Maine State Government, as needed. It may also be useful to other recovery stakeholders (e.g., local, county and tribal governments; non-governmental organizations; voluntary agencies; and the private sector) who are engaged in their own recovery planning to enhance their understanding of how recovery operations in Maine will be implemented and how their planning efforts can be complementary. State departments and agencies will develop and maintain department-level recovery plans, as necessary, to deliver capabilities to fulfill their responsibilities under this annex.

Although this plan includes tribal area governments as state of Maine supported jurisdictions, recognized tribes in Maine have the option to not receive state support and to request federal assistance directly rather than through the state.

The scope of recovery operations will be different for all incidents and will be driven by factors that include, but are not limited by:

- Location within Maine and the concentration of damages
- Impacted population demographics (seasonally adjusted for tourism)
- Time of year in which the incident occurs
- Incident type

## 2.3 Situation

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward its planned recovery outcomes. Decisions made and priorities set by a community pre-disaster and early in the recovery process have a cascading effect on the nature, speed, and inclusiveness of recovery. **Appendix A. Recovery Continuum** depicts the interconnectedness of recovery activities from pre-incident through the long-term.

For a community faced with significant and widespread disaster impacts, preparedness, response, and recovery are not and cannot be separate and sequential efforts. Laying an effective foundation for recovery outcomes is a key requirement of response activities, but planning for recovery begins before response. Community-level planning for recovery is a preparedness-phase activity that strengthens continuity and response and hastens recovery. The challenge is to ensure adequate and effective coordination between different efforts and players, as the decision and outcomes for all phases are interconnected. Ultimately, a well prepared, thoughtful and speedy recovery translates to a faster resumption of systems, services, processes, and commerce that lead to normalcy, and fewer impacts to individuals, families, and communities.

Even while response activities are underway, recovery operations must begin. The emphasis on response gradually gives way to recovery operations, however, recovery core capabilities may involve some of the same functions as response core capabilities such as restoring interrupted utilities and other essential services, reestablishing transportation routes, providing food and shelter for those displaced by an incident, or reunifying children who have been displaced from their families/guardians.

Because of the natural relationship between response and recovery efforts and the fact that response and recovery activities often occur simultaneously, the responsibilities of some ESFs correspond with or transition to the responsibilities of Recovery Support Functions (RSFs). RSFs are coordinating structures identified later in this annex and further defined in the IDRP. The RSFs frequently build on the ESF capabilities and short-term recovery efforts applied by the ESFs to meet basic human needs, in order to integrate short-term recovery efforts with intermediate and long-term recovery needs.

## 2.4 Assumptions

- In a disaster, damage will occur.
- Disasters will occur which will exceed insurance coverage and county capabilities.
- Local and county officials understand the use of Form 7 for damage assessments.
- Events that do not meet damage threshold standards for federal assistance may require more long-term recovery actions by local and state agencies to make up for the lack of federal assistance program resources.
- Planning efforts may not rely on the assumption that federal assistance will always be available.
- Disaster assistance is supplemental and does not supplant insurance or existing capabilities.
- Local jurisdictions will document response and recovery costs for possible reimbursement.
- Not all incidents will require supplemental state or federal assistance for recovery.



## Section 3: Concept of Operations

### 3.1 General

The objective of the state's recovery mission is to support the local and tribal area governments in their pursuit of successful recoveries, understanding that each community defines successful recovery outcomes differently based on its circumstances, challenges, vision, and priorities. This annex addresses the beginning stages of state recovery operations that occur during the recovery operations period and the transition period leading to full recovery operations. The entire state recovery plan is detailed in Maine's Comprehensive Emergency Management Plan (CEMP), Volume III, Interagency Disaster Recovery Plan (IDRP).

While some post-incident, recovery assessments and initiating activities occur simultaneously with response activities, typically the recovery operation is ramping up as the response operation is ramping down. To effectively deliver support to local and tribal governments, it is critical that the two mission areas recognize the timing overlaps in their activities. During this timing overlap, response mission area/ESF activities will, when necessary, transition to the recovery mission area/RSFs.

This annex will be activated for all state and federal disaster declarations and may be activated for other non-declared incidents that warrant the mobilization of two or more state agencies to assist in the recovery or anticipated recovery of impacted jurisdictions.

Soon after an incident that prompts the activation of this annex, the DRT Coordinator will be appointed, and the DRT, a compilation of senior state agency representatives, will be alerted. Representatives from ESF-2, Communications, and ESF-15, External Affairs, in addition to the State Hazard Mitigation Officer/Advisor (SHMO), will be activated to perform recovery activities.

The DRT will monitor the situation during response operations in order to anticipate possible disaster services that will be needed to support the recovery efforts of local and tribal governments. The DRT is initially led by the DRT Coordinator, a senior member of the MEMA staff, and is organized into seven Recovery Support Functions:

**Table 1. Recovery Support Functions in Maine**

Recovery Support Function	Lead Agency
RSF-1: Community Planning and Capacity Building	Maine Emergency Management Agency
RSF-2: Economic	Department of Economic and Community Development
RSF-3: Health and Social Services	Department of Health and Human Services
RSF-4: Housing	Maine State Housing Authority
RSF-5: Infrastructure Systems	Department of Transportation Maine Emergency Management Agency
RSF-6: Natural and Cultural Resources	Department of Agriculture, Conservation and Forestry
RSF-7: Individuals and Families	Department of Health and Human Services Maine Emergency Management Agency

RSF-1 is comprised of the senior representative from the lead agency of each of the remaining RSFs. It also includes the State Individual Assistance Officer (IA-O) and the State Public Assistance Officer (PA-O), both from MEMA. Other administrative staff, planners or technical experts may be added as needed.

If the size and severity of the incident warrants it, RSF-1 will be activated concurrently when the DRT is alerted or soon thereafter. The DRT Coordinator will schedule an initial meeting of RSF-1 to provide a situational update and to coordinate the path forward for RSF-1 activities during ongoing response operations and during the transition to full recovery operations. An automatic trigger for the activation of RSF-1 is when the SEOC is activated and a Governor's Proclamation of a State of Emergency is made. Failing one or both of these conditions, RSF-1 activation will be at the discretion of the MEMA Director upon recommendation of the DRT Coordinator. The DRT Coordinator will also inform recovery representatives at the Federal Emergency Management Agency (FEMA) Region 1 about the incident so that they may monitor the situation and anticipate Maine's potential requests for federal assistance.

The level of state recovery support needed and the length of any activations or deployments of recovery personnel will vary depending on the scale and scope of disaster impacts and the ongoing assessment of the current capacity of impacted communities to recover.

## 3.2 Federal Assistance for Recovery

Federal assistance is normally provided in one of two ways: Stafford Act Declarations and Non-Stafford Act declarations. The state and local and tribal area governments do not require federal assistance to respond to most incidents, however, when an incident is of such severity and magnitude that effective response is beyond the capabilities of the state, local, and tribal governments, the Governor or Chief Executive of a tribe can request federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (The Stafford Act).

### a. Stafford Act Declarations

The Stafford Act authorizes the President to provide financial and other assistance to the state, local, and tribal governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following a Stafford Act Emergency or Major Disaster Declaration. Most forms of Stafford Act assistance require a state cost share which in Maine, is co-shared with local government. While Federal assistance under the Stafford Act may only be delivered after a declaration, FEMA may pre-deploy Federal assets when a declaration is likely and imminent. The Stafford Act provides for two types of declarations:

- **Emergency Declarations** are more limited in scope than a Major Disaster Declarations, provide fewer federal programs, and are not normally associated with recovery programs. However, the President may issue an Emergency Declaration prior to an actual incident to lessen or avert the threat of a catastrophe. Generally, federal assistance and funding are provided to meet specific emergency needs or to help prevent a catastrophe from occurring.
- **Major Disaster Declarations** provide more federal programs for response and recovery than an Emergency Declaration. Unlike an Emergency Declaration, a Major Disaster Declaration may only be issued after an incident has occurred.

See **Appendix B. Major Disaster Declaration Process in Maine.**

Catastrophic events and/or incidents of national significance will be subject to modified or expedited actions and may not follow the routine information gathering and analysis of data prior to seeking supplemental federal disaster assistance.

## b. Non-Stafford Act Declarations

Several federal departments and agencies have authorities to declare specific types of disasters or emergencies apart from the Stafford Act, such as a declaration by the U.S. Department of Agriculture, Secretary of Agriculture or a Small Business Administration (SBA) Physical Loss or Economic Injury Disaster Declaration. For other contingencies that the Stafford Act doesn't cover, such as nuclear power plant accidents, off-shore oil spills, major hazmat accidents or public health emergencies, other Congressional laws and Codes of Federal Regulation (CFRs) specific to those incidents are invoked. These authorities may be exercised independently of, concurrently with, or become part of a federal interagency recovery effort. Regardless of the hazard causing the event or the federal agency that has jurisdiction over that event, the state of Maine will activate this annex, when appropriate, to initiate recovery operations in support of impacted jurisdictions in need.

## 3.3 Activities

### a. Planning

#### i. Monitoring and Situational Awareness

RSF-1 will maintain situational awareness during ongoing response operations and beyond to provide themselves and leadership with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, status of the response, potential recovery issues or challenges, and to facilitate the integration of recovery activities. Situational awareness encompasses activities such as:

- Monitoring WebEOC and all other sources of available data and information.
- Sharing relevant information from WebEOC and Situation Reports to operational partners and subordinate organizations.
- Reporting potential issues and findings to RSF and DRT leadership.
- Engaging with counterparts at all levels of government, particularly those located in or around the impacted areas, as appropriate.
- Actively engaging with SEOC staff for relevant reports and information.

#### ii. Damage Assessment

Damage assessment is the process of evaluating and reporting damage in measurable terms. This information identifies seriously damaged areas, the types of damage, and the approximate cost of repair. It is used to identify the resources needed by local and tribal governments and if necessary, to support the state's request for federal assistance. Recovery activities are dependent upon rapid, thorough, and accurate damage assessments. See **Appendix C. Damage Assessments in Maine** for a depiction of the damage assessment process. Forms used for damage assessments are included as attachments to this annex.

*Local and tribal officials* will conduct an initial damage assessment within 24-48 hours following the incident to record the extent and severity of damages and to identify immediate needs of the community. They quickly report damages through their respective county

Emergency Management Agency (EMA) to MEMA. They also submit requests for recovery assistance to their respective county EMA for needs that cannot be fulfilled by the community or through mutual aid agreements. As soon as feasible, a more deliberate damage assessment is conducted that includes feasible cost estimates of all damages incurred that include public, private, non-profit, and individual and family sectors. More detailed and refined assessments are again sent through the county EMA to MEMA.

*RSF-1 agencies* will conduct functional damage assessments within their respective functional areas. Damage information received from outside of their functional area will be shared with other RSF-1 agencies, as appropriate. RSF-1 agencies will submit damage assessments through the DRT Coordinator to the State Coordinating Officer (SCO).

*Other damage information* from partners representing non-governmental organizations and the private sector will also be solicited and recorded in order to paint a complete picture of incident size and severity.

The SCO at MEMA with help from the PA-O, the IA-O, and other staff as needed, will collect, collate, analyze, and verify all damage assessments from all sources. After concluding damage assessment activities, the SCO may recommend to the MEMA Director, the need for federal assistance. The MEMA Director in turn, may then recommend to the Governor that a request for a Joint Preliminary Damage Assessment (PDA) be made to FEMA Region 1 as a precursor to requesting federal assistance.

After submitting damage assessments through the DRT Coordinator to the SCO, RSF-1 determines which, if any, of the remaining RSFs need to be activated for state-level recovery operations in support of local and tribal governments. The SCO provides a copy of collated damage assessments to RSF-1 to assist with the evaluation. RSF-1 draws upon all other available sources of damage information to include that captured from monitoring and situational awareness activities and provides an initial recommendation on potential RSF activations to the DRT Coordinator. The DRT Coordinator presents a recommendation to the SCO and/or the MEMA Director on which RSFs to activate. RSFs will not independently initiate RSF activities without activation by the DRT Coordinator.

## **b. Public Information and Warning**

DRT members will alert subordinate organizations and personnel to be prepared for activation of disaster programs and the possible curtailment of day-to-day services in order to assist local jurisdictions and tribes in their recovery efforts. Under ESF-15, the Public Information Officer (PIO) for response operations in the SEOC remains in place for recovery operations and thus creates continuity between the response and recovery mission areas. To adjust to changing conditions between response and recovery, the PIO may request changes to supporting PIOs from other agencies or changes to agencies providing PIOs to the JIC. Some of the tasks performed or coordinated by the PIO and representatives from ESF-2 during the transition from response to recovery may include:

- Informing elected/designated officials on recovery programs.
- Re-establishing sufficient communications in affected areas.

- Providing communications support to local and tribal governments with recovery communications needs.
- Ensuring information is in accessible formats for the whole community, including:
  - Individuals with disabilities and access and functional needs.
  - Owners and their animals (i.e., including household pets, service animals, and assistance animals).
- Managing expectations through clarity, accuracy, and transparency.

### c. Operational Coordination

The DRT Coordinator initially takes lead of the DRT and reports to the SCO (when appointed by the MEMA Director) during short-term or programmatic recovery, which includes the entire period of response operations and the early stages of full recovery operations (see **Appendix D. Recovery Coordination**). During the initial transition from response to recovery operations, the DRT Coordinator and the SEOC Coordinator collaborate on tasks that include, but are not limited to:

- Sharing of resource information between ESFs and RSF-1.
- Providing the MEMA Director and SCO with critical information requirements (CIR) related to long-term recovery and economic impacts.
- Coordinating concurrent recovery operations with response operations, including phase-out of response functions.

After Response operations have concluded and a federal disaster declaration is approved, the SCO oversees all state recovery operations and is the primary contact for the Federal Coordinating Officer (FCO) when Joint Field Office (JFO) operations get underway in support of state unmet recovery needs. The SCO continues to oversee programmatic recovery activities until Stafford Act programs are no longer available, generally within 18 months of a Presidentially Declared Disaster. For major disasters or catastrophic incidents, the MEMA Director will request that the Governor appoint a State Disaster Recovery Coordinator (SDRC) from outside of MEMA to ensure recovery activities are well managed while extended response and short-term recovery activities are ongoing. The SDRC relieves the DRT Coordinator and assumes responsibility for all intermediate to long-term recovery activities and coordinates with the SCO to transition from short to intermediate recovery.

Upon recommendation by the SCO, the MEMA Director requests through county EMAs that all local and tribal governments located in the impacted area, appoint a Local Disaster Recovery Manager (LDRM) or Tribal Disaster Recovery Coordinator (TDRC) as the single point of contact for the DRT Coordinator (or SDRC when appointed) and RSF-1. The County EMA Director or his/her designee may serve in this role if the local or tribal area government is in agreement with the county EMA to do so.

In general, the DRT Coordinator, SCO, and/or the SDRC, will coordinate activities from the SEOC. However, in the case of a Presidentially Declared Disaster, coordinating activities from the JFO may be more practicable.

Detailed descriptions of the operational recovery roles and responsibilities that may be initiated during response operations (e.g., SCO, DRT Coordinator, etc.) can be found in the IDRP.

## Section 4: Responsibilities

### 4.1 Lead Agency

#### Department of Defense, Veterans, and Emergency Management – Maine Emergency Management Agency

- Alert and activate the DRT, RSFs, PIO, IA-O, PA-O, and SHMO, as needed.
- Share information with FEMA Region 1 and other relevant public, private and non-governmental partners, as needed.
- Appoint a DRT Coordinator and an SCO.
- Lead, coordinate, and drive the recovery process until an SDRC is appointed.
- In conjunction with the Governor’s Office, manage state-level public information during recovery operations.
- Provide recovery planning support to activated recovery units.
- Coordinate the state’s situational awareness, common operating picture, and damage assessment processes.
- Request appointment of LDRMs and TDRCs through county EMAs and Tribal Governments.
- Coordinate the state’s request for federal assistance, as needed.
- Request a Gubernatorial appointment of an SDRC, if required.
- Coordinate and leverage recovery resources.
- Integrate the interests of the whole community into ongoing recovery efforts and future initiatives.
- Ensure cross-mission and cross-capability integration through information sharing and coordination.

### 4.2 Supporting Agencies

#### a. Emergency Response Team

- Share information and data with RSF-1 during ongoing response operations.
- Coordinate with RSF-1 during transition from response to recovery operations.
- Identify critical information requirements relevant to recovery.

#### b. Disaster Recovery Team

- Respond to emergency alerts and activations under the direction of the DRT Coordinator.
- Alert subordinate state organizations and other relevant partners, as needed.
- Monitor and maintain situational awareness of the incident and report relevant information to RSF counterparts.
- Be prepared to activate disaster recovery services and curtail or suspend routine services.

#### c. Recovery Support Function-1

- Respond to emergency/incident alerts and activations and commence recovery operations under direction of the DRT Coordinator.

- Monitor and maintain situational awareness of the incident and report relevant information to the DRT Coordinator.
- Facilitate mutual sharing of disaster information with counterpart organizations in respective RSFs.
- Conduct functional damage assessments in each of the respective RSF areas.
- Conduct advance evaluation and make recommendations to the DRT Coordinator regarding the activation of additional RSFs.

## Section 5: Supplemental and Procedural Documents

- MEMA Form 7
- Damage Assessment Manual
- Disaster Declaration Job Aid
- Declaration Request Cover Letter Template

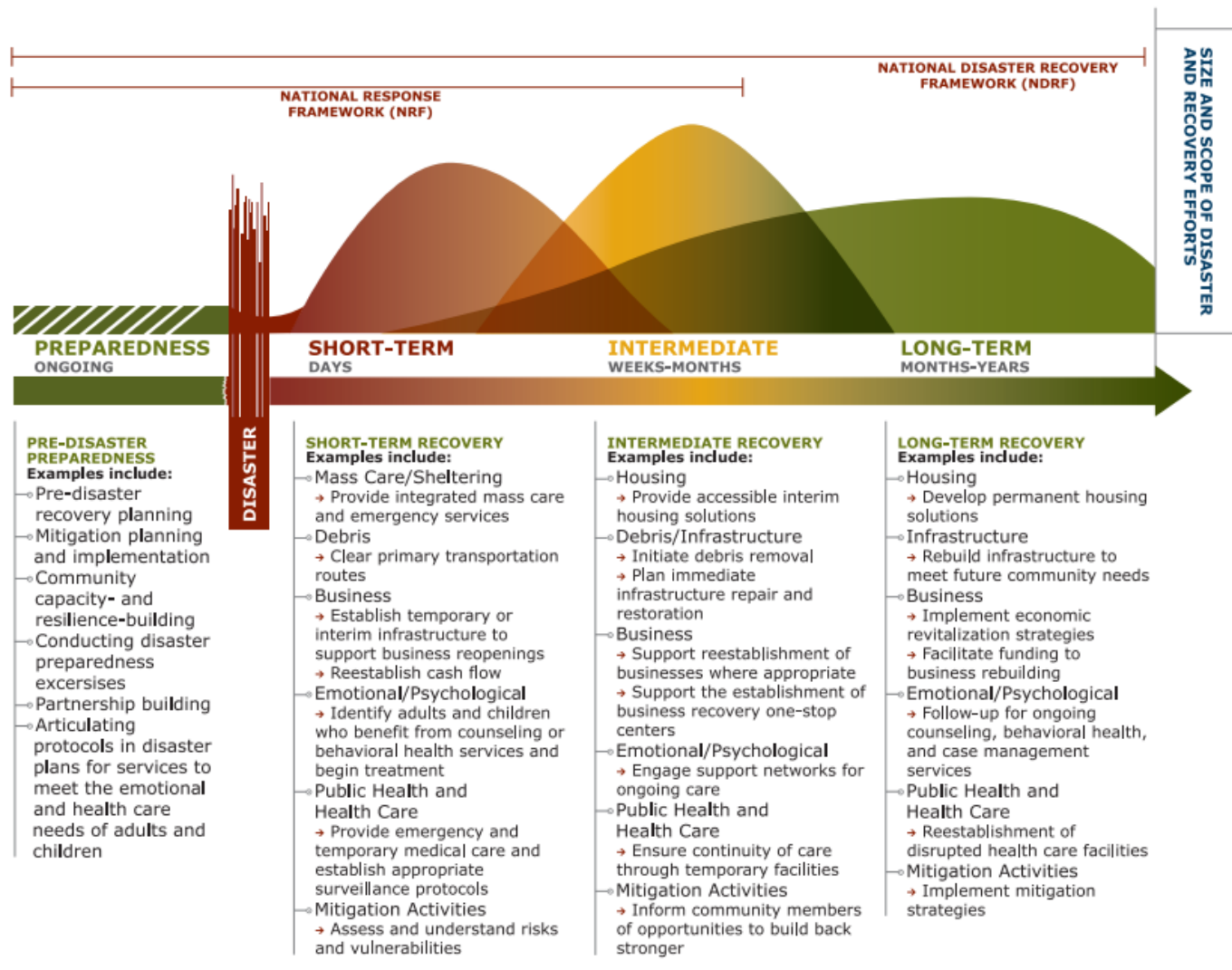


## Section 6: References

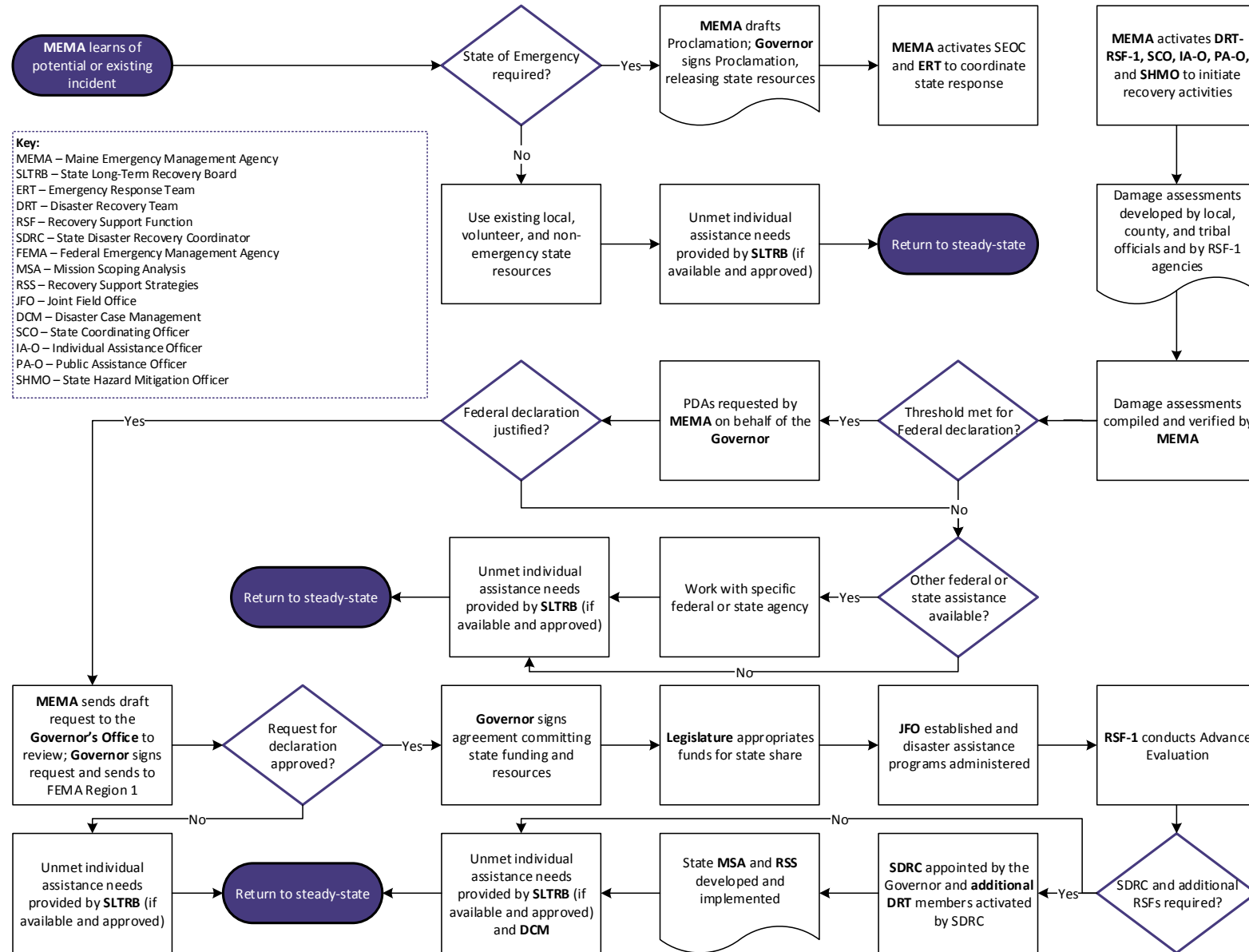
- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- National Disaster Recovery Framework
- Recovery Federal Interagency Operations Plan
- Gubernatorial Executive Order 2015-004, Apr 2, 2015
- State of Maine Comprehensive Emergency Management Plan, Volume III, Interagency Disaster Recovery Plan

# Section 7: Appendices

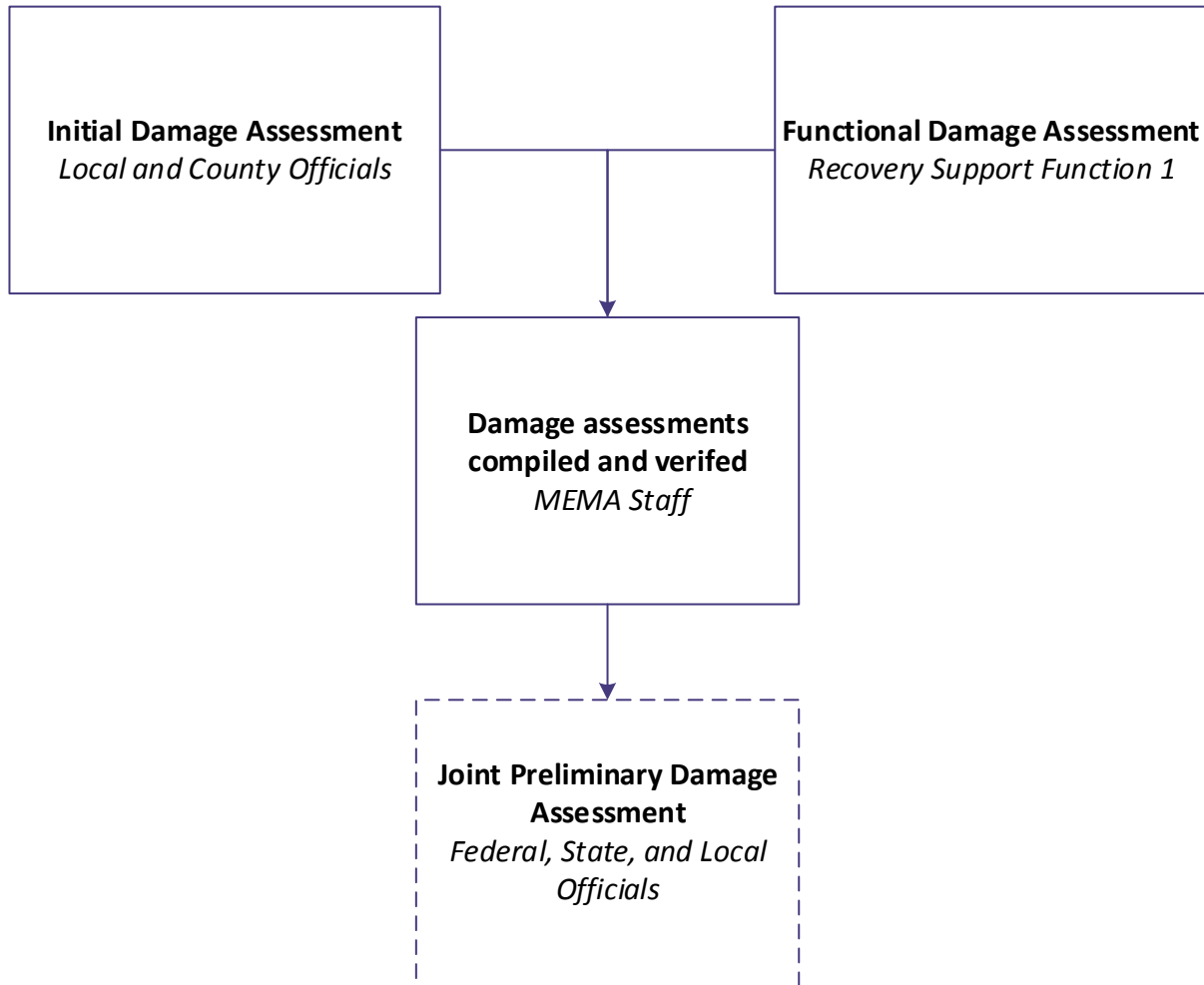
## Appendix A. Recovery Continuum



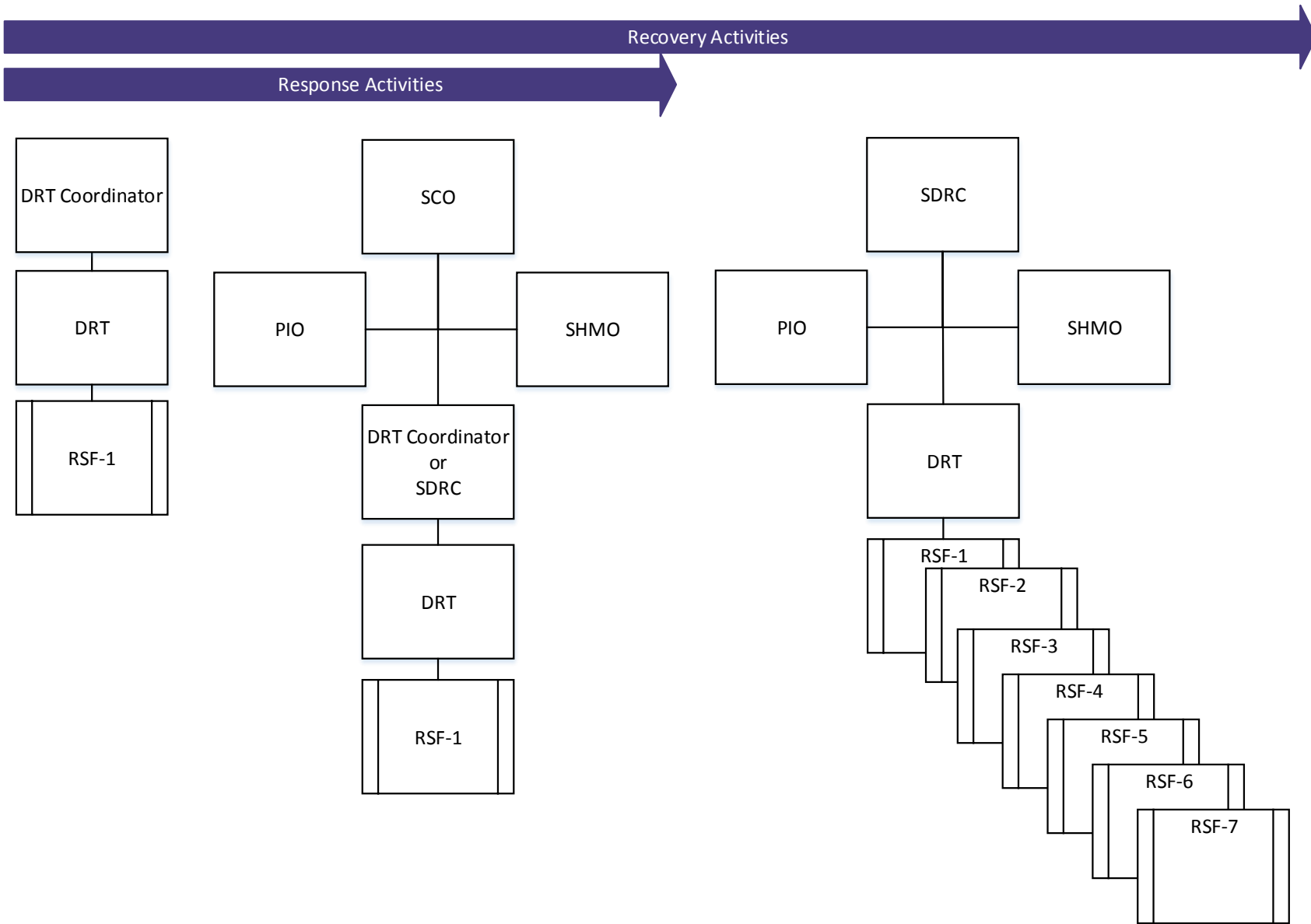
## Appendix B. Major Disaster Declaration Process in Maine



## Appendix C. Disaster Assessments in Maine



## Appendix D. State-level Recovery Coordination



# ESF 15

Emergency Operations Plan – Emergency Support Function 15  
*External Affairs*

# Section 1: Introduction

## 1.1 Lead Agencies

- Governor's Office
- Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency (MEMA)

## 1.2 Supporting Agencies

Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)

### 1.3 Table of Contents

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## Section 2: Purpose, Scope, Situation and Assumptions

### 2.1 Purpose

Emergency Support Function-15 (ESF-15), External Affairs, with its procedural documents, provides for the distribution of official information and instructions to the public in a potential or actual emergency. It promulgates policies and procedures for the dissemination of emergency information. It identifies resources for the development and implementation of public awareness programs for identified hazards. It establishes procedures for a Joint Information System (JIS), Joint Information Center (JIC), a Help Line Center, and a Media Center (MC) that provide timely and accurate emergency information to the media.

### 2.2 Scope

In any emergency, people want and need information on the nature of the event, and how they can best protect themselves and their families. The better informed the public, and the more they can help themselves and their neighbors in an emergency, the lesser the burden on first responders. It is incumbent on government at all levels to ensure that the public has the emergency information they need to make good decisions for themselves, their families, and their businesses.

- The Public Information Officer (PIO), in consultation with policy officials, sets the policy for emergency information and directs the JIC and the MC.
- MEMA works with the Governor's Office and other departments to facilitate the collection and presentation of emergency information to the public.
- Emergency information is disseminated by the media, the Internet and other electronic outlets and, if appropriate, through the Emergency Alert System (EAS). The PIO and staff provide the information to the media and the public if the MC is not open.
- All unverified information is investigated and either verified or debunked.
- Radio, television, and newspaper announcements are monitored to ensure accuracy.
- Lists of media contacts are kept up-to-date.

### 2.3 Situation

This state, its counties, and a number of its municipalities have continuing programs using various channels of communications. These include the mass media (print, broadcast, Internet and social media platforms) and provide information about local preparedness activities and services to the public.

Radio and television stations provide emergency and public service information as a condition of their licensing. This medium may be used to inform the public of preparedness for and recovery from an emergency. The EAS, news releases, and various internet sites provide emergency and public service information to the public.

The EAS serves the entire state. It can be activated in any or all areas depending on the situation or emergency impacts. The National Oceanic and Atmospheric Administration (NOAA) Weather Radio provides weather information and emergency warnings. NOAA Weather Radio also serves the entire state, providing constantly updated weather information and warnings, and non-weather related civil emergency warnings as requested by the state. Technical information on these two systems is found in ESF-2, Communications.

Maine 2-1-1 functions as the primary Help Line for the JIC. Maine 2-1-1 is a statewide social service referral agency. A group of trained telephone operators takes calls from the general public 24 hours a day, 7 days a week. In a widespread emergency, Maine 2-1-1 has the capability to provide information to the general public, and gather information from the public, as needed and requested. This capability has been exercised in many major exercises and disasters. Information in Maine 2-1-1's databases can also be accessed online.

Other special purpose communications systems are available to transmit information. The Citizen Alert System, maintained as a service of the State of Maine web site, is a subscription service by which emergency information is sent to subscribers and posted on the state website. Citizens may subscribe to emergency news issued by MEMA and other state agencies via the maine.gov subscription service. The approximately 10,000 state employees in all locations can be reached via the state e-mail system.

## 2.4 Assumptions

- During emergencies, the public and the media need and will seek out information about the emergency, as well as instructions on proper protective actions.
- In the absence of an imminent emergency, public interest in preparedness is generally low.
- Timely and accurate information can save lives, protect property and reduce panic and confusion. The media has an essential role in providing emergency instructions and up-to-date information to the public.
- Each county Emergency Management Agency (EMA) coordinates emergency information and education activities between its municipalities and the state. In emergencies the counties are kept informed of state media activities in their area. They also inform the state of their activities.
- Each county can function as a separate operational area with the capability to carry out emergency information and education activities within that area. The state may assist Counties or municipalities in the dissemination of locally-specific emergency information, but each local area can carry out the communications necessary to convey emergency instructions such as evacuation or shelter-in-place orders.
- The internet and electronic mail are essential tools in dispensing emergency public information and educating the public in non-emergency times. The State of Maine web site is a widely used portal to a variety of information.
- Social media channels such as Facebook and Twitter are interactive channels that can engage various publics during non-emergency times. These channels may serve both as information dissemination and reception platforms.
- Some members of the public will seek a direct line to ask questions. Maine 2-1-1 will serve in this capacity. JIC staff will provide 2-1-1 with updated information to give to callers.
- Daily newspapers are a valuable medium for communicating more in-depth information about any emergency, which helps the public to understand the situation. Weekly newspapers are widely distributed across the state and are a useful medium for communicating non-time-sensitive emergency and educational material.
- Depending on the nature and severity of the emergency, telephone networks may be disrupted. Local radio stations in the state of Maine without emergency power may be off the air. Internet sites may not be accessible.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The Governor, as the Executive head of State Government, has overall authority for the state's emergency response. Likewise, the Governor's Director of Communications has the overall authority for public information and media relations in an emergency. However, it is understood that the practical task of carrying out public information and media relations activities in all phases of emergencies is the responsibility of MEMA.

When the Director of Communications is on scene, he or she may assume the function of the PIO. When the Governor's Director of Communications is not present, the senior MEMA Public Information Specialist functions as the PIO. The PIO advises the senior policy officials, including the Governor, on emergency communications priorities and key messages, and ensures that all Emergency Public Information functions are carried out.

Members of the MEMA staff assist the PIO. This staff accesses information from all agencies involved in the response as well as other sources, as needed.

#### Joint Information System

Under the National Incident Management System (NIMS), the Public Information Section functions within a JIS. All entities involved with the response coordinate their public information activities, so that the public receives clear, unambiguous messages. In a particular type of emergency, one or more agencies may have a lead role in response. Public information person(s) or spokesperson(s) for those agencies will work closely with the PIO to ensure a coordinated message.

Similarly, when the National Response Framework is activated, Department of Homeland Security, FEMA, and other federal agency PIOs are part of the JIS and therefore will coordinate with the state PIO. Public messages may be issued jointly by one or more agencies.

#### Spokesperson

A primary broadcast spokesperson is designated on a case by case basis for each emergency. In Level One and Level Two emergencies, the PIO, the MEMA Director or the Commissioner of the Department of Defense, Veterans and Emergency Management/Adjutant General is often the spokesperson. Other trained members of the Public Information staff are empowered to answer routine media queries, but will defer complex or sensitive issues to the spokesperson. At Level 3 and above or at any time, the role of spokesperson may be assumed by the Governor's Director of Communications.

In an emergency that requires a particular expertise, the principal spokesperson may be designated from the department that is the seat of that expertise. In all cases, the principal spokesperson is supported by technical experts who can answer questions relating to a particular aspect of the response.

## Joint Information Center

The PIO coordinates emergency information and education from the State Emergency Operations Center (SEOC).

## State Media Center

The MC functions as a briefing room and filing center during a major emergency. It is equipped with audio-visual equipment, tables, telephones, and a distributed audio feed.

## 3.2 Activities

Responsible agencies for ESF-15 should conduct the following activities:

### a. Prevention

MEMA is responsible for year-round disaster education and risk communications activities. Non-emergency education efforts are directed toward increasing public awareness about potential hazards and how people can deal with them. All emergency information and education efforts rely on the cooperation of commercial media organizations, county and local governments, and volunteer organizations. The internet, specifically the website known as Maine Prepares ([www.maineprepares.com](http://www.maineprepares.com) or [www.maine.gov/mema/prepare](http://www.maine.gov/mema/prepare)) is maintained by MEMA, is a principal repository for educational materials and also provides reference links to other materials such as those developed by the American Red Cross (ARC), FEMA, the National Weather Service (NWS) and other partners.

MEMA's risk communication plan builds on existing resources, and includes partnerships with state, federal, and volunteer agencies to communicate as effectively as possible with the general public, business owners, and local officials.

### b. Preparedness

- Develop and maintain ongoing relationships with media, keeping them updated on all emergency management activities.
- Exercise EAS and other communications systems regularly.
- Have informational materials available for the public and establish a schedule of educational activities.
- Develop and maintain emergency information procedures.
- Maintain an inventory of emergency information for specific hazards, e.g., booklets, pamphlets.
- Develop and maintain Standard Operating Guidelines to distribute emergency information to the media (see the Public Information Procedures Book).
- Update pre-scripted release material, as necessary.

### c. Response

#### i. Pre-Impact

- Assemble appropriate public information materials for distribution.
- Review all emergency information duties and assignments.
- Contact team members to check on availability for duty.
- Respond to media inquiries and requests for interviews.

- Open a dialog with the Governor’s Director of Communications, informing him or her of issues and situations, receiving advice and counsel on key messages.

**ii. Initial Response**

- Open JIC, MC and activate Maine 2-1-1/Help Line telephone lines as indicated by operational conditions, and develop a staffing pattern to maintain the necessary level of activity.
- Produce warning and informational messages.
- Release information to the public via all appropriate channels.
- Provide assistance to draft official documents as needed (Governor’s Emergency Proclamation, Request for Disaster Assistance, etc.)

**iii. Ongoing Response**

- Open JIC, MC and activate Maine 2-1-1/Help Line telephone lines as indicated by operational conditions, and develop a staffing pattern to maintain the necessary level of activity.
- Produce warning and informational messages.
- Release information to the public via all appropriate channels.
- Provide assistance to draft official documents as needed (Governor’s Emergency Proclamation Request for Disaster Assistance, etc.)

**d. Recovery**

For the duration of the Recovery Phase, the Public Information section will:

- Coordinate with the Comprehensive Emergency Management Plan, Volume III, Interagency Disaster Recovery Plan.
- Continue emergency public information programs, especially those that focus on restoration of essential services, travel conditions, restrictions, and assistance programs available.
- Conduct an After Action Review of information programs and techniques, revising plans and procedures where necessary.

**e. Mitigation**

- Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of ESF-15 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Governor's Office

- Sets policy.
- Approves all releases to the media or delegates that approval authority.

#### b. Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

- Coordinate the formation of all emergency information plans.
- Develop/maintain a public information and education program.
- Develop/maintain a working relationship with the media.
- Gather, research, and verify information for public release.
- Prepare/provide news releases and information to the media regarding emergency preparedness and response activities.
- Maintain an inventory of emergency information booklets and pamphlets.
- Establish and manage the JIC and MC
- Coordinate with Maine 2-1-1 for Help Line services.
- Staff the PIO section as needed.
- Maintain a chronological record of all media contacts and releases of information.
- Coordinate media tours of the SEOC and disaster sites.

### 4.2 Supporting Agencies

#### Department of Defense, Veterans, and Emergency Management - Maine National Guard

Provide personnel to support activities within the JIC if requested.

## Section 5: Supplementary and Procedural Documents

- Computer Systems Setup
- EOC Access Protocols
- Form Media Inquiry
- Forms Media Sign In
- Form Public Inquiry
- JIC Operations
- JIC Setup
- Liaison with 211 Maine
- Log Helpline
- Log JIC
- Log Media Queries
- Maine Emergency Alert System (EAS) Operational Plan 2003
- Media Center Operation
- Media Center Setup
- MEMA Continuity of Operations Plan
- MEMA Create New Links
- Message Distribution Drill
- Message Distribution Event
- Message Production
- Pre-Scripted Material
- Public Information Officer
- Shelter Status Procedures
- Social Media Policy
- Social Media Procedure

## Section 6: References

Communicating in a Crisis: Risk Communications Guidelines for Public Officials – U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, 2002