



State of Maine

Interagency Disaster Recovery Plan – Base Plan

Comprehensive Emergency Management Plan - Volume IV

December 2023



Section 1: Introduction

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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 citizens of Maine 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 emergency management activities.

In accordance with Maine Revised Statute, Title 37-B, §704, MEMA has developed the Maine 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, NGOs, other states, the Federal Government, and the private sector.

The CEMP contains four Volumes. Volume I includes Maine’s Preparedness Strategy; Volume II is the State Hazard Mitigation Plan; Volume III contains the State Emergency Operations Plan (EOP); and Volume IV houses the State Interagency Disaster Recovery Plan.(IDRP).

Volume IV, the IDRP, consists of a Base Plan supplemented with Recovery Support Function (RSF) annexes and supporting annexes (SA). The Base Plan forms the overall framework for recovery operations in the state of Maine, while the RSF annexes provide additional detail on essential discipline-specific functions. Supporting annexes include more detailed information regarding recovery mechanisms that apply to multiple hazards (e.g., disaster case management). See **Appendix A. CEMP Volume IV IDRP - Organizational Chart, Appendix B. IDRP Recovery Support Function Annexes, Appendix C. IDRP Supporting Annexes, and Appendix D. Responsible Agencies per Recovery Support Function.** Acronyms, abbreviations, and definitions for this plan are listed in **Appendix E. IDRP Acronyms, Abbreviations, and Definitions List.**

State of Maine
Comprehensive Emergency Management Plan
Volume I: Preparedness Strategy
Risk and Capability Assessments Integrated Preparedness Plan State Homeland Security Strategy
Volume II: State Hazard Mitigation Plan
State Hazard Mitigation Plan
Volume III: Emergency Operations Plan
Base Plan Emergency Support Function Annexes Incident and Supporting Annexes
Volume IV: Interagency Disaster Recovery Plan
Base Plan Recovery Support Function Annexes Supporting Annexes
State Acronym, Abbreviation, and Definition List

1.3 Annual Review Table

Section	Date of Review	Individual(s) Conducting Review
Base Plan	11/15/2023	DRT and Whole Community Planning Partners
Recovery Support Functions		

1.4 Record of Changes

Change Number	Section	Date of Change	Individual Making Change	Description of Change
1	All	12/27/2023	MPR Division Director	Complete Base Plan revision

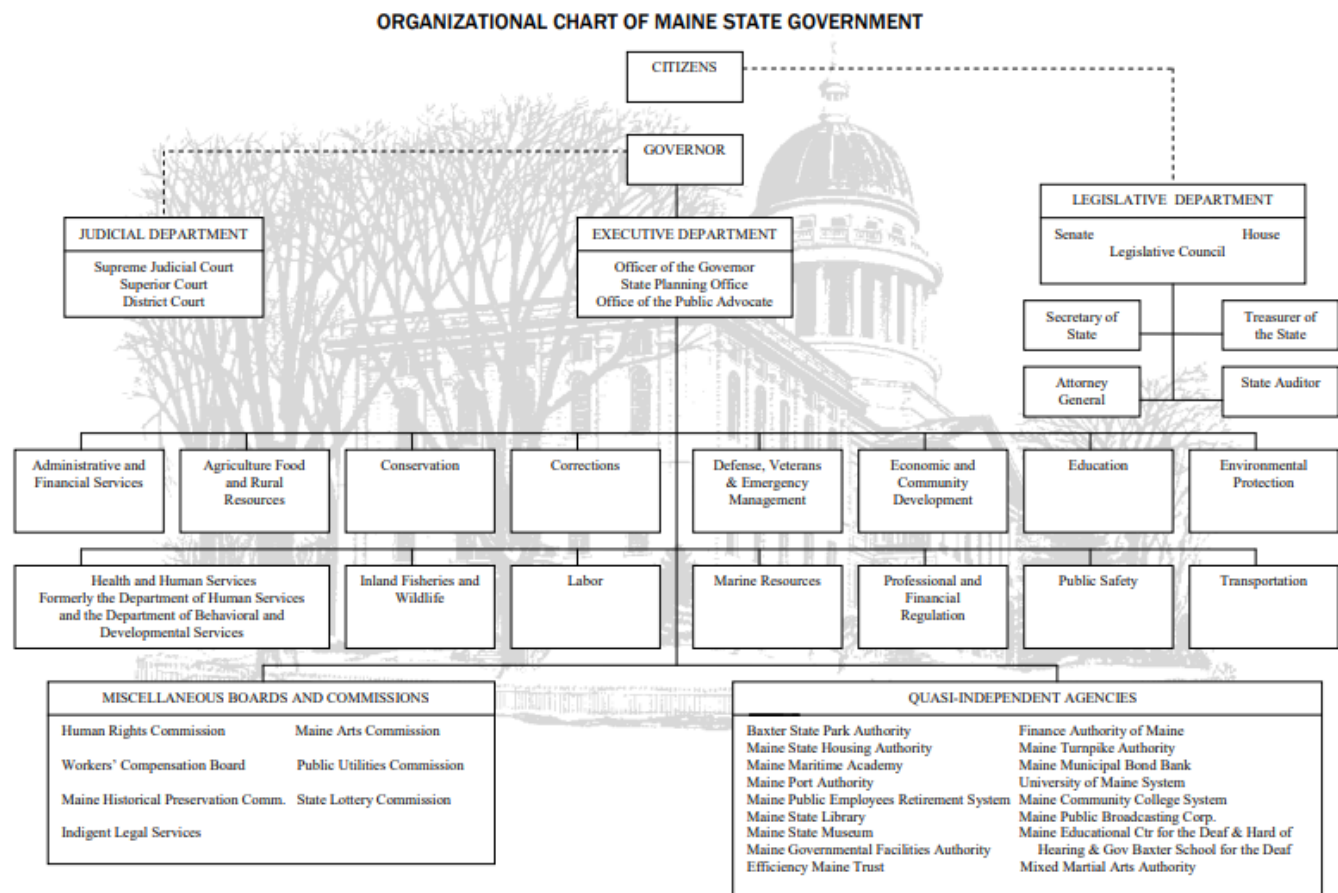
Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

The IDRP provides a framework to describe how the state of Maine, NGOs, and private sector organizations work together to support local and tribal recovery activities following a disaster. Recovery activities are those actions that enable people and organizations from impacted jurisdictions to restore, redevelop, and revitalize the health, social, economic, and environmental fabric of the community, and to plan long-term actions to mitigate the effects of future disasters.

2.2 Scope

This plan applies to the Executive Branch of Maine State Government, which includes all state agencies, commissions, authorities and boards, and also applies to other public, private, or non-profit organizations that have agreements with State Government with the understanding that all have an active role in assisting with recovery efforts. State Government interfaces with other emergency management stakeholders, including local, county, and tribal governments, non-governmental organizations, other states, the Federal Government, and the private sector. Local and county jurisdictions, along with tribal nations, are encouraged to apply the guidelines found in this plan in order to enhance integration among all levels of government.



It is important to note that Maine is unique in the fact that County governments include County

Emergency Management Agencies, unlike most other New England states. The term state agency will refer to all agencies, commissions, authorities, and boards within the Executive Branch of Maine State Government unless otherwise stated.

Unless otherwise stated in this plan, all references to disaster-impacted communities and disaster survivors are inclusive of community organizations and stakeholders, also known as the “Whole Community”. The Whole Community extends beyond emergency management resources and organizations within federal, state, county, local, and tribal governments and includes community organizations, persons with access and functional needs, individuals with limited English proficiency, older adults, members of underserved and marginalized populations including unhoused persons, groups that are disenfranchised or have limited or no access to resources, and the unique needs of children (and pets, when appropriate).

2.3 Situation

Detailed demographics and hazard/risk analysis of the state are described in Volume I of Maine’s CEMP. To summarize, Maine is a large state geographically, has an extensive coastline, has myriad lakes and major watersheds, and is one of the most forested states in the country. Maine’s climate includes harsh winters, above average (U.S.) precipitation, and moderate summers. Flooding continues to be the state’s most common natural hazard.

There are substantial distances between small rural populations and a few large cities. Maine has a small population relative to its size, which is predominantly white, although populations in the largest urban areas are more diverse. People with access and functional needs are well represented in both urban and rural settings. Maine is one of the oldest states, per capita, in the U.S. Economically, Maine is challenged with a lower than the national average per capita income¹.

Historical analysis shows that natural disasters have had significant impacts that covered large portions of the state, stretching resources over large areas with sparse populations. Travel time and access to remote sites in impacted areas are major concerns when planning for and executing an efficient recovery. Past disasters have also shown a lack of recovery resources across jurisdictions and organizations. Each jurisdiction is responsible for disaster costs within their legal responsibility. Reimbursement of recovery costs and expenditures through state or federal government programs is not guaranteed. Jurisdictions should consider methods to supplement formal agreements such as Memorandums of Understanding (MOU) or similar agreements to mitigate resource deficiencies across jurisdictions and organizations. These agreements can be executed with partners both within the state and with regional or national resources outside of Maine.

Past disasters have caused impacts across several community systems. Consequence management for future disasters will include the need for mass care services, power and other utility restoration, and the need for debris clearing and management. Statewide, mass care for disaster impacted communities is coordinated by the Maine Emergency Management Agency Mass Care Coordinator, in collaboration with the American Red Cross, The Salvation Army, and the Maine VOAD on behalf of emergency management and includes, but is not limited to, emergency sheltering, emergency feeding, and family reunification. Local or County EMA or municipally operated and managed shelters are available in

¹ U.S. Census Bureau, American Community Survey (ACS), 2022.

many jurisdictions but offer an inconsistent, and many times inadequate, range of sheltering capabilities for communities. Contingencies should be planned for short and long-term post-disaster housing; housing for disaster survivors and for those arriving to assist in recovery operations remains an ongoing concern. Available housing resources in terms of volume and habitability is extremely limited, particularly in rural areas.

Power and utility restoration is a significant priority for recovery operations; due to interdependencies and the cascading nature of utility failure, jurisdictions should plan for the impacts and community needs due to short and long-term power and utility outages. Most Maine counties have developed a multi-jurisdictional mitigation plan with specific public infrastructure projects identified that would lessen the effects of disaster and contribute to recovery.

Debris management and route clearance allow critical service accessibility and restoration. Stakeholders should take note that activities related to managing debris can be labor intensive and require multiple resource types to complete. There are also related administrative tasks required to properly document the resources and locations used for debris removal and disposal, jurisdictions should seek agreements with relevant partner organizations both inside and outside their communities and develop deliberate plans for managing storm or incident debris.

2.4 Assumptions

- Local communities and counties are involved in preparations for recovery.
- Utility restoration and debris removal from public and private roadways can be very time consuming given limited resources, long travel distances, and road conditions due to weather and flooding.
- Disaster impacts that cause power outages could potentially disrupt communication sector resources, specifically cellular phone, and internet services.
- Public transportation resources are limited across the state, especially in rural, remote, and island communities.
- Local aid will be available through local and statewide mutual aid agreements. However, it will vary depending on the severity and scope of the event, the capabilities of the community, and the number of municipalities impacted. After exhausting all available resources, local government will request assistance from county government and from county to State Government, etc. It will likely take up to 72 hours for federal and other disaster assistance resources to arrive in Maine following an incident.
- Regional disaster impacts will limit availability of resources to be allocated and brought into the state.
- Federal agencies may be available to coordinate with counterparts at the state and local level under their individual authorities prior to and during a disaster. After a declared disaster, Federal Recovery Support Function (RSF) coordinators may be Mission Assigned to facilitate assistance coordination with their corresponding state RSFs in accordance with the Federal Interagency Recovery Coordination (IRC) structure.
- Increases in the frequency of incidents and compounding, or multiple events occurring at the same time, will impact recovery efforts and activities.

Section 3: Concept of Operations

3.1 General

a. Mission

Each community defines successful recovery outcomes differently based on their circumstances, challenges, recovery visions, and priorities. *The mission of State Government and its partners is to position and coordinate recovery resources to more effectively support communities achieving their definition of success.* Although no single definition of success fits all situations, successful community recoveries likely reflect the following conditions:

- The community successfully overcomes the physical, emotional, fiscal, and environmental impacts of the disaster.
- The community ensures that all stakeholders and the Whole Community are kept informed of recovery activities and measures. The community re-establishes an economic and social base that instills confidence in the community members and businesses regarding community viability.
- The community rebuilds by integrating the functional needs of all residents.
- The community reduces its vulnerability to all hazards facing it.
- The entire community demonstrates and proactively sustains a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters.

b. Scalability

The concept of operations described in this plan is designed to be dynamic and scalable to address a variety of recovery needs. Federal assistance may or may not be available during and/or following a disaster. Elements of this plan can be utilized both when federal assistance is available and when it is not. When federal assistance is available, it is normally provided in one of two ways: under the authority of a Stafford Act Declaration through the Federal Emergency Management Agency or, under a Non-Stafford Act declaration through an alternate agency such as the Federal Highway Administration, US Department of Agriculture (USDA), and the Small Business Administration (SBA). See **Supporting Annex 4 – Disaster Assistance** for additional information on federal disaster declarations and assistance.

When an incident is of such severity and magnitude that an 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. While federal assistance may only be delivered after a declaration, FEMA may pre-deploy federal resources and assets when a declaration is likely and imminent by way of an Emergency Declaration request put forward by the Governor or Chief Executive of a tribe. See **Supporting Annex 4 – Disaster Assistance** for additional information on the disaster declaration process.

For other contingencies, such as nuclear power plant accidents, 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 plan, when appropriate, to initiate recovery operations in support of impacted jurisdictions.

If Maine is not eligible for Stafford Act federal assistance, the state may pursue existing state

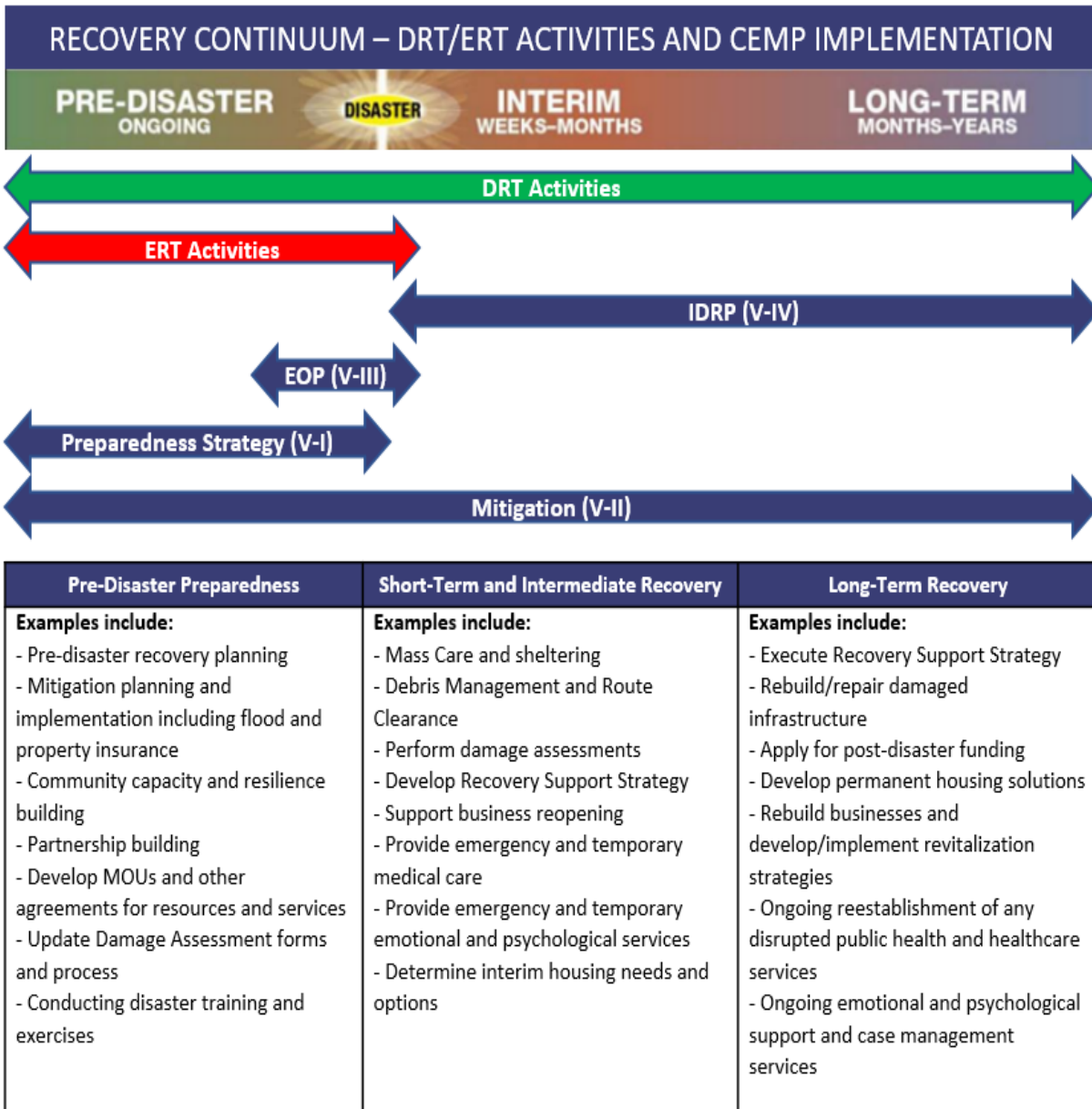
resources to assist in recovery efforts; the extent of state resources available is contingent upon the presence or absence of a Gubernatorial Proclamation of a State of Emergency. Additionally, MEMA may recommend activation of select recovery positions to meet recovery needs, with or without federal assistance or a State of Emergency.

c. Integration

While accomplishing its general mission, State Government will strive to integrate and share the resources of its recovery mission with emergency management's four other [mission areas](#) - prevention, protection, mitigation, and response. A focus of the State CEMP is the integration of all mission area activities through a deliberate strategy that considers the complex nature of disasters and the requirements needed to meet their demands. Realizing the lack of clear distinction between response and recovery activities, this plan and other CEMP components focus on addressing the uniqueness of disasters and the overlap of mission area activities. For example, the recovery period is a time of opportunity to incorporate mitigation and protection measures during reconstruction and redevelopment activities. The extent to which a community has previously implemented concepts of mitigation directly affects the required scale of response operations. This has an exponential effect that ultimately determines the scale and depth of recovery operations.

Recovery activities traditionally begin when an event occurs, although life safety and security issues are prioritized in initial activities. As response requirements are met, recovery issues gain priority. Both the Emergency Operations Plan (EOP/CEMP Volume III) and IDRPs may be active concurrently. When appropriate, the Disaster Recovery Team (DRT) will build upon the structure and resources developed by the Emergency Response Team (ERT) during the Response Phase. As events unfold, coordination between response and recovery functions is facilitated and stakeholders within the ERT and the DRT will share information and coordinate related activities while they are both active. **Figure 1** on the following page highlights the integrated nature of disaster response and recovery, the overlap of activities, and where the differing components of the CEMP are implemented. The graphic also provides examples of recovery activities across the recovery continuum, although these will be tailored to fit the needs of jurisdictions and organizations across all levels of government and within the Whole Community.

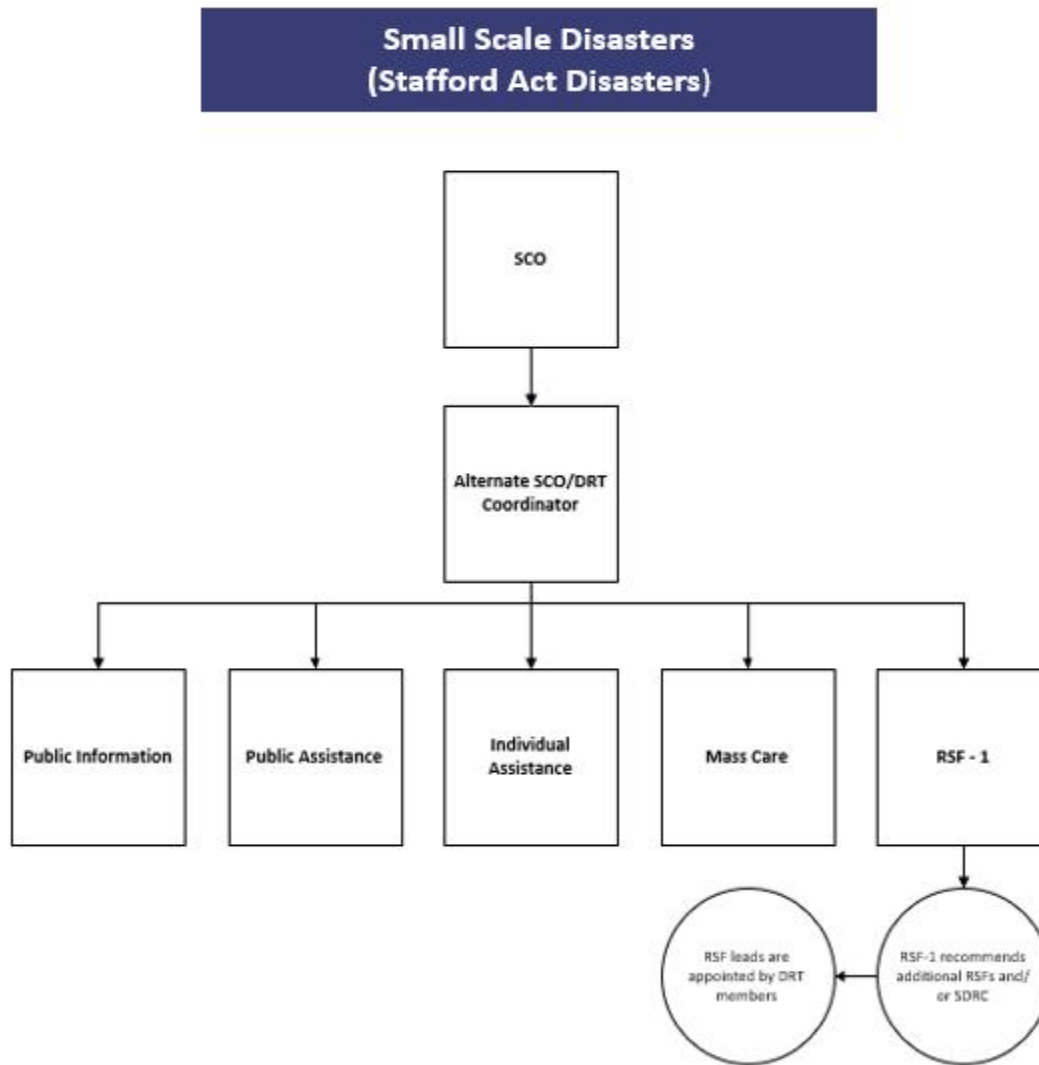
Figure 1. Integration of Recovery



3.2 Organization for State Recovery Operations

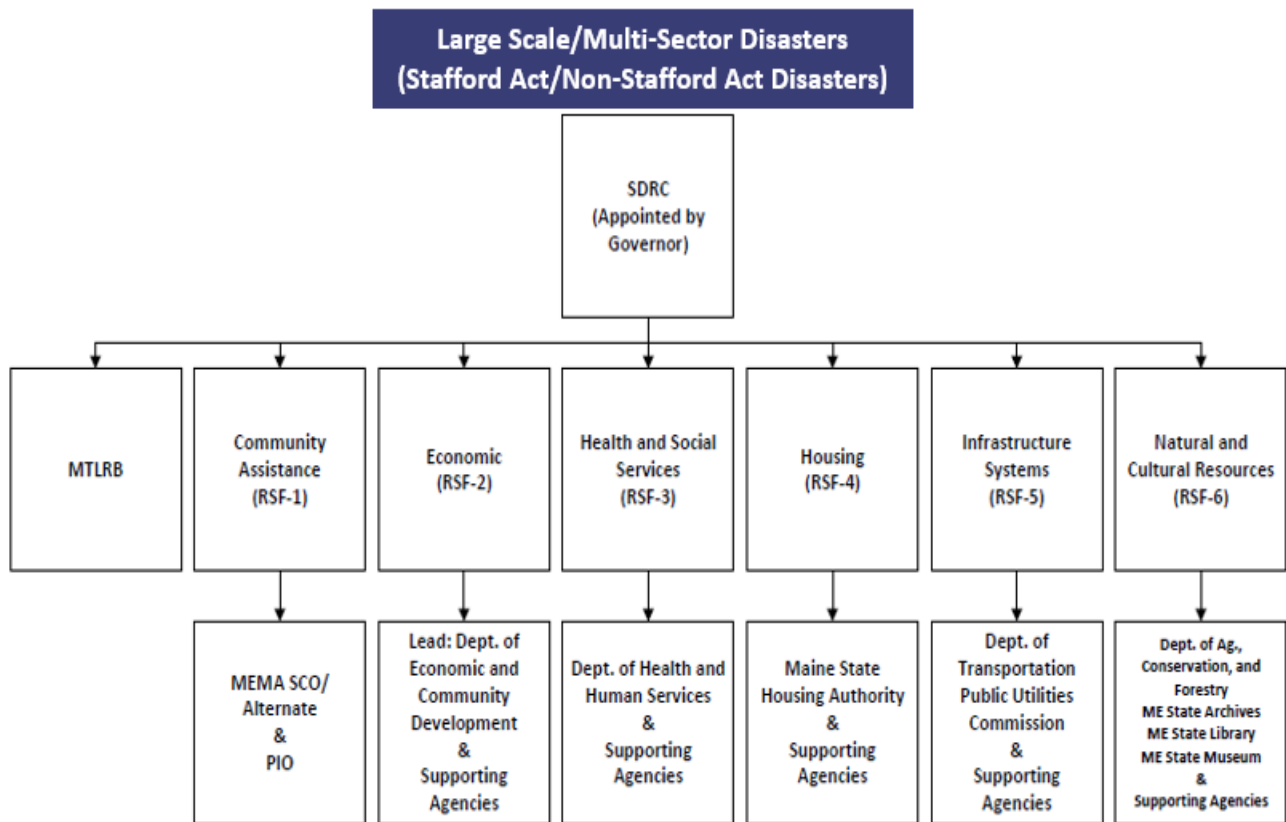
The level of state recovery support needed and the length of any activations or deployments of recovery personnel will vary depending on the scale and scope of disaster impacts and the ongoing assessment of the current capacity of impacted communities to recover. See **Section 4: Responsibilities** for more information regarding stakeholder activities across all phases of recovery.

Figure 2. State Recovery Organization²³



² The timeline for activation of RSFs and appointment of an SDRC will be dependent upon recovery needs.

³ In an IA-declared disaster, disaster case management will be necessary throughout short, intermediate, and long-term recovery operations.



Advisory Roles:
 Mitigation: MEMA
 Resilience: Governor’s Office of Policy Innovation and the Future

a. State Coordinating Officer

The State Coordinating Officer (SCO) is the senior state official that directs state-level emergency management activities during the response and recovery phases of a disaster in Maine. The SCO, by default, is the Director of MEMA, yet the role is typically delegated to the Deputy Director and may be delegated to a Division Director within the agency. In any Emergency Declaration or Major Disaster Declaration an SCO and an alternate SCO will be designated in a formal FEMA-State Agreement.

b. State Disaster Recovery Coordinator

The State Disaster Recovery Coordinator (SDRC) works to ensure that state agencies, programs, and subject matter experts are working together in support of local and tribal recovery efforts. The SDRC is appointed by the Governor, with consultation from the Director of MEMA. The SDRC is typically a senior state official within the Executive Branch of State Government. Appointment of an SDRC is dependent on the specific nature of the disaster. The Governor will appoint a person with applicable background, knowledge, and experience to effectively manage the recovery from that specific disaster. The SDRC may operate unilaterally in the absence of a designated SCO, which becomes more likely during long-term recovery operations.

The SDRC is also responsible to ensure that:

- Recovery leadership is tiered, integrated and inclusive, operating with a unity of effort, supported by sufficient assessment and analysis, and structured to optimize decision-making processes necessary for recovery activities.
- A State Recovery Support Strategy (RSS) is established for recovery leadership that effectively coordinates and uses appropriate state, NGO and private sector resources, and any other available resources to achieve the impacted communities' recovery objectives.

c. Public Information/Joint Information Center (JIC)

The MEMA Public Information Officer (PIO) continues to oversee the PIO team that staffed the Joint Information Center (JIC) during the response phase. Selected staff members in the JIC may change once transition to recovery operations is fully underway, due to the different agencies and organizations involved with recovery. The flow of work does not abate during recovery but does change in its focus. Along with the supplemental staff from other state departments, the MEMA PIO will work with local and tribal PIOs in the impacted areas. This work may be done virtually or in person, or some combination of the two depending on the demands placed upon the JIC or its individual members. The public information goals of the JIC during recovery operations include:

- Reaching all populations within the community with effective recovery-related public information messaging and communications.
- Ensuring messaging and communications are accessible to those with access and functional needs (AFN) and with limited English proficiency (LEP).
- Helping manage expectations and ensure communities have a clear understanding of available assistance and their roles and responsibilities by ensuring news stories that are published, posted, broadcasted, etc. contain correct information about the event or circumstance.
- Supporting affected communities with a system that provides appropriate current information about continued assistance. This requires close coordination with the RSFs regarding work being accomplished and being planned.

d. State Hazard Mitigation Advisor

When requested by the SDRC, the State Hazard Mitigation Officer (SHMO) will serve as the Mitigation Advisor to the DRT and to each of the Recovery Support Functions (RSFs). This will ensure integration of pre-existing multi-jurisdictional mitigation plan strategies with the developing recovery strategies. The State Hazard Mitigation Program will work with RSFs to:

- Provide RSFs an overview of mitigation concepts as they apply to each RSF;
- Provide technical assistance for leveraging mitigation opportunities;
- Coordinate mitigation activities across the RSFs in order to address community needs and reduce hazard vulnerabilities, and as practical;
- Document and track mitigation accomplishments achieved through the RSFs.

Staff within the State Hazard Mitigation Program coordinate with and are advised by the State Floodplain Management Program and the Governor's Office of Policy, Innovation, and the Future (GOPIF) in development of mitigation strategies and implementation of programs.

e. Individual Assistance

The State Individual Assistance Officer (IA-O) partners with a variety of public, private, and non-profit organizations to coordinate resources and programs to assist disaster survivors; coordinate emergency assistance, interim housing, and social services for disaster survivors; and leads state-level recovery operations that include Individual & Households damage assessments, requests for federal assistance, disaster recovery centers, and State oversight of the federal Individual Assistance program.

f. Mass Care Coordinator

The State Mass Care Coordinator partners with a variety of public, private, and non-profit organizations to coordinate Mass Care services which include Disaster Related Emergency Sheltering, Pet Sheltering, Emergency Feeding, Distribution of Equipment, and Supplies, and Family Reunification. Serves as the Primary Contact and Liaison to Local, County, State and FEMA Mass Care Coordinators.

g. Public Assistance

The State Public Assistance Officer (PA-O) partners with a variety of State, local, and Tribal government, and certain non-profit organizations to coordinate supplemental federal disaster grant assistance for debris removal and life-saving emergency protective measures; coordinates repair, replacement, or restoration of disaster-damaged publicly-owned facilities and the facilities of certain non-profit organizations; and leads state-level recovery operations that include Public Infrastructure damage assessments, requests for federal assistance, disaster recovery centers, and State oversight of the Public Assistance program. The Public Assistance program is administered in accordance with an administrative plan developed through a deliberate planning process facilitated by the PA-O. See **Supporting Annex 5 - Public Assistance Administrative Plan** for more information.

h. Disaster Recovery Team

The Maine Disaster Recovery Team (DRT), established by Gubernatorial Executive Order, is comprised of representatives of key state agencies that can provide a wide range of expertise and resources to support recovery operations. The DRT also includes selected NGOs, which also have myriad resources to assist with recovery. Many organizations represented on the DRT have employees in or a relationship with individual communities, thus providing extensive knowledge in decision making.

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 MEMA staff that is typically the Mitigation and Recovery Division Director.

The DRT is organized into six Recovery Support Functions (RSFs):

- RSF 1 - Community Assistance
- RSF 2 - Economic (EC)
- RSF 3 - Health and Social Services (HS)
- RSF 4 - Housing (HO)
- RSF 5 - Infrastructure Systems (IS)

- RSF 6 - Natural and Cultural Resources (NRCR)

Other agency representatives may be added to the DRT at the discretion of the DRT Coordinator.

i. Recovery Support Functions

State RSFs are groupings of state agencies and other stakeholders with similar or overlapping resources and/or expertise. These RSFs support local jurisdictions with problem solving, improved access to resources, and foster coordination among state agencies and stakeholders. RSF representatives must be knowledgeable about the functions, programs, and services that they represent, must be able to make decisions on behalf of their department, and must be able to influence policy decisions made by their department as they relate to disaster recovery issues.

Each RSF in the DRT will have representation from a lead agency and a number of supporting agencies. The lead agency is tasked with coordinating the communication and activities of the RSF both internally amongst other RSFs at all levels (i.e., local, state, tribal, and federal) and externally with other recovery stakeholders as necessary.

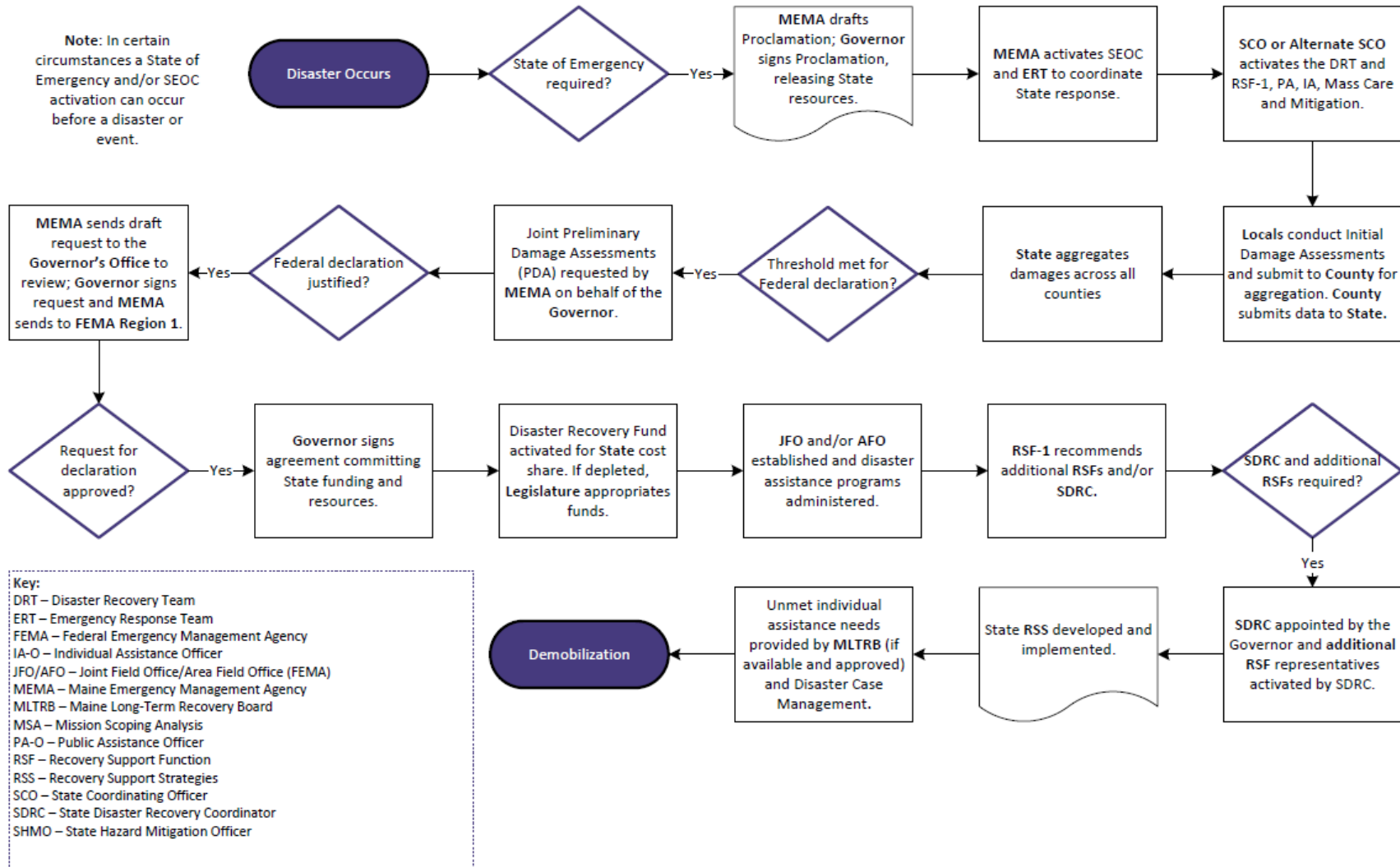
RSF Field Coordinators may be designated to coordinate activities and communications within the affected jurisdiction(s). The designation of one or more RSF Field Coordinators by the RSF lead agency will be based on requirements identified during initial assessment activities and on communications with impacted jurisdictions who may require on-site state agency presence. The primary duty of the Field Coordinator will be to gather important information not otherwise available to the RSFs, serve as a liaison to local or tribal governments, and to serve as a conduit for RSF resources. They must also ensure that RSF agency representatives are sharing information regarding their work in the field and that field efforts are consistent with recovery strategic objectives. Field Coordinators may be assigned from local, regional, and/or district offices of an agency represented on the RSF, which is in or near the impacted area, or they may be assigned from agency headquarters and deployed to the area for an indefinite period of time.

j. Federal Coordinating Officer

The FCO coordinates the actions of federal agencies through the federal ESFs and manages FEMA's support to disaster response efforts as well as the transition from response to recovery. The FCO is appointed by the President upon declaration of a major disaster or emergency under the Stafford Act, is typically a FEMA official, and serves as the direct federal liaison to the SCO.

3.3 Recovery Operations

Figure 3. State Recovery Process



Recovery starts as soon as a disaster occurs; formal recovery period activities commence with the damage assessment process. Damage assessment is the process of evaluating and reporting damage in measurable terms. This information collected during a damage assessment identifies seriously impacted areas, the types of damage, and the approximate cost of repair. It is used to identify the resources needed by local and tribal communities and if necessary, to support any request for assistance. Recovery activities are dependent upon accurate damage assessments. See **Figure 4** on the following page for a depiction of the process.

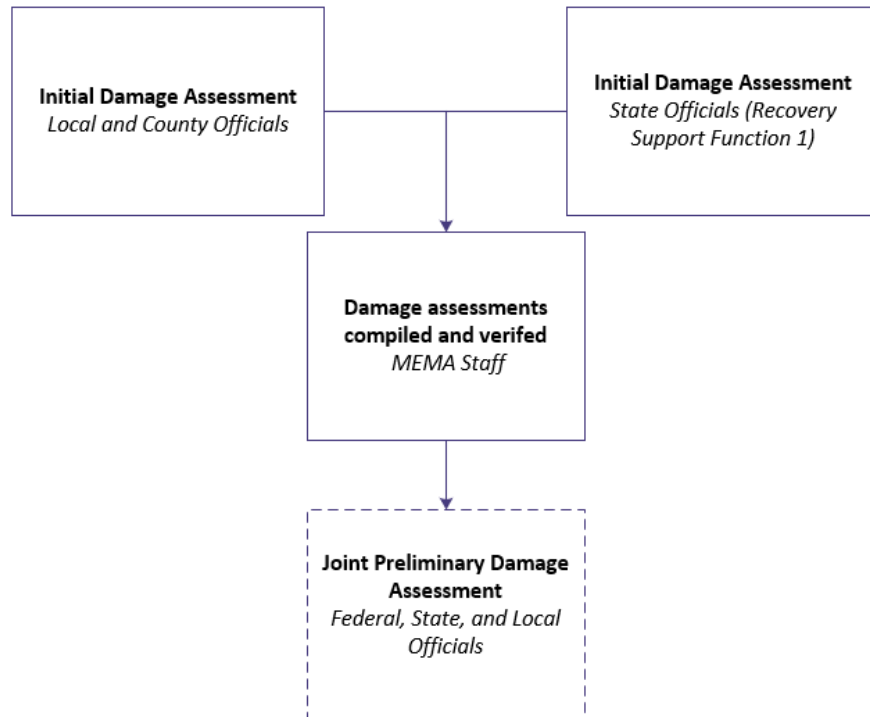
Local and tribal officials conduct an initial damage assessment within 24-48 hours following the incident to record the extent and severity of damage and to identify immediate needs of the community. They quickly report damages through their respective county Emergency Management Agency (EMA) to MEMA. As soon as feasible, a more deliberate damage assessment is conducted that includes cost estimates of all damages incurred including public, private, non-profit, and individual and family damages. More detailed and refined assessments are again sent through the county EMA to MEMA.

RSF-1 agencies 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 NGOs 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 Joint Preliminary Damage Assessments (PDAs) be made to FEMA Region 1 as a precursor to requesting federal assistance.

Figure 4. Damage Assessment Process⁴



The DRT Coordinator initially takes the 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 recovery operations. During the initial transition from response to recovery operations, the DRT Coordinator and the SEOC (State Emergency Operations Center) Coordinator collaborate on tasks that include, but are not limited to:

- 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.

If the size and severity of the incident warrants it, the DRT will be activated concurrently when the ERT is initially alerted or soon thereafter; the DRT Coordinator (Director of Mitigation, Planning, and Recovery, MEMA) will schedule an initial meeting to provide a situational update and to coordinate the path forward for DRT activities during ongoing response operations and during the transition to full recovery operations. An automatic trigger for the activation of the DRT 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, DRT 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.

⁴ Recovery Support Function 1 will include Subject Matter Experts from other governmental or nongovernmental organizations as needed to inform the damage assessment process.

After submitting damage assessments through the DRT Coordinator to the SCO, the DRT 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 the DRT to assist with the evaluation. The DRT draws upon all other available sources of damage information to include those 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. Considering the recommendations of the DRT, and upon approval of the MEMA Director, the DRT Coordinator initiates activation procedures for RSFs as necessary. The RSF activation process is as follows:

- The MEMA Director contacts Commissioners/Directors of DRT agencies that have been identified for activation while the DRT Coordinator simultaneously contacts the RSF lead and supporting agencies through the identified representatives.
- Once activated, RSFs will meet with the DRT Coordinator at a prescribed time and place, or virtually, if needed, to discuss the necessary recovery activities.
- If needed, RSF Field Coordinators will be assigned by the RSF lead agency, in conjunction with the DRT Coordinator.

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. 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. If the disaster declaration includes Individual Assistance, Disaster Recovery Centers (DRCs) will be identified in the affected areas. DRCs can be fixed or mobile facilities and provide a consolidated, central location where federal, state, tribal, and NGOs provide information, assistance, and services to disaster survivors. State and local procedures, including the criteria for selecting DRCs, are detailed in **Supporting Annex 4 – Disaster Assistance**.

For major disasters or catastrophic incidents, the MEMA Director will request that the Governor appoint an SDRC from outside of MEMA to ensure recovery activities are well managed while extended response and short-term recovery activities are ongoing. Once appointed, the SDRC will report to one of three areas:

- State Emergency Operations Center (SEOC) – This will be the default location unless one of the two locations described below is clearly more advantageous to overall recovery operations.
- Joint Field Office (JFO) – This location may be selected in the case of a Presidentially Declared Disaster, but only if a Federal Disaster Recovery Coordinator (FDRC) has been designated. Deployment to the JFO will occur only when the SCO determines that significant interagency disaster recovery resource coordination with federal assets is necessary or if major issues and recovery challenges can be anticipated with state and federal coordination of processes and resources.
- Field Location – A location in or near the impacted area will be selected if the communications infrastructure cannot support recovery operations by the SDRC/DRT elsewhere or if coordination with and support to local jurisdictions is enhanced far beyond that of other locations.

The SDRC, either directly or through a DRT Coordinator, is responsible for oversight of all RSF

activities, managing information sharing, and providing guidance and strategic direction to achieve recovery objectives. To this end, the SDRC will meet with the RSF Coordinators regularly (or Field Coordinators if activated) to track and measure progress, synchronize timelines, coordinate activities between the RSFs, leverage resources, identify key recovery issues, promote creative approaches for complex issues, reduce conflict, and provide strategic guidance and direction. The objective is to solve problems and misunderstandings in their earliest stages, to keep the operation coordinated and efficient, and to reduce misunderstandings and delays.

DRT members (i.e., agency representatives) will be active in their respective RSFs and are expected to interface with counterparts in local governments. They will be available for consultations and technical assistance, and they will share key findings and developments with other RSF agency representatives. RSF Coordinators keep the SDRC apprised of key findings and developments.

If a FDRC is identified, the SDRC will meet with the FDRC regularly to discuss operational issues. The state will remain the primary advocate for its communities. Clear communication of operations and plans between the SDRC and FDRC will mitigate potential misunderstandings and expedite recovery projects for communities. In the absence of a FDRC, the FCO will assume and perform the duties and responsibilities of the FDRC.

The SDRC will work with the PIO on development of a communications strategy to support information sharing, planning and coordination between all recovery stakeholders. The strategy will also ensure all recovery stakeholders are considered and adequate avenues for communications are accounted for during the recovery process. Such coordination and information sharing are a key component for maximizing resources and ensuring community recovery needs are effectively supported. The communications strategy will be designed to have stakeholders working in concert to manage expectations and to communicate clear, consistent, and accessible messaging to recovery stakeholders.

3.4 Critical Tasks for the DRT

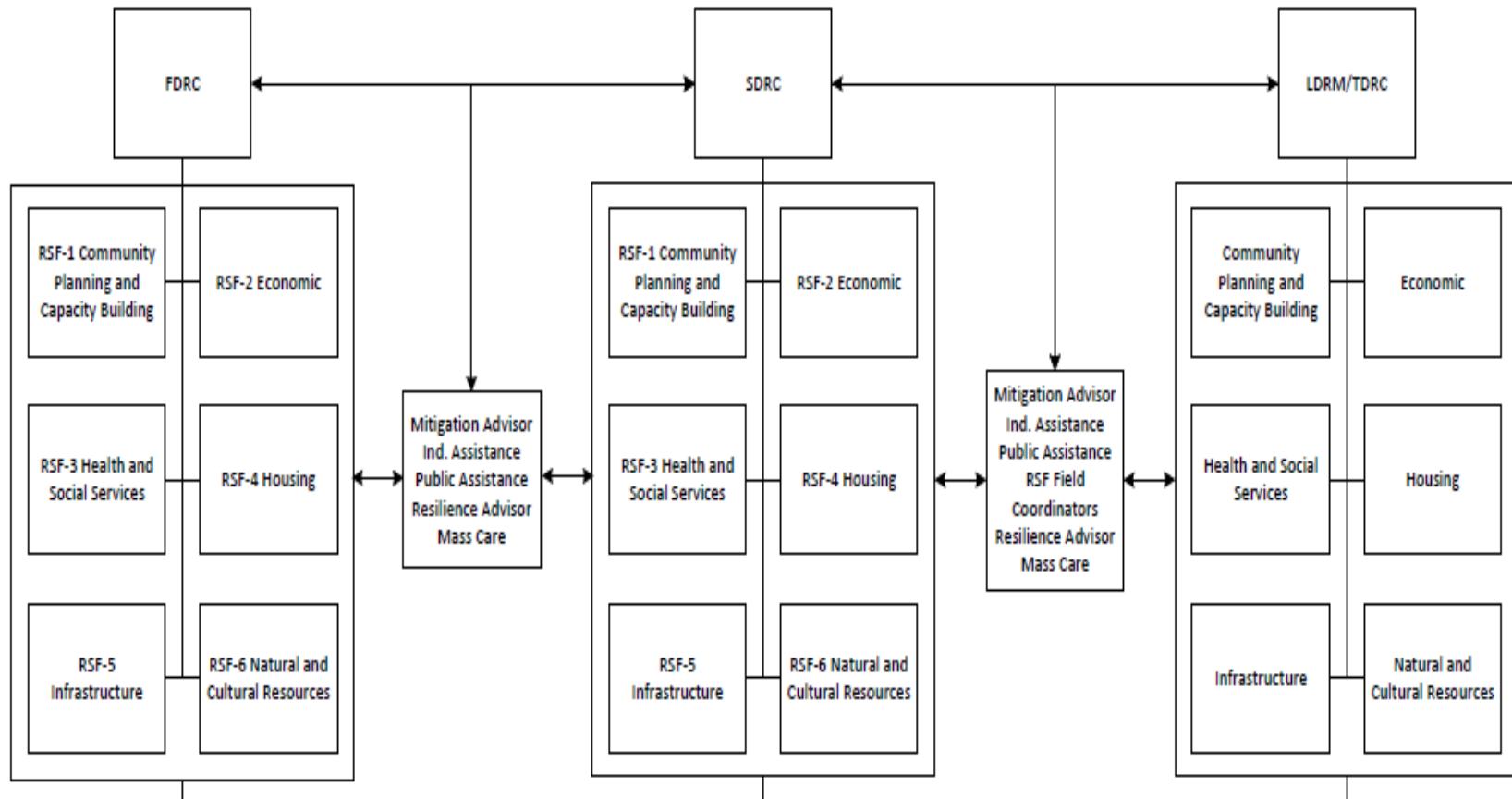
a. Request for Activation of Local Disaster Recovery Managers (LDRM) and/or Tribal Disaster Recovery Coordinators

Upon recommendation by the SDRC, the MEMA Director will request through county EMAs that all communities located in the impacted area appoint a LDRM as the single point of contact. The county EMA Director, or their designee, may serve in this role if the affected communities agree with the county EMA to do so.

If impacted Tribal Nations have opted to work through the State of Maine rather than with the Federal Government during recovery operations, then the SDRC will request that the impacted tribe appoint a TDRC. The SDRC will explain to LDRMs/TDRCs that recovery operations within their respective jurisdictions will remain within their control but that state resources are available to offer technical advice and other assistance. The SDRC will also work closely with the FDRC, if appointed, to ensure continuity of effort in support of impacted jurisdictions.

Figure 5 depicts the relationship between state and local recovery organizations. Communities may choose to form their own organizational structure for recovery operations; others may choose to join under a common organizational structure. The chart below represents functions in the structure – not necessarily individual appointments. One individual may serve as the point of contact to the state in multiple functions. See Figure 5

Figure 5. SDRC-DRT management structure and its relationship to LDRMs/TDRCs



b. Local Disaster Recovery Manager and Tribal Disaster Recovery Coordinator

The primary role of the Local Disaster Recovery Manager (LDRM) and the Tribal Disaster Recovery Coordinator (TDRC) is to manage and coordinate community repair and redevelopment. This will necessitate working closely with the SDRC and/or the Disaster Recovery Team (DRT) to be sure that all are clear about their assignments and are working together smoothly and efficiently to accomplish their recovery objectives. The LDRM/TDRC will be charged with the recovery efforts of their jurisdiction and will be the final decision maker regarding all offers of support from state and federal representatives. LDRMs/TDRCs are encouraged to designate individuals (or teams) with responsibilities that correspond to the six Recovery Support Functions (RSFs) of the DRT in order to facilitate planning and execution of local recovery activities. State and federal RSF Field Coordinators will respond to the needs of the LDRM in a supportive role and communicate those needs to their respective RSFs when appropriate.

c. Federal Disaster Recovery Coordinator

The FDRC coordinates and directs resource requests originating at the tribal and state levels to the appropriate RSFs. The FDRC serves as the direct liaison to the SDRC and, where appropriate, involved Tribal Disaster Recovery Coordinators. In recovery situations following a major disaster declared under the Stafford Act, the FDRC is initially appointed as a deputy to the FCO, before taking over the full scope of federal recovery coordination. Please note, the FDRC role has transitioned to a position for field operations only; without a Stafford Act designation, the FEMA Region 1 Interagency Recovery Coordination (IRC) Branch Chief would be the primary point of contact.

d. Mission Analysis and Strategy Development

Building upon the damage assessments conducted earlier, the SDRC will employ a two-step process to analyze and plan a flexible, adaptable, and cost-effective pathway toward providing long-term recovery support. The first step in the process is the development of a detailed Impact Assessment and Mission Analysis (IAMA) report. This report will serve as the foundation for the development of the second step, the state Recovery Support Strategy (RSS), which will detail the SDRCs approach to providing long-term recovery support that is tailored to local and/or tribal needs.

This two-step process will involve coordination with impacted local and tribal entities and is targeted for completion within 30 days of the DRT becoming mission capable. Mission capable refers to having the essential personnel and logistical, administrative, and operational elements in place to execute essential SDRC-DRT responsibilities needed for the specific incident. The SDRC will develop the actual timeline and milestones for completing the detailed impact assessment/mission analysis and strategy.

Time sensitive recovery actions or assignments may need to take place in advance of the completion of this two-step process. The steps include:

1. Detailed Impact Assessment and Mission Analysis

The purpose of the detailed IAMA report is to assess recovery-related impacts and the extent of support needed from each RSF by evaluating the shortfalls between recovery needs and capabilities. The IAMA is prepared by using all pertinent SEOC reports and logs; the

Preliminary Damage Assessment report if one was conducted; 2-1-1-Maine reports; reports and photos from ERT counterparts, emergency managers, and responders; reports from DRT members and their corresponding field or district offices; and surveys, photos, and information from on-site visits to the impacted areas. Information should include disaster impacts to persons with disabilities and others with access and functional needs, members of underserved populations, those with limited English proficiency, and the unique needs of children. When appropriate, pets and animals will be included as well. It is important that the views of county and local officials from the impacted areas are included in this assessment to properly plan support for the recovery. The report will assist the SDRC and DRT in the process of identifying which impacted communities will require enhanced state and/or federal support and may identify the general geographic areas and functional sectors that will likely require a more in-depth assessment. With input from the RSFs and oversight by the SDRC, the IAMA report will be prepared by RSF-1. Finally, the IAMA report will serve as the foundation for the development of the RSS and be distributed to all activated and potentially involved recovery stakeholders.

2. Recovery Support Strategy (RSS)

The RSS describes the unified approach the DRT will take to support the needs of local governments and tribal nations. It is based on the IAMA described above. The SDRC will lead the development of the RSS in close consultation with RSF Coordinators, Field Coordinators (if assigned) and most importantly, with LDRMs/TDRCs of the impacted areas. All RSFs will contribute to the development of the RSS with RSF-1 taking the lead to gather, coordinate, and summarize the information into a report. The SDRC will ensure the RSS is completed in a timely manner, taking local needs and program deadlines into account. The RSS is not a state plan or a local recovery plan. Rather, it describes the strategy and approach that RSF agencies will take to support local and tribal governments based on a comprehensive assessment of impacts and identification of issues.

The RSS identifies which RSFs will facilitate the provision of needed assistance and details objectives and milestones for coordinating the support provided. By including the RSFs, TDRCs, and LDRMs in this process, there can be a coordinated recovery support effort that will use resources equitably and wisely and assist the impacted area to recover as quickly as possible.

In all cases, the RSS objectives aim to facilitate each jurisdiction's own long-term community recovery planning and to help bridge resource shortfalls. The RSS will include an anticipated timeline for engaging each impacted community or area, and the level, type and duration of RSF support to be provided. The level of support needed will vary according to each community or area's capacity and the scale of the disaster impact that it suffered.

The RSS is used to communicate the following key information:

- Objectives for coordinated support.
- The jurisdictions for which targeted recovery coordination support is appropriate.
- A broad description of the types and desired levels of support to be provided.
- Detail on the coordination structure in the field (between governmental agencies, RSFs, and other players).
- Linkages to NGOs, service providers, and private sector stakeholders and providers.

- The plan for the transition of state (and federal) recovery resources and coordination efforts back to steady-state program management.
- An estimated timeline for completing the DRT's recovery mission by identifying key actions and milestones, including targets for determining completion of the DRT's mission.

Development of the RSS will require focused engagement of each RSF agency and will likely result in the issuance of mission assignments to state agencies and supporting organizations. The RSS is a dynamic document that will need frequent review and adjustments by the SDRC to reflect any updated information, new developments, revision of levels of needed support and evolving needs.

e. Implementing the Recovery Support Strategy

After coordinating completion of the RSS with the SCO and FDRC, if applicable, the SDRC will lead the execution of the RSS in coordination with LDRMs and TDRCs. RSS implementation will account for the majority of time and effort of the RSF support operation.

Each RSF operation will create its own recovery support milestones, capabilities, and timelines, all of which are coordinated and monitored by the SDRC and the RSF Coordinators. The SDRC and RSFs will ensure there are methods to track the effectiveness of the support being provided and measures to ensure effective coordination and collaboration. The SDRC will provide guidance and direction and ensure the strategic objectives are achieved in a timely manner and in close coordination with local and tribal recovery partners. The SDRC may use the Incident Action Planning (IAP) process to track short-term priorities and progress leading toward longer-term milestones outlined in the RSS.

These efforts must help build capacity while helping to address the needs and challenges of impacted jurisdictions. The level and type of coordination and assistance may include, but are not limited to:

- Advising on community managed recovery efforts.
- Identification and potential leveraging of, and improved access to, funding sources of all types as well as other resources to assist with shortfalls and eliminate overlaps.
- Providing onsite technical assistance for recovery planning.
- Providing support for capacity building and plan implementation.
- Identifying tasks, projects, and priorities.
- Coordinating with and among state (and federal), NGO and private sector stakeholders.
- Facilitating the development of strategies and recovery plans.
- Developing a strategic approach for coordinating assistance and policies.
- Promoting inclusiveness and equity in recovery.
- Advising on the incorporation of mitigation, sustainability and resilience building measures into the recovery.

f. Tracking and Management

The SDRC will track the progress of recovery support efforts throughout the operation to ensure adjustments are made to reflect evolving conditions and needs. Progress will be measured by the completion of key tasks linked to the achievement of RSS strategic goals. The SDRC will evaluate the adequacy and pace of recovery support and work with each impacted jurisdiction to identify any

gaps and additional support requirements.

3.5 Demobilization

The SDRC will demobilize an RSF when all the coordination and technical assistance needed to accomplish the relevant RSS objectives have been provided. This may be done in phases, depending on the specific needs of the situation. If appropriate, the RSF may demobilize, but one or two involved DRT members may continue to support recovery activities, while transitioning back to routine work.

After the transition of remaining responsibilities to individual agencies, the SDRC will return to his/her normal duties but will continue to have a role with recovery support.

3.6 Maine Long-Term Recovery Board

The Maine Long-Term Recovery Board (MLTRB) raises and distributes funds to people with unmet needs after all other sources of disaster assistance have been exhausted, to include FEMA assistance (during declared disasters) and other financial assistance. The MLTRB manages the Maine Disaster Relief Fund. Coordination of long-term recovery operations for individuals and families is executed using a Disaster Case Management (DCM) model in which individuals are supported in the development of a recovery plan.

The MLTRB is composed of both volunteer and faith-based leadership and business and industry leaders with philanthropic leadership backgrounds. The Board is not controlled or influenced by the state or any government entity. MEMA and Volunteer Maine strictly serve in an advisory capacity.

See **Section 7: Authorities and References** for additional information, including the membership and bylaws of the MLTRB.

Section 4: Responsibilities

4.1 Local Government

- Lead the community in preparing hazard mitigation and recovery plans, raising hazard awareness and educating the public on available tools and resources to enhance future resilience. These activities are performed both pre and post disaster.
- Appoint a Local Disaster Recovery Manager (LDRM) to manage and coordinate local preparedness and recovery efforts. The local emergency manager, another existing local staff, or a separate new position can fulfill the LDRM role. The LDRM serves as the jurisdiction's primary point of contact (POC) with the County, State, and Federal Government, as well as neighboring local governments.
- Coordinate development, training, and exercise of jurisdiction disaster recovery plans.
- Establish and maintain contacts and networks for disaster recovery resources and support systems.
- Promulgate principles and practices that further resiliency and sustainability in development and strategic planning initiatives.
- Lead the creation and coordination of the activities of local recovery-dedicated organizations and initiatives.
- Work with the State Disaster Recovery Coordinator (SDRC) to develop a unified and accessible communication strategy.
- Participate in damage and impact assessments with other recovery partners.
- Organize local recovery planning processes, to include the needs of individuals with Access and Functional Needs (AFN), limited English proficiency, and members of the underserved community.
- Ensure equity and inclusiveness in the community recovery process for members of socially vulnerable and underserved communities.
- Communicate recovery priorities to State and Federal Governments and other stakeholders and supporters.
- Incorporate critical mitigation, resilience, sustainability, and accessibility-building measures into the recovery plans and efforts.
- Lead the development of the community's recovery plans and ensure that they are publicly supported, actionable, and feasible based on available funding and capacity.
- Collaborate with the State and Federal Governments and other stakeholders and supporters, such as the business and nonprofit communities, to maximize financial and technical support for the community's recovery.
- Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely, and well-executed recovery in coordination with state recovery priorities.
- Develop and implement recovery progress measures and communicate adjustments and improvements to applicable stakeholders and authorities.

4.2 County Government

- Coordinate development, training, and exercise of jurisdiction disaster recovery plans.
- Establish and maintain contacts and networks for disaster recovery resources and support systems.
- Promulgate principles and practices that further resiliency and sustainability in development and strategic planning initiatives.

- Work with the State Disaster Recovery Coordinator (SDRC) to develop a unified and accessible communication strategy.
- Participate in damage and impact assessments with other recovery partners.
- Organize local preparedness and recovery planning processes, to include individuals with Access and Functional Needs (AFN) and members of underserved communities.
- Ensure inclusiveness in the community recovery process, including persons with AFN and limited English proficiency.
- Communicate recovery priorities to State and Federal Governments and other stakeholders and supporters.
- Incorporate critical mitigation, resilience, sustainability, and accessibility-building measures into the recovery plans and efforts.
- Collaborate with the State and Federal Governments and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support for the community's preparedness and recovery efforts.
- Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely, and well-executed recovery in coordination with state recovery priorities.
- Develop and implement recovery progress measures and communicate adjustments and improvements to applicable stakeholders and authorities.

4.3 State Government

- Keep the public informed through strategic messaging and working with all other stakeholders to provide an information distribution process.
- Serve as primary point of contact for disaster recovery preparedness with Local, Tribal and Federal governments, particularly with the LRDMs, TDRCs, and FDRC.
- Coordinate development, training, and exercise of the state inter-agency disaster recovery plan.
- Establish and maintain contacts and networks for disaster recovery resources and support systems.
- Promulgate principles and practices that further resiliency and sustainability in development and strategic planning initiatives.
- Communicate the roles and responsibilities of the state to the Local Governments.
- Work with recovery coordinators and leads at the federal and other levels to facilitate the development of a unified and accessible communication strategy.
- Support preparedness and recovery planning processes, which includes individuals with AFN and members of underserved communities, to fully engage constituents' input and result in development of the community's recovery visions, priorities, resources, capability, and capacity.
- Ensure inclusiveness in the community recovery process, including persons with AFN and limited English proficiency.
- Reinforce the importance of post-disaster compliance with existing privacy and civil rights laws, policies, and regulations.
- Facilitate the development of state recovery priorities. Communicate statewide recovery priorities to the FDRC.
- Encourage and model the incorporation of critical mitigation, resilience, sustainability, and accessibility-building measures into the recovery plans and efforts.
- Coordinate state, federal, and other funding streams for recovery efforts and communicate issues and solutions to recovery assistance gaps and overlaps.

- Collaborate with federal and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support for the community's recovery, leverage the resources where possible, and resolve potential duplication of assistance.
- Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely, and well-executed recovery.
- Develop and implement recovery progress measures and communicate adjustments and improvements to applicable stakeholders and authorities.
- Conduct after-action reporting.
- Engage the Whole Community in recovery planning.
- Develop multidisciplinary recovery tools and best practices.
- Coordinate unmet needs and other ongoing needs remaining from the response phase.
- Coordinate long-term recovery efforts among local, state, and federal recovery partners, including through the Recovery Support Functions (RSFs).
- Develop event-specific policies, procedures, and programs to implement recovery strategies.
- Coordinate resources to assist local communities that lack capacity after largescale and catastrophic disasters.
- Establish mechanisms for tracking recovery progress.

a. Governor

- Sign proclamations to declare a State of Emergency and release state resources to assist local jurisdictions.
- Appoint an SDRC to ensure that state agencies, programs, and subject matter experts are working together in support of local and tribal recovery efforts.
- In the case of a disaster declaration, execute disaster relief pursuant to Title 37-B, Chapter 13, Subchapter 2, §744. Disaster relief, to include:
 - Applying for federal assistance on behalf of the citizens of Maine.
 - Obligating state financial resources as a condition for receiving federal disaster assistance.

b. State Department and Agency Leadership

- Appoint a department or agency representative and an alternate to support state DRT operations as assigned in this plan. Representatives shall have the authority to commit agency resources and expedite program operations in the provision and coordination of disaster recovery activities. See **Appendix D. Responsible Agencies per Recovery Support Function**.
- Provide representation as needed (i.e., in-person or by telephone) at the JFO and DRCs in support of programmatic recovery.
- 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.
- Provide training as appropriate to personnel assigned to execute respective functions in this plan.
- Assist federal representatives in providing disaster assistance within the affected areas.
- Review this plan annually and update assigned annexes and procedural documentation to meet current department policy and organization. Revisions must be compatible with the policies set forth in the Base Plan.
- Participate in training and exercises pursuant to the responsibilities set forth in this plan.

c. Maine Emergency Management Agency

- Coordinate execution of the various annexes of this plan with the recovery activities of County and Local Governments, State Government, private agencies and organizations, and the Federal Government.
- Establish procedures for the maintenance and distribution of this plan.
- Encourage mutual aid agreements with federal agencies, other states, private sector, relief organizations, and between County and Local Governments.
- Provide technical and planning assistance to state agencies, county and local governments upon request.
- Provide annual training and exercise opportunities to test and evaluate state, county, and local plans to maintain a high standard of preparedness.
- Establish an appropriate level of operational readiness for Maine's DRT.
- 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 an imminent or occurring emergency/disaster situation.
- Maintain, update, and distribute all changes to this plan, with annual review.

4.4 Federal Government

- Leverage resources from FEMA and across the Federal Government utilizing both Stafford Act resources and other federal agency resources operating under their own authorities in support of unified local, county, and state recovery priorities to support the building and rehabilitation of local communities so that they are more disaster resistant and resilient.
- Provide support to State and Local recovery efforts in alignment with the National Disaster Recovery Framework (NDRF) including through training in framework and management of processes, as needed.
- Ensure consistency of messaging and message distribution with the local, county and state communications priorities so that the public, Congress, the private-sector, and all stakeholders are informed and aware of recovery processes and have realistic expectations for recovery timelines and outcomes.
- Assist local and State governments to prepare for recovery by providing guidance and tools for planning and preparedness activities.
- Appoint an FDRC to facilitate disaster recovery coordination and collaboration between the federal, state, and local governments; the private sector; and voluntary, faith based, and community organizations. The FDRC partners with and supports the LDRM and the SDRC to facilitate disaster recovery.
- Provide federal assistance as directed by the President of the United States under the coordination of FEMA and in accordance with federal disaster recovery plans.

4.5 Non-Governmental and Voluntary Organizations

- Supplement and fill gaps where government authority and resources cannot be applied.
- Ensure participation and inclusion of all members of the impacted community.
- Coordinate with government agencies to ensure a broad and comprehensive coverage of assistance and relief during emergencies.

- Develop mutual aid agreements and memoranda of understanding in areas of responsibility to be performed during recovery from disasters.

4.6 Private Sector

- Work together with local and state officials pre-disaster to develop recovery plans and to coordinate recovery activities following a disaster.
- Improve disaster resilience by mitigating risks and increasing disaster preparedness.
- Adopt, train and exercise business continuity plans to minimize costly operational disruptions.
- Purchase adequate all-hazards insurance policies.

Section 5: Finance and Administration

State fund expenditures for emergency operations will be conducted in accordance with Maine law. Utilizing emergency powers, the Governor is authorized to 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 data set in assessing the need and preparation of requests for federal assistance. The federal Public Assistance reimbursement process will validate and approve expenditures eligible for reimbursement.

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 their designated representative. Both state and federal reimbursement requires diligent relevant documentation retention of involved entities; reimbursement is not guaranteed and is contingent upon validation through the Public Assistance process. 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. Use of federal funds is subject to audit and verification by state and federal auditors.

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 Regulations, Title 44, Emergency Management and Assistance, Title 2 C.F.R. Part 200, (Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards) and all [Maine Revised Statutes](#) (Title 37B) pertaining to state financial matters and emergency management powers and responsibilities.

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. Reimbursement for response costs can potentially be provided by any number of state or federal agencies and must be documented and approved to receive funds. See **Supporting Annex 4 - Disaster Assistance** for more detailed information and sample documentation.

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 or their designee.

This plan will be reviewed and updated, as needed, with consideration given to the following factors:

- Updates to planning guidance, standards, or best practices
- Changes in elected/appointed officials
- Changes in available resources (e.g., facilities, equipment, personnel, etc.)
- Corrective actions resulting from exercises and/or real-world events
- 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. Reviews, at a minimum, will be conducted every 2 years, with a full revision scheduled every 5 years. All organizations that have emergency-oriented missions or support roles are required to provide relevant information and prepare supporting documentation (i.e., standard operating guidelines) as needed or requested. Minor changes (names/titles, reference documents, etc.) to the format and/or content of the IDRPs authorized by the MEMA Director will not require re-signature of the Promulgation (formal acceptance by the Governor). For major changes (process and structural changes) to the content of the IDRPs, re-signature will be required. The Promulgation will be re-signed every five years.

6.2 Distribution

The IDRPs, 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
- RSF Responsible Agencies
- Governor's Office
- County EMAs
- FEMA, Region 1
- State EMAs in Region 1
- Maine Tribal Nations

Section 7: Authorities and References

7.1 State

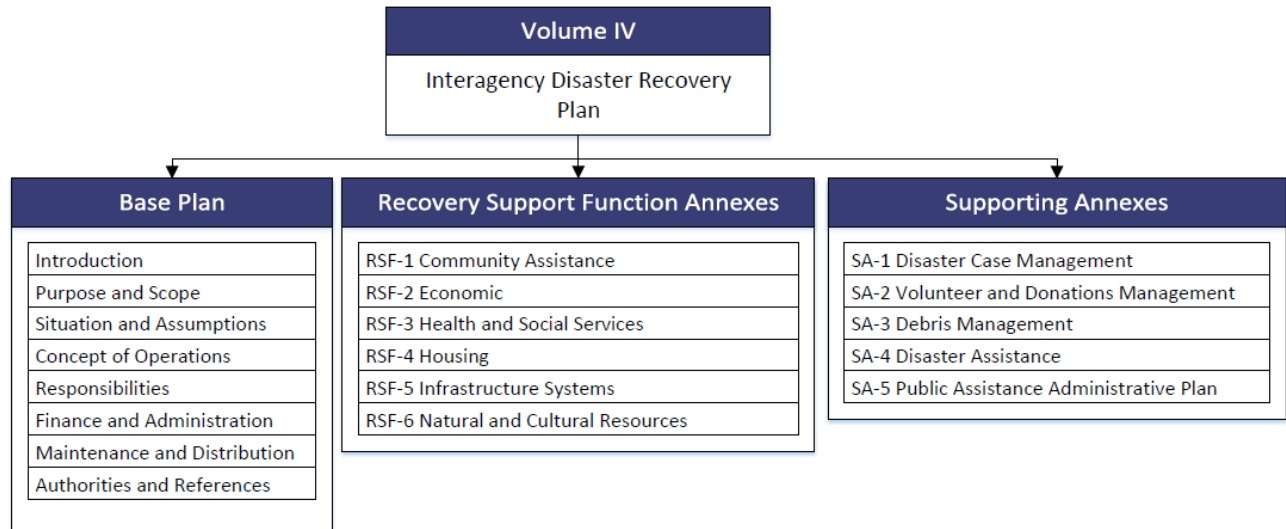
- [Governor’s Executive Order No. 22 FY 11/12, Dated August 30, 2011, “An order updating the staff of Maine Emergency Response and Disaster Assistance Teams”](#)
- [Maine Revised Statute, Title 37-B](#)
- [Maine State Hazard Mitigation Plan 2023](#)
- Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review 2023
- 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
- Maine Long Term Recovery Board – Bylaws and Membership
- Disaster specific FEMA-State Agreements

7.2 Federal

- [Title 44 Emergency Management and Assistance \(CFR 44\)](#)
- [Title 2 Administrative Requirements, Cost Principles, and Audit Requirements for Federal Award \(CFR 2, Part 200\)](#)
- [Robert T. Stafford Disaster Relief and Emergency Assistance Act \(Stafford Act\)](#)
- [FEMA Public Assistance Program and Policy Guide \(PAPPG\)](#)
- [FEMA Individual Assistance Program and Policy Guide](#)
- [Post-Katrina Emergency Reform Act](#)
- [Pets Evacuation and Transportation Standards Act](#)
- [Sandy Recovery Improvement Act](#)
- [Disaster Recovery Reform Act](#)
- [Disaster Relief Appropriations Act](#)
- [Presidential Policy Directive-8](#)
- [National Preparedness System](#)
- [National Preparedness Goal and Mission Frameworks](#)
- [National Planning Frameworks](#)
- [Response and Recovery Federal Interagency Operations Plan \(First Edition March 2023\)](#)

Section 8: Appendices

Appendix A. CEMP Volume IV - Organizational Chart



Appendix B. Recovery Support Function Annexes

Recovery Support Function (RSF) Annexes		
Title	Lead Agency	Summary
RSF 1 - Community Assistance	Maine Emergency Management Agency	The Community Assistance RSF will effectively plan and implement disaster recovery activities, engaging the whole community to achieve their objectives and increase resilience. <i>See RSF-1 for more detailed information.</i>
RSF 2 - Economic	Department of Economic and Community Development	Economic recovery will return the economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community. <i>See RSF-2 for more detailed information.</i>
RSF 3 - Health and Social Services	Department of Health and Human Services	Health and social services will restore and improve health and social service networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community. <i>See RSF-3 for more detailed information.</i>
RSF 4 - Housing	Maine State Housing Authority	Housing will implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. <i>See RSF-4 for more detailed information.</i>
RSF 5 - Infrastructure Systems	Department of Transportation Public Utilities Commission	Infrastructure systems will stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community. <i>See RSF-5 for more detailed information.</i>
RSF 6 - Natural and Cultural Resources	Department of Agriculture, Conservation, and Forestry Maine State Museum Maine State Library Maine State Archives	Natural resources will protect resources through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate and restore them, consistent with post-disaster community priorities and effective practices and in compliance with appropriate environmental preservation laws and executive orders. Cultural resources will protect resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate and restore them, consistent with post-disaster community priorities and effective practices and in compliance with appropriate historical preservation laws and executive orders. <i>See RSF-6 for more detailed information.</i>

Appendix C. Supporting Annexes

Supporting Annexes (SA)	
Title	Summary
SA 1 – Disaster Case Management	This annex establishes procedures for a time-limited disaster case management process that will organize and provide a timely, coordinated approach to assess an individual or family's disaster-related unmet needs and develop a goal-oriented plan that outlines the steps necessary to achieve recovery.
SA 2 – Volunteer and Donations Management	This annex outlines a framework to facilitate the effective coordination and utilization of spontaneous, unaffiliated volunteers and undesigned, unsolicited, in-kind donations to meet the needs of affected communities following major emergencies and disasters.
SA 3 – Debris Management	This plan includes some of the general activities undertaken by the state and its agencies to prepare for the oncoming event which will require the management of debris. A primary objective of the plan is to ensure that the state provides a coordinated response effort that manages disaster debris operations in an environmentally sound and cost-effective method.
SA 4 – Disaster Assistance	This annex describes the process required to request federal assistance under the Stafford Act. The state, 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 submit a request for federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (The Stafford Act).
SA 5 – Public Assistance Program Administrative Plan	This annex identifies the State of Maine's roles, responsibilities, processes, and procedures for administering the Federal Emergency Management Agency (FEMA) Public Assistance Program (PA Program). The PA Program provides supplementary Federal assistance under the Stafford Act to State, Tribal and local governments, and certain non-profit organizations. Tribal governments may be eligible to receive assistance under a state declaration as a subrecipient if it has not requested its own declaration and there is no duplication of benefits.

Appendix D. All Responsible Agencies per RSF

Agencies	RSF-1 Community Planning and Capacity Building	RSF-2 Economic	RSF-3 Health and Social Services	RSF-4 Housing	RSF-5 Infrastructure Systems	RSF-6 Natural and Cultural Resources
2-1-1 Maine, Inc.			S			
American Red Cross			S	S		
Department of Administrative and Financial Services	S	S			S	S
Department of Agriculture, Conservation, and Forestry	S	S				L
Department of Economic and Community Development	S	L		S		
Department of Education	S		S		S	
Department of Environmental Protection	S		S		S	S
Department of Health and Human Services	S		L	S	S	
Department of Inland Fisheries and Wildlife	S					S
Department of Labor	S	S	S			
Department of Marine Resources	S					S
Department of Professional and Financial Regulation				S		
Department of Transportation	S				L	
Finance Authority of Maine	S	S				
Governor’s Energy Office	S				S	
Governor’s Office	S					
Maine Arts Commission						S
Maine Chamber of Commerce		S				
Maine Commission for Community Service	S					
Maine Emergency Management Agency	L		S	S	S	S
Maine Historic Preservation Commission	S					S
Maine Historical Society						S
Maine Humanities Council						S
Maine Small Business Development Center		S				
Maine State Archives	S					L
Maine State Housing Authority	S			L		
Maine State Library	S					L
Maine State Museum	S					L
Maine Turnpike Authority	S				S	
Maine Voluntary Organizations Active in Disaster			S			
Office of the Attorney General	S					
Office of the State Treasurer		S				
Public Utilities Commission	S				L	

Appendix E. IDRP Acronyms, Abbreviations, and Definitions List

AFN: Access and Functional Needs	IRC: Interagency Recovery Coordination
AFO: Area Field Office	JFO: Joint Field Office
CEMP: Comprehensive Emergency Management Plan	JIC: Joint Information Center
CFR: Code of Federal Regulations	LDRM: Local Disaster Recovery Manager
CIR: Critical Information Requirements	LEP: Limited English Proficiency
COOP: Continuity of Operations Plan	MEMA: Maine Emergency Management Agency
DCM: Disaster Case Management	MLTRB: Maine Long-Term Recovery Board
DRC: Disaster Recovery Center	NDRF: National Disaster Response Framework
DRT: Disaster Recovery Team	NGO: Non-Governmental Organization
EMA: Emergency Management Agency	PA: Public Assistance
EOC: Emergency Operations Center	PA-O: Public Assistance Officer
EOP: Emergency Operations Plan	PDA: Preliminary Damage Assessment
ERT: Emergency Response Team	PIO: Public Information Officer
FCO: Federal Coordinating Officer	RSF: Recovery Support Function
FDRC: Federal Disaster Recovery Coordinator	RSS: Recovery Support Strategy
FEMA: Federal Emergency Management Agency	SA: Supporting Annex
FHA: Federal Housing Authority	SCO: State Coordination Officer
GOPIF: Governor's Office of Policy, Innovation, and the Future	SBA: Small Business Administration
IA: Individual Assistance	SDRC: State Disaster Recovery Coordinator
IA-O: Individual Assistance Officer	SEOC: State Emergency Operations Center
IAMA: Impact Assessment and Mission Analysis	SHMO: State Hazard Mitigation Officer
IAP: Incident Action Plan	TRDC: Tribal Disaster Recovery Coordinator
IDA: Initial Damage Assessment	USDA: US Department of Agriculture
IDRP: Interagency Disaster Recovery Plan	VOAD: Voluntary Organizations Active in Disasters