



State of Maine

Emergency Operations Plan

Comprehensive Emergency Management Plan - Volume II

January 2017



Promulgation, Approval, and Implementation

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).

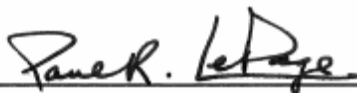
The EOP was developed with significant input from stakeholders and subject matter experts at all levels. It is drafted in accordance with relevant state and federal laws and conforms to federal guidance, including the Comprehensive Preparedness Guide (CPG-101 2.0), the National Response Framework (NRF),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

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

State of Maine
Comprehensive Emergency Management Plan
Volume I: Preparedness Strategy
Risk and Capability Assessment State Hazard Mitigation Plan Multiyear Training and Exercise Plan State Homeland Security Strategies
Volume II: Emergency Operations Plan
Base Plan Emergency Support Function Annexes Incident and Supporting Annexes
Volume III: Interagency Disaster Recovery Plan
Base Plan Recovery Support Function Annexes
State Acronym, Abbreviation, and Definition 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 45th highest in the country, and it had the 25th 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

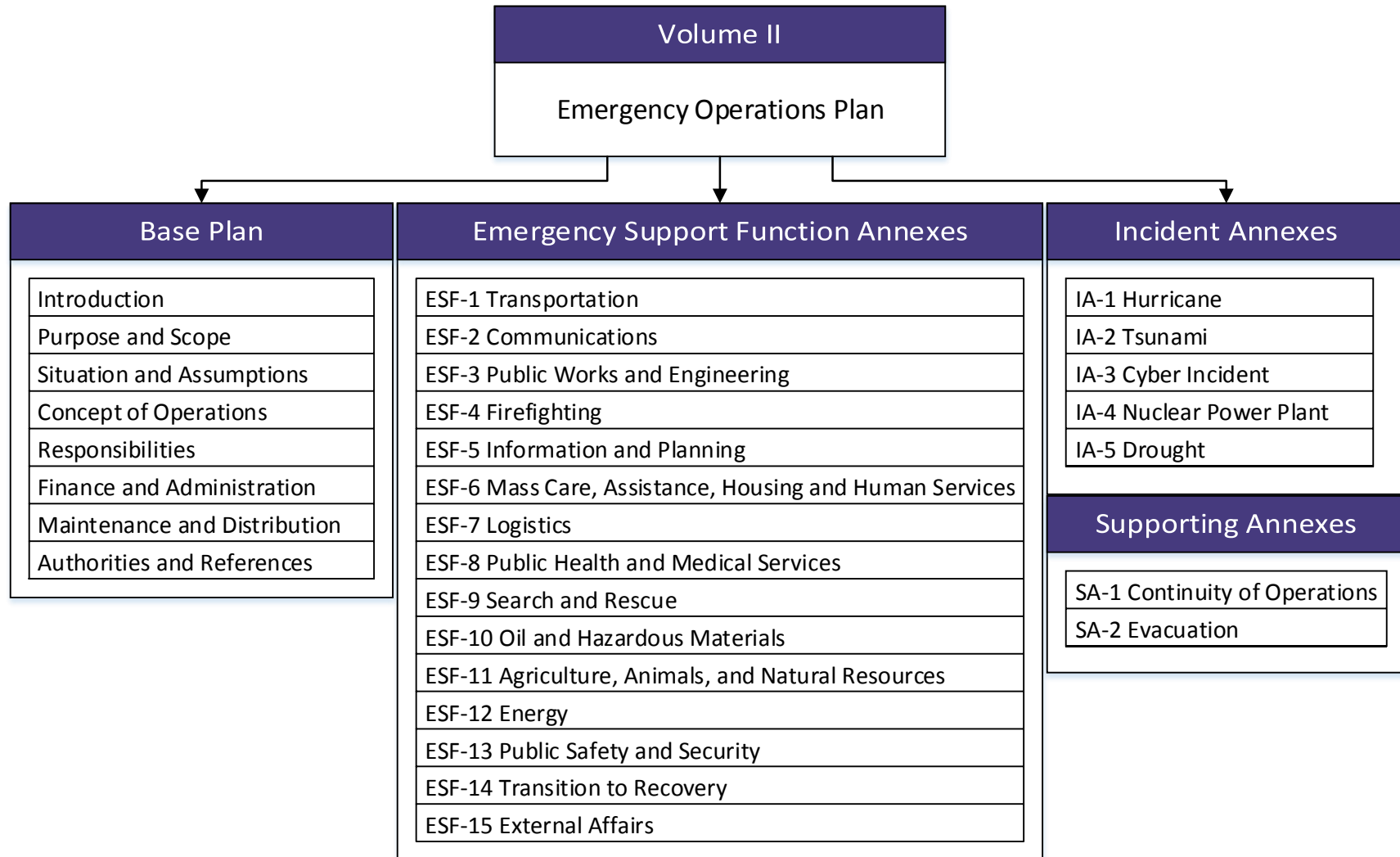
- Maine Revised Statute, Title 37-B
- MEMA Policy Manual
- Maine State Hazard Mitigation Plan
- THIRA and State Preparedness Report
- Governor's Executive Order No. 22 FY 11/12, dated August 30, 2011, "An order updating the staff of Maine Emergency Response and Disaster Recovery Teams"
- Executive Order 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. <i>See ESF-1 for more detailed information.</i>
ESF 2 - Communications	Maine Emergency Management Agency	Provides communications support for state and local response before, during, and after an incident. <i>See ESF-2 for more detailed information.</i>
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. <i>See ESF-3 for more detailed information.</i>
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. <i>See ESF-4 for more detailed information.</i>
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. <i>See ESF-5 for more detailed information.</i>
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. <i>See ESF-6 for more detailed information.</i>
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. <i>See ESF-7 for more detailed information.</i>
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. <i>See ESF-8 for more detailed information.</i>
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. <i>See ESF-9 for more detailed information.</i>
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. <i>See ESF-10 for more detailed information.</i>
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. <i>See ESF-11 for more detailed information.</i>
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. <i>See ESF-12 for more detailed information.</i>
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. <i>See ESF-13 for more detailed information.</i>
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 IDRP. <i>See ESF-14 for more detailed information.</i>
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. <i>See ESF-15 for more detailed information.</i>

Supporting Annexes (SA)	
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.

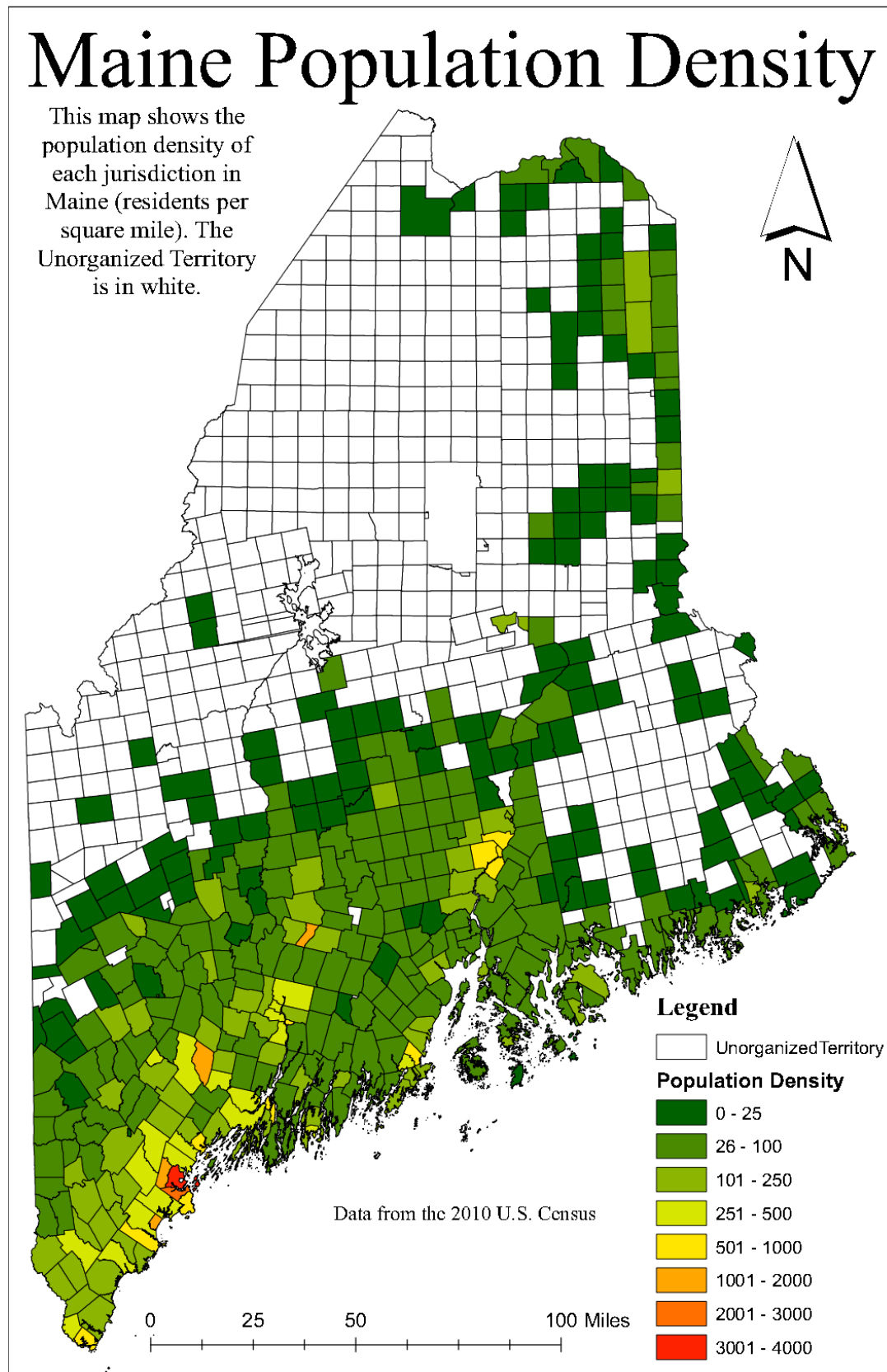
Incident Annexes (IA)	
Title	Summary
IA 1 – Hurricane (<i>in revision</i>)	Due to its extensive coastal region, Maine may record several hurricane watches and/or warnings during the Atlantic hurricane season. Since 1965, Maine has been struck by seven hurricanes and dozens of tropical storms/depressions. 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

Incident Annexes (IA)	
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
Natural Hazards	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)
Technological	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
Human-caused	Civil Disturbance
	Cyber Incident
	Sabotage
	School Violence
	Terrorist Act

Appendix E. All Responsible Agencies per ESF

Agencies															
	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
Emergency incident for which local response capabilities are likely adequate.	Steady-State/Monitoring	- Situation managed by the Duty Officer, MEMA Director, and Operations Division Director or designated assistant as part of day-to-day operation. - Situation is monitored and, if needed, appropriate state agencies are notified to take action as part of their everyday responsibilities.
- Incident begins to overwhelm local response capability. - Some state assistance possible.	Partial Activation	- MEMA staff provides assistance in the SEOC, as needed, ERT primary agencies may be activated and support agencies placed on standby. - Governor advised of the situation. - Federal or interstate support not anticipated.
- Situation continues to intensify. - Widespread threats to public safety. - Local states of emergency declared. - State and federal response assistance is required.	Full Activation	- Full activation of SEOC. - Governor may declare a State of Emergency. - State ERT primary and support agencies send representatives to SEOC as requested. - Joint Information Center activated. - Possible deployment of FEMA advance element to the SEOC. - Possible activation of the Federal Response Plan. - EMAC or IEMAC requests for aid anticipated.