



**State of Maine**

**Emergency Operations Plan**

**Comprehensive Emergency Management Plan - Volume III**

**November 2025**



## Promulgation, Approval, and Implementation

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In accordance with Maine Revised Statute, Title 37-B, §704, the Maine Emergency Management Agency has developed the Comprehensive Emergency Management Plan 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, other states, the Federal Government, and the private sector.

The Comprehensive Emergency Management Plan is composed of four parts:

- Volume I – Preparedness Strategy,
- Volume II – State Hazard Mitigation Plan,
- Volume III – Emergency Operations Plan, and
- Volume IV – Interagency Disaster Recovery Plan.

The Emergency Operations Plan 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, the National Response Framework, and the National Incident Management System.

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

The Emergency Operations Plan 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 the Maine Emergency Management Agency. This plan supersedes any previously issued Emergency Operations Plan.

By virtue of the authority vested in me by the state of Maine, I hereby promulgate and issue this Emergency Operations Plan as the official guidance of all concerned, to be implemented by the Director of the Maine Emergency Management Agency

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## Record of Changes

All changes are annotated on the master copy of this plan, managed by the Preparedness and Homeland Security Division’s Senior Planner.

CHANGE NUMBER	SECTION & PAGE	DATE	POINT OF CONTACT	DESCRIPTION

## Annual Review Log

PLAN / SECTION	REVIEW DATE	POINT OF CONTACT
Base Plan		
Annex A: Hazards & Threats Risk Assessment		
Annex B: State Emergency Operations Center Procedures		
Annex C: Hazard & Threat Response		
Annex D: Cyber Incident Response		
Annex E: Radiological Emergency Response		
Annex F: Continuity of Operations		
Annex G: Evacuation		
Annex H: Search and Rescue 37-B §850		
Annex I - Fatality Management 37-B §851		
Annex J - Distribution Management		
Annex K - Coordination & Administrative References		

**Distribution:** The plan is publicly available at: <https://www.maine.gov/mema>

## Section 1: Introduction

Under Maine law (Maine Revised Statutes, Title 37-B, §704), the Maine Emergency Management Agency (MEMA) is responsible for safeguarding the public by planning for various natural, technological, and human-caused hazards.

To fulfill this responsibility, MEMA developed the Comprehensive Emergency Management Plan, which outlines how the state government manages emergencies and coordinates with stakeholders across local, county, and tribal governments, as well as federal agencies, Non-Governmental Organizations, and the private sector.

The Comprehensive Emergency Management Plan is divided into four volumes:

- Volume I – Preparedness Strategy,
- Volume II – State Hazard Mitigation Plan,
- Volume III – Emergency Operations Plan, and
- Volume IV – Interagency Disaster Recovery Plan.

Volume III, the Emergency Operations Plan, serves as the main framework for emergency response in Maine. It consists of a base plan and several annexes that provide more detailed information:

- **Hazards & Threats Risk Assessment:** Details the identified risks and hazards facing the state, including their potential impact and the likelihood of their occurrence.
- **State Emergency Operations Center (SEOC) Procedures:** Outlines the structure, roles, and responsibilities for staff working within the SEOC during an emergency. It includes procedures for activation, deactivation, and overall SEOC management.
- **Hazard and Threat Response Annex:** Provides specific, detailed procedures for handling particular types of incidents, like floods, severe weather, or hurricanes. The annex is designed to supplement the base plan with specialized guidance.

- **Continuity of Operations (COOP) Annex:** Identifies contingencies to ensure essential government functions can continue during and after an emergency. It includes procedures for relocating personnel, protecting vital records, and maintaining communication systems.
- **Evacuation Annex:** Provides guidance and procedures for the safe and orderly movement of people from a threatened area. It covers topics such as evacuation routes, transportation resources, and shelter management.
- **Mass Fatality Annex:** Details procedures for the compassionate and respectful handling of deceased individuals following a catastrophic event. It details responsibilities for victim identification, morgue operations, and family assistance.
- **Distribution Management Annex:** Describes the process for receiving, staging, and distributing critical supplies and resources to affected areas. It includes information on supply chains and logistics coordination.
- **Coordination and Administrative Annex:** Details how the state coordinates with key external partners, including the Maine National Guard, tribal nations, private sector, and voluntary organizations. Subordinate appendices further outline specific protocols for engaging each of these groups to ensure a unified emergency response.

**Note:** Acronyms and definitions are provided in the State Acronyms, Abbreviations, and Definitions List and in the Acronym Reference List at the end of this document.

## Section 2: Foundational Elements

### 2.1. Purpose and Objectives

The Emergency Operations Plan establishes the overall framework for integrating and coordinating emergency response and initial recovery activities across all levels of government, volunteer organizations, and the private sector in the State of Maine. It serves as the primary and overarching plan for managing emergencies and disasters at the state level, detailing the coordinating structures and processes that fulfill response and recovery goals. It provides a flexible, all-hazards framework that conforms to the National Incident Management System and National Response Framework, and aligns with plans at the county, state, and federal levels.

Developed from the planning process outlined in the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide 101, the Emergency Operations Plan accomplishes the following objectives:

- Assigns responsibilities to agencies, organizations, and individuals for specific actions during an emergency.
- Details methods and procedures that emergency management personnel use to assess emergencies and take appropriate actions to save lives, reduce injuries, prevent or minimize property damage, and protect the environment.
- Identifies the responsibilities of county, state, non-governmental, volunteer, private sector, and federal agencies during emergencies or disasters.
- Establishes lines of authority and coordination for the management of an emergency or disaster.
- Coordinates mutual aid and federal assistance to supplement state resources.

### 2.2. Scope

The Maine Emergency Operations Plan represents the state's integrated, comprehensive plan for Emergency Operations, Recovery, and Continuity of Government. It guides the state's response and recovery operations and applies to all hazards the state faces, regardless of cause, location, or magnitude. By being "threat and hazard agnostic," the plan ensures that the state can effectively support a response to and recovery from any emergency or disaster.

The Emergency Operations Plan applies to state-level activities during incidents, emergencies, and disasters, including large-scale planned events that require multi-agency coordination. It applies to state agencies and personnel, as well as organizations and individuals operating under or in support of state-managed emergency operations. The Emergency Operations Plan also functions as a reference document for local jurisdiction plans.

This plan integrates operational planning with high-level implementation procedures that apply to all threats and hazards. Detailed implementation plans and procedures are further developed and refined as part of SEOC incident action planning during a specific incident.

The Emergency Operations Plan does not replace agency-established procedures for smaller-scale emergencies. Instead, it coordinates the response and mobilizes resources for emergencies that require the involvement of multiple agencies and organizations and pose major risks to life and property. State assistance provided to cities and towns includes personnel, equipment, facilities, materials, and subject matter expertise.

Assistance will be prioritized in the following manner:

- Life safety
- Protection of property
- Protection of the environment

This plan 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.

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; 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; service and companion animals, household pets, livestock, and research animals; and rural and geographically isolated communities.

## 2.3. Situation

Emergency management in the State of Maine relies on a tiered, coordinated structure based on state law, with a strong emphasis on county autonomy. MEMA provides "leadership, coordination, and support" across the four phases of emergency management: mitigation, preparedness, response, and recovery. Below the state level are the 16 county emergency management agencies, which serve as the intermediary layer between the state and municipal governments. County emergency management agencies provide support, coordination, and resources to the municipalities within their jurisdiction, which, in turn, maintain responsibility for their own emergency planning and initial response.

Maine's Home Rule laws, defined in Title 30-A, Chapter 111, impact emergency management operations within the state. This legal framework grants municipalities significant autonomy in local governance, including emergency management. This emphasizes that the state's role is to provide a supportive and coordinating function, ensuring that county emergency plans and response efforts integrate into the broader statewide system, but respecting local authority.

## 2.4. Hazard Environment

Maine is exposed to numerous natural and human-caused hazards, as detailed in the 2023 Maine State Hazard Mitigation Plan. A recent 2025 state hazard and threat analysis identified that the state possesses a particular vulnerability to a range of hazards. Of these, the following were determined to pose the greatest risk to the state:

- Severe flooding (Inland and Coastal). Severe flooding is an extensive inundation where water overwhelms normally dry land, destroys structures and roads, and forces evacuations to protect life and property, regardless of whether the source originates inland from rivers or along the coast from the sea.
- Cyber-incidents (Intentional and Non-malicious). Cyber incidents refer to any event on a computer network that threatens the privacy, accuracy, or availability of digital information, systems, or infrastructure. This includes cyber-attacks, which are malicious, intentional efforts to disrupt, disable, destroy, or gain unauthorized control over systems and data. Incidents also

include disruptions or data loss that occur as a result of system failures, configuration or update conflicts, and basic human error.

- Extreme winter weather (Ice Storms and Blizzards). Extreme winter weather is a severe atmospheric event that delivers significant, life-threatening impacts, most commonly when intense snowfall and high winds create a blizzard, or when widespread, significant freezing rain causes an ice storm that coats infrastructure in thick ice.

Many hazards, such as coastal storms and hurricanes, often produce a cascade of events that amplify their impact. The state's aging housing stock and the expansion of the wildland-urban interface also increase vulnerability to events like wildfires. For a complete and updated analysis of these threats and Maine's mitigation strategy, refer to the 2025 State Hazard and Threat Analysis and the 2023 Maine State Hazard Mitigation Plan, which provides a strategic guide for reducing or eliminating vulnerabilities.

## 2.5. Planning Facts and Assumptions

Within the context of this plan, facts represent established, verifiable pieces of information that serve as a foundation for the plan. Assumptions are conditions accepted as true without proof, which are necessary to fill in gaps where specific facts or future conditions are unknown.

### FACTS

#### General Planning

- The Emergency Operations Plan is an all-hazards plan applicable to all incidents, regardless of cause or hazard.
- The planning process builds relationships and a common understanding among stakeholders.
- A disaster can occur with little or no warning and can escalate more rapidly than any single county response organization or jurisdiction can handle.
- The disparity of resources and response capabilities between communities can magnify a disaster's impact beyond what was reasonably expected.
- A single location or community can be subject to more than one emergency at a time.

- An emergency can affect multiple jurisdictions at once, requiring communication and coordination across boundaries.
- Communities are diverse and include people with access and functional needs, children, and those with household pets or service animals.

### **Response and Resource Management**

- Local and county governments manage most emergencies, utilizing resources within their jurisdictions.
- When an incident occurs, local and county governments use their response resources first, supplemented by mutual aid and/or private sector contracts.
- Once an emergency exceeds jurisdictional resource and response capabilities, that jurisdiction requests assistance from the next higher level of government.
- Shortages of support personnel and equipment can be expected during a high-risk event.
- Normal suppliers may not deliver goods and services in a timely manner.
- When an incident affects state property, the responsible state agency uses its own resources to respond to the event and establishes communications with the SEOC.
- Timely and accurate public communication manages rumors and misinformation.

### **State and Federal Coordination**

- Any references to departments or agencies in this plan are state agencies unless otherwise noted.
- Requests for Maine National Guard assets to support state missions are coordinated through MEMA.
- Federal assistance can be requested to support state and county efforts if an incident exceeds state capabilities. This assistance will be provided through a Presidential Emergency and/or Major Disaster Declaration (i.e., Stafford Act Declaration) or through select federal agencies under their own authorities in specific scenarios.

- Resources from other states or the federal government may not be available for an extended period due to the magnitude of the incident.
- Planning efforts are based on the fact that federal assistance may not always be available.
- State agencies, FEMA, and federal Emergency Support Functions, if activated, will work together to coordinate state and federal resources.
- Recovery operations begin during the response phase, can run concurrently with response operations, and can last for years.

## ASSUMPTIONS

### Communication

- Communication systems, including cellular and internet networks, may be disrupted or overloaded and will likely be unreliable or non-existent in remote areas. This requires the use of redundant or alternative communication methods like satellite phones or amateur radio.
- Public information and emergency alerts will be disseminated through multiple channels, including traditional media, social media, and formal alert systems

### Communities and the Public

- The public may not immediately follow official guidance, and spontaneous response actions, both positive and negative, may occur.
- A significant number of people may require medical attention, potentially overwhelming existing healthcare facilities.
- Planning and response efforts must account for the unique needs of Maine's older population, including a higher reliance on medical equipment and limited mobility.
- The plan must account for a significant seasonal population increase, which will impact communication, resource allocation, and evacuation strategies (i.e., an influx of tourists during the summer months).

### **Infrastructure**

- Maine has a high probability of severe winter weather events that will cause prolonged power outages and impassable roads, as well as the potential for wildfires in heavily forested areas during dry periods.
- Critical infrastructure, including power, water, and gas, may sustain damage or fail, impacting life safety and operations.
- Transportation routes may be blocked, restricted, or impassable, which could delay emergency response and evacuation efforts.
- Facilities and buildings may sustain damage, rendering critical infrastructure or other areas unusable.

### **Response and Recovery**

- All stakeholders will cooperate and coordinate effectively.
- Due to low population density and large geographic areas, emergency response times will be significantly longer, necessitating a robust use of mutual aid agreements.
- A portion of key personnel and responders may be unavailable due to personal circumstances.
- Response efforts will heavily rely on volunteer fire departments and first responders, particularly in rural areas.
- In a “no-notice” incident, county resources may sustain damage and potentially become unavailable to support evacuation or commodities distribution, which requires immediate state assistance.

## **2.6. Legal Authority**

This section lists the legal mandates, executive orders, and binding agreements that provide the basis for the legal framework of the Emergency Operations Plan.

### **State Authorities**

Emergency management authorities for the State of Maine are primarily codified in the Maine Revised Statutes, Title 37-B: Defense, Veterans and Emergency Management, Chapter 13: Maine Emergency Management Agency, also known as the Maine Emergency Management Act. These authorities collectively create a hierarchical system

where the Governor exercises ultimate control, MEMA provides state-level coordination and support, and county agencies are responsible for developing and implementing plans at the community level. For the purposes of clarifying specific state-level roles and responsibilities, individual items of note are further detailed within this section.

- **Executive Orders**
  - Executive Order No. 07 FY 06/07, an order designating the National Incident Management System as the basis for all incident management in the State of Maine.
  - Executive Order No. 2 FY 89/00, Civil Emergency Planning.
  - Governor’s Executive Order No. 22 FY 11/12 dated August 30, 2011.
  
- **Maine Revised Statutes**
  - Title 25, Chapter 252
  - Title 37-B, Chapter 13
  - Title 37-B, Subchapter 3-A
  - Title 37-B, Subchapter 4
  - Title 37-B, Subchapter 5
  - Title 38, Chapter 3, Subchapter 1
  
- **Inter-Jurisdictional Agreements**
  - Memorandum of Understanding between the State of Maine and the American National Red Cross.
  - Statewide Mutual Aid Agreement.

### 2.6.1. The Governor of Maine

The governor holds the highest authority during a disaster or emergency. Powers are outlined in detail in 37-B MRS §741, which include:

- **Control During Emergencies:** Authority to assume direct operational control over all or any part of the emergency management and public safety functions within the state.
- **Emergency Proclamation:** Power to declare a state of emergency, which activates emergency plans and authorizes the deployment and use of

resources. This declaration can be issued orally and must be filed with the Secretary of State within 24 hours.

- **Suspension of Statutes:** Suspend state statutes during a declared emergency to remove impediments to response and recovery.
- **Authority to Act:** Make and rescind orders, procure supplies and equipment, and direct the evacuation of populations. Enter into mutual aid arrangements.

### 2.6.2. Maine Emergency Management Agency (MEMA)

MEMA is the state-level agency responsible for coordinating emergency management activities. Its duties are laid out in 37-B MRS §701 and 37-B MRS §704.

- **Director's Role:** Represents the Governor in all matters related to emergency management and maintains a direct line of communication with the Governor during an emergency.
- **Coordination:** Coordinate the activities of all emergency management organizations within the state and maintain liaison with federal, other state, and county agencies.

### 2.6.3. Municipal, County and Regional Emergency Management Agencies

Authority for emergency management at the county level is established in the statutes.

- **Organizational Structures:** Each county shall maintain a county emergency management agency or create regional emergency management agencies that serve the member counties. Municipal, county, and regional emergency management agencies are authorized to be created to perform local emergency management functions (37-B MRS §781).
- **Plan Development:** Agencies are required to prepare and maintain a current disaster emergency plan for their jurisdictions, which must be approved by the local governing body and aligned with MEMA's guidance (37-B MRS §783).

#### 2.6.4. Mutual Aid Agreements

The statutes provide a legal framework for mutual aid.

- **Interstate Compacts:** Maine is a member of several compacts, including EMAC (37-B MRS Chapter 16) and the International Emergency Management Assistance Compact, which facilitate resource sharing with other states and Canadian provinces.
- **First Responder Agreements:** The Maine First Responders State-wide Mutual Aid Agreement provides a mechanism for local first responders to assist one another.

#### Federal Authorities

- Americans with Disabilities Act
- Clean Water Act and Clean Air Act
- Disaster Relief Appropriations Act
- Emergency Planning and Community Right-to-Know Act
- Homeland Security Act of 2002
- Pets Evacuation and Transportation Standards Act
- Post-Katrina Emergency Reform Act
- Presidential Policy Directive-8
- Public Health Service Act
- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Sandy Recovery Improvement Act
- Title 44 Emergency Management and Assistance (CFR 44)

## Section 3: Concept of Operations

### 3.1. Purpose

The Maine Emergency Operations Plan outlines the state's comprehensive approach to emergency management, integrating the efforts of federal, tribal, state, local, non-governmental, and private-sector partners. This plan is grounded on the premise that all incidents begin and are managed at the local level. Counties and municipal agencies are responsible for directing on-scene responders and using their resources first, before requesting assistance from the state.

The Governor's intent for the safety and well-being of Maine's citizens guides the state's response, which MEMA coordinates. The Maine Revised Statute, Title 37-B, establishes the Governor's authority for emergency and disaster operations. This authority has been delegated to the MEMA Director to activate and terminate this plan. The state can respond to county requests for assistance with available resources even without a formal declaration of a state of emergency, though such a declaration grants the Governor special powers and releases all state resources.

The Concept of Operations section describes the sequence and scope of this planned response, focusing on a National Incident Management System-based framework to facilitate effective command and control, resource management, and information dissemination. The Governor directs the performance of emergency functions through the regularly constituted government structure. Heads of departments and agencies retain control over their employees and equipment and are responsible for developing the necessary plans to fulfill their specific response roles. All efforts support the following priorities:

- Protection of life, property, and the environment.
- Provision of immediate essential aid, including shelter, food, water, and emergency medical care, to affected individuals and communities.
- Restoration of essential utilities and functions.
- Timely and accurate information provision to the public.
- Establishment and maintenance of effective resource management and coordination.

- Acquisition, assessment, and dissemination of critical and disaster-related information.
- Oversight and coordination of the disaster management process with all partners across the impacted area.

The framework is a living document, subject to continuous improvement through training, exercises, and after-action reviews following real-world events. Its effectiveness relies on the readiness and collaborative partnership of all stakeholders to ensure a swift and unified response to any emergency.

### 3.2. Plan Activation

MEMA will activate this plan when an emergency or disaster occurs or is imminent, or when:

- An emergency or disaster is declared by the Governor of Maine.
- A county or tribal nation requests state assistance.
- The SEOC is activated for an incident, planned event, and requests State departments or agencies to perform emergency operations in response to a hazard/incident that has the potential to become an emergency or disaster.

### 3.3. Relationship to Other State Emergency Plans

The state's responsibility in a disaster is to save lives and property by coordinating all state, federal, and private sector efforts to support, not usurp, local operations. With the exceptions noted below, MEMA is the lead state agency for accomplishing this mission, and the State responds in accordance with this plan. Depending on the nature and location of the emergency, local and federal plans may apply.

The following agencies lead responses to specific incidents, with MEMA acting in a supporting role, coordinating efforts as necessary:

- **Public health emergencies:** The Department of Health and Human Services - Maine Center for Disease Control and Prevention.
- **Wildland fire emergencies:** The Department of Agriculture, Conservation, and Forestry - Maine Forest Service.

- **Oil and hazardous substance releases:** The Department of Environmental Protection.

The State Emergency Operations Plan is also supported by the following specialized plans that detail additional aspects of emergency management in the State of Maine:

- Centers for Disease Control and Prevention Pandemic Plan
- Cyber Security Plan
- Energy Security Plan
- State of Maine Debris Management Plan
- State of Maine Energy Security Plan
- State of Maine Mass Fatality Plan
- State of Maine Search and Rescue Plan
- State of Maine State Hazard Mitigation Plan
- State of Maine Strategic Transit Plan 2015

### 3.4. Operational Priorities

Special consideration is given to the following priorities when conducting emergency operations:

- Protecting life (highest priority), property, and the environment.
- Meeting the immediate emergency needs of people, including rescue, medical care, food, shelter, and clothing.
- Temporarily restoring facilities, whether publicly or privately owned, essential to the health, safety, and welfare of people (such as medical, sanitation, water, electricity, and emergency road repair).
- Meeting the short-term rehabilitation needs of people, including temporary housing, food, and employment.
- Mitigating hazards that pose a threat to life, property, or the environment.
- Addressing the needs of individuals with disabilities and others with access and functional needs, children, people of color, and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality.

- Providing timely and accurate information to the public in a manner that accounts for the physical, programmatic, and communications needs of individuals with disabilities and others with access and functional needs.
- Addressing the needs of people with household pets, service animals, and livestock after a major disaster.

### 3.5. Whole Community Concept

The State of Maine is committed to the Whole Community Concept, which recognizes that state government alone cannot manage a modern-day emergency or disaster. Effective emergency management requires active engagement and collaboration from all stakeholders, including government agencies at all levels, private sector businesses, non-profit organizations, community groups, and the public. This plan emphasizes a collaborative approach to planning, preparedness, response, and recovery, ensuring that the diverse needs and resources of the entire community are integrated into all aspects of emergency operations.

This State Emergency Operations Plan accounts for the following:

- The needs of populations that have been historically underserved, marginalized, and/or adversely affected by persistent poverty and inequality.
- The essential needs of children.
- The physical, programmatic, and communications needs of individuals with disabilities and others with access and functional needs.
- The essential needs of household pets and service animals.
- Respect for cultural needs in tribal populations and communities.

The State works to strengthen partnerships and build community resilience by focusing on several key areas.

- **Access and Functional Needs:** The United States Department of Homeland Security defines Access and Functional Needs as circumstances that are met for providing physical, programmatic, and effective communication access to the whole community by accommodating individual requirements through universal accessibility and/or specific actions or modifications. Individuals having Access and Functional Needs may include, but are not limited to, individuals who have physical, developmental, or intellectual limitations,

chronic conditions or injuries, limited English proficiency, older adults, children, and infants. All state and county emergency plans will integrate strategies for identifying and communicating with these individuals. Public information and warning systems will be accessible to all community members, utilizing multiple formats such as plain language, American Sign Language interpreters, closed captioning, and translation services.

- **Animal Care Considerations:** The State recognizes the critical bond between people and their pets and the importance of addressing the needs of animals during emergencies. The Pets Evacuation and Transportation Standards Act of 2006 (PETS Act) amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) to require that state and local emergency preparedness plans address the needs of people with household pets and service animals after a major disaster. Plans, where appropriate, will include designated pet-friendly shelters and co-location strategies to allow owners to remain close to their animals. Service animals are permitted in all human shelters.
- **Isolated Communities:** The State acknowledges that rural and geographically isolated communities face unique challenges in accessing essential resources and external aid during a disaster. The State will encourage and support isolated communities in developing and maintaining a high degree of self-sufficiency. This includes pre-positioning critical supplies, conducting regular preparedness drills, and establishing robust local leadership structures.

## 3.6. Tiered Government Response

### 3.6.1. County and Municipal Government Response

The county and municipal governments act as the first line of defense in an emergency. Their immediate actions and responsibilities include operating according to their respective emergency operation plans and activating pre-established mutual aid agreements with other municipalities and counties. The governing bodies can implement their emergency operation plans unilaterally, at the recommendation of the MEMA Director, or upon a state of emergency declaration by the Governor.

Municipal governments are expected to use all available resources to protect against and respond to an emergency. If municipal resources are insufficient, they can request additional assistance from the county's Emergency Management Agency. Similarly, if county resources are inadequate, they can seek help from MEMA or the SEOC once activated. All county and municipal governments must maintain accurate records and reporting capabilities as state and federal laws require.

### 3.6.2. State Government Response

The state government supplements local efforts and can be activated by the Governor or the MEMA Director. Immediate actions include the Governor issuing a proclamation of a state of emergency, which allows for the full deployment of all state personnel and resources. The MEMA Director can also activate the plan for the immediate protection of life and property if a disaster is imminent and there is not enough time for a gubernatorial proclamation.

The MEMA Director, when the Governor delegates, can assume direct operational control of emergency functions. The Governor exercises direction and control through the MEMA Director and the SEOC. In specific incidents, the responsible state agency will assume direct operational control (e.g., Maine State Police for terrorist incidents, Department of Inland Fisheries and Wildlife for search and rescue).

The state also utilizes several key frameworks and agreements:

- **Emergency Management Assistance Compact (EMAC):** A mutual aid agreement that allows for the sharing of resources and personnel between member states.
- **International Emergency Management Assistance Compact (IEMAC):** A similar mutual aid agreement between member states and with the eastern Canadian provinces.
- **State Warning Point:** Located in the Augusta Regional Communications Center, this serves as the primary point for coordinating and disseminating warning information to local jurisdictions, response partners, and the public.

During a large-scale event, the SEOC can activate a Logistical Staging Area to receive and organize resources. The state also begins initial recovery planning before an event impacts the state. The Governor appoints a State Coordinating Officer, normally the MEMA Director, to manage the information flow and coordination of all state recovery programs.

### 3.6.3. Federal Government Response

Federal assistance supplements state, county, and local efforts when a disaster exceeds their combined capabilities. This aid is provided under governing laws and requires a request from the Governor.

Key components of the federal government response include:

- **The Stafford Act:** When a state's resources are overwhelmed, the Governor can request a Presidential Declaration of a major disaster or emergency. This declaration, if granted, authorizes federal assistance under the Stafford Act, which enables programs for Individual Assistance, Public Assistance, and Hazard Mitigation.
- **The National Response Framework:** The framework provides a structure for federal government coordination. Through the Federal Interagency Operations Plan, the federal government provides assistance via Emergency Support Functions (ESFs). Specific federal agencies lead these ESFs and provide resources and support across various sectors. The federal ESFs will establish direct liaison with their state agency counterparts.
- **Federal Coordinating Officer:** If federal assistance under the Stafford Act is provided, a Federal Coordinating Officer will be appointed. The Federal Coordinating Officer is authorized to use the full authority of the Stafford Act to direct federal response and recovery efforts and to reimburse claims.
- **Joint Field Office:** In a major disaster declaration, the Joint Field Office, a temporary federal-state facility, is established to coordinate the administration of federal assistance programs.

### 3.6.4. Tribal Emergency Declarations

A federally recognized tribal government may declare that a state of emergency exists for the tribe. A tribal state of emergency allows the tribal government to enact emergency procedures to carry out activities to minimize, respond to, or recover from an emergency.

Tribal governments may seek a proclamation from the governor declaring a state of emergency by providing a written certification to the Office of the Governor that the tribal government has expended all local resources and the status of a preliminary assessment of property damage or loss, injuries, and deaths.

When requesting federal assistance through the Stafford Act, the Sandy Recovery Improvement Act of 2013 included a provision amending the Stafford Act to provide federally recognized Indian tribal governments the option to seek Stafford Act assistance independently of a state or through a state declaration.

## 3.7. State Emergency Operations Center Information Management

The SEOC is the state's coordination center for emergency events that require state assets, resources, and services. It is the central location where decision-makers and emergency management staff assemble to manage an emergency, ensuring a timely response and avoiding duplication of effort.

Key SEOC functions include:

- **Planning:** Coordinating deliberate planning during steady-state operations and conducting crisis action planning during an incident.
- **Situational Awareness:** Maintaining a common operating picture of the incident to provide decision-makers with relevant information.
- **Coordination:** Acting as the centralized hub for situational reports, geospatial data, and other decision-support tools.
- **Public Information:** Managing and disseminating information and messages to the public and first responders.
- **Resource Management:** Providing, prioritizing, and tracking resources, and authorizing emergency expenditures.

The SEOC activation procedure is a tiered process that escalates based on the severity of an incident. The MEMA Director primarily holds the authority to activate the SEOC. The process begins with a "State EOC Posture Determination Call" involving MEMA leadership and the Duty Officer to determine if the situation warrants an elevated response.

There are four levels of activation:

- **Level 4: Steady State Monitoring:** Day-to-day operations where a Duty Officer, Director, and other staff monitor the situation.
- **Level 3: Enhanced Monitoring:** A Duty Officer, Director, and Director of Operations activate to more closely monitor a situation and prepare for a potential full activation.
- **Level 2: Partial Activation:** Occurs when an incident begins to overwhelm local capabilities, and additional MEMA staff and some Emergency Response Team (ERT) members are activated.
- **Level 1: Full Activation:** The highest level of activation. A widespread threat to public safety requires state and federal assistance. The Governor may declare a State of Emergency, and a full contingent of MEMA staff, primary and support agencies, and other partners respond from the SEOC.

After the determination, a series of calls, including a "State EOC Staff Posture Brief" and a "State EOC Response Activation Call," brief all relevant agencies and partners on the situation and coordinate the response.

MEMA has identified alternate locations for the SEOC should the primary location become inoperable. These alternate locations are detailed in the MEMA COOP Plan.

### **3.7.1. Information Management and Common Operational Picture**

Information management during an emergency response provides a common operating picture to responders both within and outside the SEOC. A common operating picture allows all responders to have the same information about an incident, enabling supporting agencies and organizations to make effective, consistent, and timely decisions.

To develop and maintain a common operating picture, the SEOC Manager requires routine reports and briefing materials that document details about

resources committed to the emergency; the status of Community Lifelines; and activities planned and achieved to stabilize or re-establish Community Lifelines during each operational period. All ERT members, non-governmental organizations, and private sector entities will provide incident information to the SEOC Planning Section based on the reporting period the SEOC Manager establishes. Affected tribes will be requested to provide information coordinated through the Regional Liaisons.

When the SEOC is activated, ERT members evaluate and document the status of each subcomponent to determine the overall condition of impacted Community Lifelines. County Emergency Management Agencies and the Tribal Liaisons gather information from private-sector organizations and county municipalities. The SEOC Planning Section compiles the status of Community Lifelines into a situational update brief.

The SEOC Manager is responsible for establishing the operational period during SEOC activations. For each operational period, the SEOC Planning Section will distribute planning products (e.g., Incident Action Plans, Situation Reports, or Community Lifeline Leadership briefs) via WebEOC and email to recipients the SEOC Manager specifies. The SEOC Planning Section will also coordinate aspects of Geographic Information System (GIS) data, tools, and mapping applications that display the extent of the event and distribute that appropriately to response partners for situational awareness.

Within the SEOC Planning Section, the GIS unit creates relevant GIS products to inform SEOC staff, agency representatives, and response partners of impacts from the event. This includes extracts of data, groups for sharing content, printed maps, online mapping applications, and data collection solutions. Response partner products are provided via email or another selected distribution mechanism from the section as necessary for situational awareness.

The Maine Information and Analysis Center, located within the Department of Public Safety, shares incident-specific unclassified intelligence products for incorporation into the common operating picture during an SEOC activation.

## 3.8. Demobilization and Transition to Recovery

### 3.8.1. Demobilization

This phase is conducted in a methodical and phased manner, based on the determination that deployed assets are no longer necessary for the achievement of operational objectives. The primary goals of this process are to ensure resource accountability, facilitate the efficient return of personnel and equipment to their home jurisdictions or agencies, and provide for the restoration of resources to their pre-event status.

Key actions during demobilization include:

- **Resource Accountability:** All personnel and equipment are accounted for and tracked from the point of initial deployment to their return.
- **Operational Demobilization Planning:** The SEOC Planning Section, in coordination with the Operations, Logistics, and Finance/Administration sections, develops, and implements a demobilization plan that delineates the sequenced release of resources based on evolving incident needs.
- **Demobilization Coordination:** The SEOC is responsible for the development and coordinated implementation of the demobilization plan with designated SEOC Section Chiefs and ERT members.
- **Documentation:** Comprehensive records of resource usage, costs, and any damage or loss are documented to support post-incident analysis and potential cost recovery.
- **After-Action Review:** De-briefing sessions are conducted with all returning personnel to gather observations and lessons learned, which will inform subsequent revisions to the emergency operations plan.

### 3.8.2. Transition to Recovery

The transition encompasses a shift in the SEOC's mission from executing immediate response tactics to coordinating and facilitating long-term recovery efforts.

Transition activities apply primarily to members of Maine’s Emergency Response Team and Disaster Recovery Team identified in Executive Order 1 FY 25/26 (September 18, 2025). It also applies to other agencies, commissions, authorities, and boards of the Executive Branch of Maine State Government, as needed.

Key actions of this transition phase include:

- **Shift in EOC Functionality:** The SEOC may be scaled down in size and operational complexity, with its focus shifting from tactical incident management to providing support for recovery programs.
- **Establishment of Recovery Operations:** The SEOC Recovery Section serves as the primary planning interface between response and recovery operations, initiating all requisite recovery planning activities. The Recovery Section oversees and manages the long-term restoration of the affected community. It analyzes initial damage assessment data from tribal, county, and state governments, thereby informing a formal recommendation for a joint preliminary damage assessment with federal partners.
- **Coordination of Recovery Resources:** The SEOC Recovery Section, in conjunction with SEOC staff and ERT members transitioning to recovery operations, facilitates the integration of state, federal, and non-governmental recovery resources, including financial assistance programs, to support the revitalization of infrastructure, housing, and the community.
- **Sustained Public Information:** Information dissemination continues, providing guidance to the public and businesses on available recovery programs and resources.

## 3.9 Public Information

### 3.9.1. Alerts and Warnings

MEMA is FEMA’s Integrated Public Alert and Warning System alerting authority for the state. This system allows for the distribution of emergency messages through multiple channels. MEMA works in conjunction with Maine Public Broadcasting to issue and disseminate Emergency Alert System alerts through a

variety of systems, including television and radio broadcasts and Wireless Emergency Alerts for mobile phones.

The responsibility for issuing emergency alerts rests primarily with county jurisdictions. However, if a county is unable to send a notification, a request may be made to MEMA to transmit the alert on their behalf.

The SEOC is equipped with multiple redundant communication networks to ensure continuous operations and the effective distribution of emergency messages. Individual systems are discussed in Section 5, Communications.

Public alerts and warnings must be accessible to the entire community. This requires providing information in multiple formats to accommodate individuals with disabilities, access and functional needs, and those with limited English proficiency. All public alerts, warnings, and emergency information will be disseminated through channels that meet Americans with Disabilities Act standards, including but not limited to closed captioning for video, text-to-speech for alerts, and accessible documents.

### **3.9.2. Media Relations**

During an emergency, the MEMA Director determines the lead Public Information Officer (PIO) agency based on the nature of the incident. The Governor's Director of Communications holds overall authority for public information and media relations in an emergency. However, MEMA is responsible for carrying out public information and media relations activities in all phases of emergencies.

When the Governor's Director of Communications is on scene, he or she may assume the function of the PIO. When the Governor's Director of Communications is not present, the senior MEMA Public Information Specialist functions as the PIO. The PIO advises senior policy officials, including the Governor, on emergency communications priorities and key messages and ensures that all Emergency Public Information functions are carried out. MEMA staff assist the PIO and access information from all agencies involved in the response as well as other sources, as needed.

The MEMA Director determines the establishment of a Joint Information Center (JIC) based on the scale and complexity of the emergency. When activated, the

JIC may include representatives of each jurisdiction, agency, private sector, and non-governmental organization involved in incident management activities. The JIC serves as a centralized location for coordinating public information among multiple response organizations, including federal, local, and private-sector partners. The JIC also provides the media and public with a consolidated summary of the situation and the response activities being undertaken. The JIC Manager reports to the lead PIO.

The JIC will use social media platforms as a critical tool for disseminating timely information and gathering information from the public. MEMA and partner agencies will use official accounts to broadcast alerts, warnings, situation updates, and protective actions. These channels will also be monitored to gauge public sentiment, identify emerging needs, and correct misinformation. A designated social media team, as part of the JIC, will manage all content to ensure it is consistent with approved messaging and accessible to the public.

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

The PIO serves as the primary spokesperson and is the main conduit for information to the media and public. A primary broadcast spokesperson is designated on a case-by-case basis for each emergency. The PIO, the MEMA Director, or the Commissioner of the Department of Defense, Veterans, and Emergency Management/Adjutant General often serves as the spokesperson. Other trained members of the Public Information staff can answer routine media queries but will defer complex or sensitive issues to the spokesperson.

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

### 3.10. Resource Management and Allocation

In accordance with National Incident Management System principles, the State of Maine's resource management framework encompasses the application of tools, processes, and systems that facilitate the effective allocation of resources to support operations throughout the emergency lifecycle. The comprehensive allocation process involves identifying, acquiring, distributing, and tracking all assets. All coordination activities related to resource management are centralized within the SEOC.

The SEOC, leveraging a multi-agency coordination approach, performs the following responsibilities:

- Establishing operational priorities.
- Allocating critical resources.
- Developing strategies for response and information sharing.
- Facilitating inter-agency communication.

If all county resources become committed, assistance will first be requested from surrounding jurisdictions. Pre-established cross-jurisdictional agreements ensure the efficient and effective movement of nearby resources to communities in need. Where feasible, counties are expected to execute proactive agreements with organizations, including volunteer organizations, for the use of emergency resources.

Counties are also encouraged to establish pre-existing contracts, purchasing agreements, and other arrangements with private-sector vendors, volunteer agencies, and other anticipated resource providers that can be activated during a disaster emergency. When state-level or federal assistance is required, the SEOC will coordinate resource requests to external partners such as FEMA, EMAC, and IEMAC.

#### 3.10.1. County and Municipal Governments

Counties and municipal governments, operating through their County Emergency Management agencies, Incident Management Assistance Teams, or other organizations, are responsible for managing emergency resources at county incident sites, with management responsibilities varying based on incident size, duration, and complexity. Counties should submit requests for state-level resources through the SEOC and must notify the SEOC of any large-scale emergency to alert them of a potential need for state-level resources.

### 3.10.2. State Government

The SEOC is responsible for the overall management and accountability of state-level emergency resources committed to county incidents. Through its Logistics and Operations Sections, in coordination with county emergency management agencies, the SEOC receives requests for additional resources, manages resource demobilization, and monitors the status of all uncommitted resources.

The SEOC Logistics and Finance Sections are responsible for documenting resource costs and procurements, and they will collaborate with other state agencies to document all costs incurred that may be recoverable under a declared disaster. The SEOC Operations Section is designated to adjudicate competing requests for scarce resources and determine allocation priorities.

When advanced warning of an incident is available, key suppliers of emergency equipment and supplies should be notified that short-notice orders will likely be forthcoming.

### 3.10.3. Resource Request and Fulfillment Process

The SEOC manages and fulfills resource requests that exceed county-level capabilities. The generation and fulfillment of these requests follows a multi-step protocol designed to ensure maximum efficiency and accountability.

Preceding any formal request, the requesting entity must confirm that all county-level resources are exhausted. Requests for specific matériel, such as generators or cots, are subject to special considerations, including the prerequisite coordination with a certified electrician for installation or the verification of a duly executed agreement form by the recipient.

Upon receipt, all requests are administered via the WebEOC platform. The Logistics Section receives approved requests, and if sourcing is granted, the SEOC determines if the asset is available from internal inventory. If not, sourcing expands to include other state agencies, existing Memoranda of Understanding, and external compacts such as EMAC and IEMAC. The Finance and Administration sections coordinate procurements from private vendors to ensure adherence to established emergency purchasing protocols. Throughout the process, the WebEOC record must be updated with all pertinent data.

### **3.10.4. Federal Resource Request and Fulfillment**

The SEOC administers the process for requesting federal support, with primary coordination from the External FEMA Liaison Officer. A resource request is submitted into WebEOC, assigned to the Liaison Officer, and followed up on via electronic or verbal communication. The Liaison Officer and SEOC collaborate to complete the FEMA Resource Request Form. During this process, a strategic imperative is to articulate the requested assistance as a capability gap rather than a specific resource, which provides greater flexibility in fulfillment. Upon completion, a State Approving Official signs the Resource Request Form.

In the absence of a designated FEMA Liaison Officer, the SEOC completes Sections I and II of the Resource Request Form and transmits it directly to the FEMA Region I Regional Resource Coordination Center. All federal requests are formally categorized as either lifesaving or life sustaining. Lifesaving operations are defined as urgent actions required to prevent the loss of human life. Conversely, Life Sustaining operations encompass the provision of food, water, and shelter and extend throughout the entire incident lifecycle.

## **3.11. Continuity of Operations**

The purpose of the state's COOP planning is to ensure the continued performance of essential government functions during all emergencies or threats. This plan outlines strategies and procedures for minimizing service disruption, with a focus on protecting life, critical information, and equipment. It establishes key components such as alternate operating facilities, lines of succession for leadership, and procedures for safeguarding vital records and systems.

Jurisdictions must be prepared to continue their minimum essential functions throughout the spectrum of possible threats from natural disasters through acts of terrorism. COOP planning facilitates the performance of state and local government and services during an emergency that may disrupt normal operations. It is also important that local businesses and other community organizations are prepared and encouraged to have their own COOP plans. MEMA maintains a separate COOP Plan that may be referenced for additional information regarding COOP operations.

### **3.11.1. Lines of Succession**

In an emergency or disaster, particularly in heavily populated areas, confusion can occur. Some personnel who are in positions of responsibility may be unable to respond or take actions. Therefore, all levels of government will take the necessary actions to ensure continuity of operations. It is the statutory responsibility of heads of government at all levels to ensure that they can continue government operations following an emergency or disaster.

In the event that the Governor is not available, the successor will follow this order:

- The President of the Senate
- The Speaker of the House of Representatives
- The Secretary of State

The standard succession for Maine State Agencies is the Commissioner or otherwise titled head of a state agency, as state statute prescribes. If the Commissioner is not available during an emergency, the Deputy Commissioner will assume his or her responsibilities. Each agency will establish a line of succession below the deputy level and make this information available in the agency's COOP plan.

## Section 4: Responsibilities

### 4.1. Organization During an Emergency

If a disaster threatens lives or property before the Governor can issue a proclamation of a state of emergency, the Director of the MEMA is authorized to activate this plan and implement any necessary emergency response actions for the immediate protection of life and property.

As part of this process, the MEMA Director may order a partial or full activation of the SEOC and request Emergency Response Team representatives from state agencies and volunteer organizations. The MEMA Operations and Response Division determines which representatives to request based on the nature of the event. Emergency Response Team representatives are detailed below per Executive Order 1 FY 25/26 (September 18, 2025) but may be expanded beyond the designated partners to address specific issues.

- Department of Administrative and Financial Services
- Department of Agriculture, Conservation, and Forestry
- Department of Corrections
- Department of Defense, Veterans and Emergency Management
- Department of Education
- Department of Energy Resources
- Department of Environmental Protection
- Department of Health and Human Services
- Department of Inland Fisheries and Wildlife
- Department of Labor
- Department of Marine Resources
- Department of Public Safety
- Department of Transportation
- Maine Turnpike Authority
- Office of the Governor, Office of Policy, Innovation, and the Future
- Public Utilities Commission

Upon activation by the MEMA Director, or a designated individual, the SEOC and its representatives will function under the Incident Command System structure. Specific organizational details can be found in Annex B: State Emergency Operations Center Procedures.

This Emergency Operations Plan reflects a functional approach rather than an Emergency Support Function (ESF)-centric structure. The ESF structure organizes emergency response around fifteen predefined areas of assistance to coordinate federal resources. In contrast, a functional structure groups responsibilities based on the core tasks and capabilities of MEMA, regardless of ESF designation. While the ESF model coordinates broad, multi-agency federal support, a functional approach offers greater flexibility and clarity by aligning emergency roles with an agency's daily mission and resources.

FEMA still maintains an ESF structure at the regional and federal levels. To ensure seamless coordination, the following organizations serve as the primary points of contact for each ESF. The MEMA Operations and Response Division maintains individual points of contact, and all other coordination will be directed through the SEOC to maintain a common operating picture.

ESF-1: Transportation	Department of Transportation
ESF-2: Communications	Department of Defense, Veterans, and Emergency Management - MEMA
ESF-3: Public Works and Engineering	Department of Transportation
ESF-4: Firefighting	Department of Agriculture, Conservation, and Forestry – Maine Forest Service
ESF-5: Information and Planning	Department of Defense, Veterans, and Emergency Management - MEMA
ESF-6: Mass Care, Emergency Assistance, Social Services	Department of Defense, Veterans, and Emergency Management - MEMA
ESF-7: Logistics	Department of Defense, Veterans, and Emergency Management - MEMA
ESF-8: Public Health and Medical Services	Department of Health and Human Services - Maine Center for Disease Control and Prevention
ESF-9: Search and Rescue	Department of Inland Fisheries and Wildlife - Maine Warden Service and/or Department of Marine Resources - Marine Patrol and/or Department of Public Safety - Maine State Police depending on the event.

ESF-10: Oil and Hazardous Materials Response	Department of Environmental Protection
ESF-11: Agriculture, Animals, and Natural Resources	Department of Agriculture, Conservation and Forestry
ESF-12: Energy	Public Utilities Commission (Electricity and Natural Gas) and/or Department of Energy Resources (Unregulated Fuels)
ESF-13: Public Safety and Security	Department of Marine Resources - Marine Patrol and/or Department of Public Safety - Maine State Police depending on the event.
ESF-15: External Affairs	Department of Defense, Veterans, and Emergency Management - MEMA

## 4.2. Common Responsibilities

This section groups responsibilities common to all agencies within the plan by the four distinct phases of the emergency management cycle: Mitigation, Preparedness, Response, and Recovery.

### 4.2.1. Mitigation

This phase focuses on proactive measures to eliminate or reduce long-term risk to human life and property from hazards.

- **Risk and Vulnerability Assessment:** Conduct ongoing assessments to identify potential risks and vulnerabilities related to specific functions like transportation, public health, energy, and law enforcement. Collaborate with other agencies to understand and address shared risks.
- **Hazard Identification and Planning:** Actively identify potential hazards and vulnerabilities. Collaborate to develop and recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- **Capability Assessment and Resource Management:** Assess assigned capabilities to identify potential resource shortfalls and develop plans to mitigate them.
- **Public Education and Outreach:** Engage in public education to raise awareness about potential threats and how to mitigate them. Provide information on topics like fire prevention and public safety.

- **Facility and Infrastructure Security:** Regularly inspect high-risk facilities and ensure they have comprehensive emergency plans. Collaborate on protecting critical infrastructure.
- **Support for Mitigation Initiatives:** Provide representatives for planning meetings and support directives from the Governor or FEMA concerning long-term hazard mitigation and redevelopment activities.
- **Information Sharing and Coordination:** Share information and plans across agencies to ensure a unified approach to prevention.

#### 4.2.2. Preparedness

This phase involves actions taken in advance of an event to develop operational capabilities and a state of readiness.

- **Planning and Documentation:** Develop and maintain internal agency operational plans, procedures, resource directories, and emergency contact lists. Maintain current inventories of facilities, equipment, materials, and supplies.
- **Training and Exercises:** Ensure staff complete appropriate training and participate in regular exercises to test and validate plans and procedures.
- **Coordination and Communication:** Notify MEMA of any operational changes. Participate in stakeholder meetings to review and update plans and maintain relationships with media and supporting organizations. Develop and maintain mutual aid agreements.
- **Staffing and Resources:** Designate pre-identified staff to support SEOC operations and ensure their availability. Maintain lists of contractors and other resources for potential use.
- **Public Outreach:** Have informational materials available and establish a schedule of educational activities. Update pre-scripted release materials and regularly exercise public communication systems to ensure effective information dissemination during an emergency.
- **Lessons Learned:** Maintain and publish best practices and lessons learned from past events to inform future planning.

#### 4.2.3. Response

This phase involves actions taken immediately before, during, or after an event to save lives, protect property, and meet basic human needs.

- **SEOC Staffing:** Provide representatives to staff the SEOC. Ensure appropriate staff are available to support the state-level response effort and are trained for their roles as defined in **Annex B**.
- **Communication Readiness:** Maintain continuous communication with the SEOC. Provide regular status reports on assigned tasks and keep agency decision-makers informed. Test communications systems for reliability.
- **Resource Mobilization and Deployment:** Mobilize and pre-position resources and personnel when an emergency is imminent. Use existing mutual aid agreements to secure resources from outside affected areas.
- **Operational Execution:** Develop and prioritize strategies for initial response actions. This includes coordinating resources for debris clearance, shelter operations, and hazardous materials response.
- **Situational Awareness and Information:** Gain and maintain situational awareness to plan effective response actions. Provide regular updates and reports to the SEOC Planning, Logistics, and Operations Sections through the assigned agency representative.
- **Inter-agency Coordination:** Collaborate with other state and federal agencies to address ongoing issues, coordinate resource requests, and ensure a unified response.
- **Cost Accounting:** Implement pre-determined cost accounting measures to track all personnel, equipment, materials, and other costs incurred during the emergency response for potential federal reimbursement.
- **Public Information:** Activate public information phone lines and maintain an Information Center. Produce and release warning and informational messages to the public via all appropriate channels based on agency guidelines.

#### 4.2.4. Recovery

This phase involves actions taken to restore impacted communities, agencies, and associated systems to a pre-disaster state or to a more resilient state.

- **Damage Assessment and Restoration:** Provide technical assistance and personnel to support joint damage assessment teams. Coordinate the repair, restoration, and demolition of damaged public and private systems and infrastructure.

- **Resource Coordination and Support:** Coordinate resources for the recovery process, including managing the demobilization of non-essential personnel and the consolidation of shelters. Identify and secure long-term housing solutions for affected populations.
- **Continuity of Operations:** Continue essential operations until vital services and systems are restored.
- **Documentation and After-Action Reporting:** Participate in after-action meetings and reviews. Draft recommendations for after-action reports and other documents to improve future response and recovery efforts. Inventory lost or damaged equipment and record personnel injuries.

### 4.3. Responsibilities of Individual Named Agencies

This section details the assignment of responsibilities for agencies and partners involved in emergency operations. It defines the specific tasks and functions each entity will perform to support the preparedness, response, and recovery efforts within the state.

#### 4.3.1. Office of the Governor

The Office of the Governor holds the final authority and responsibility for managing all state-level emergencies. The Governor directs the state's strategy for emergency preparedness, response, and recovery, ensuring the protection of life, property, and the environment by activating state resources and a unified command structure.

- Sets policy and approves all media releases and delegates that require approval authority.
- Develops and directs the state's emergency management, response, and recovery organizations, ensuring they involve all relevant agencies and partners and are compatible with federal structures.
- Develops and implements a public awareness, education, and preparedness program for all citizens, including those needing special media formats.
- Develops and implements programs to mitigate the effects of hazards through the enforcement of policies, standards, and regulations.
- Supports the emergency management needs of all counties by developing intra- and inter-state mutual aid agreements and coordinating federal assistance.

### 4.3.2. Maine Emergency Management Agency (MEMA)

MEMA serves as the primary coordinating body for all state-level emergency management activities. Through a combination of leadership, coordination, and support, it oversees the four phases of emergency management: mitigation, preparedness, response, and recovery, across all levels of government and with private and voluntary partners.

- **Coordination and Management**
  - Advises the Governor, state agencies, and other government officials on emergency severity. Prepares for a gubernatorial request for a state emergency proclamation or a federal disaster declaration if local and state resources are overwhelmed.
  - Coordinates plan execution with emergency activities of county, local, state, and federal governments, as well as with private and voluntary organizations.
  - Operates the SEOC to centralize and manage state-level response efforts.
  - Serves as a coordination point for all state and federal resource requests. Coordinates with federal, state, local, voluntary, and private resources during an emergency.
  - Determines the need to activate a Joint Information Center, centralizing all news media requests and public inquiries.
- **Planning and Preparedness**
  - Establishes procedures for the maintenance and distribution of this plan, including annual review and updates. Maintains a file of all Standard Operating Procedures related to plans, SEOC operations, and resource management.
  - Encourages mutual aid agreements with federal agencies, other states, private industry, and between county and local governments.
  - Provides technical and planning assistance to state agencies and county and local governments upon request. Creates and manages a state training system to promote emergency management principles.
  - Establishes an appropriate level of operational readiness. Supports annual exercises to test and evaluate plans to maintain preparedness.

- Serves as the primary point of contact for federal agencies, including FEMA, on all emergency management matters within the state.
- **Response Operations**
  - Initiates actions necessary for effective plan implementation such as increasing staffing, activating memorandums of understanding, and staging resources.
  - Maintains surveillance of threatening conditions and directs warning and response actions.
  - Facilitates an after-action review after the end of operations to evaluate and improve response activities.
  - Gathers, researches, and verifies information for public release. Prepares news releases and information for the media regarding emergency preparedness and response activities.
  - Activates and manages the SEOC. Coordinates support for on-scene incident command. Advises the Governor's Office on the need to evacuate and establishes an Evacuation Group to direct state resources.
  - Coordinates and manages the state's response to mass fatality events. Provides communications support for the Office of the Chief Medical Examiner. Supports search and rescue operations by providing resources and coordinating with federal assets.
  - Develops and maintains public information and education programs. Establishes and manages a Joint Information Center and Media Center to coordinate with media and helplines.

#### 4.3.3. State Agency Directors

State Agency Directors are the principal leaders of their organizations within the emergency management framework. Their primary role is to ensure their agency's resources and personnel are effectively deployed in support of the State Emergency Operations Plan and the Common Operating Picture. They serve as the direct link between their agency's operations and the strategic priorities set by the Governor and the MEMA Director.

- **Coordination and Support**
  - Appoint a department or agency emergency coordinator and an alternate with the authority to commit resources and assign

personnel to augment the Emergency Response Team in the SEOC as required.

- Assist federal representatives in providing emergency response or disaster assistance within affected areas.
- Maintain a 24-hour response team capability within the agency.
- **Planning and Exercises**
  - Develop and maintain internal plans, integrated with the State Emergency Operations Plan.
  - Support training for personnel assigned to execute emergency functions and participate in tests and exercises to evaluate the plan.
- **Plan Updates:** Review this plan annually, and updates assigned sections and Standard Operating Procedures to meet current department policy and organization. These internal standard operating procedures will be maintained and housed by the responsible agencies.
- **Resource Management**
  - Mobilize and utilize allocated and available resources to meet emergency requirements.
  - Regularly update internal resource listings of equipment, supplies, and services that would be used during incidents.
  - Maintain the capability for the emergency procurement of supplies and equipment.

#### 4.3.4. Maine National Guard

The Maine National Guard provides resources, equipment, and personnel to support various emergency operations, augmenting state and local capabilities. Upon request, and with the approval of the MEMA Director, the National Guard:

- **Debris and Infrastructure:** Provides resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- **Movement:** Provides resources to assist in the movement of personnel, cargo, and/or fuel.

- **Specialized Equipment:** Provides major equipment (e.g., loaders, dump trucks, dozers, chain saws) and personnel to operate them, as well as firefighting equipment (e.g., Bambi baskets).
- **Mass Care Support:** Provides equipment and personnel to support mass care operations (e.g., water trailers and mobile kitchens).
- **Health and Medical:** Provides medical group personnel, equipment (e.g., Battalion Aid Station), and air assets (e.g., air-ambulance helicopters) to support public health and medical missions.
- **Hazardous Materials:** Provides personnel and equipment (e.g., Civil Support Team and New England CBRN (Chemical, Biological, Radiological, and Nuclear) Enhanced Response Force Package) to support hazardous materials responses.
- **Security and Law Enforcement:** Serves as a support agency to the Maine State Police and Department of Transportation for all security and movement control functions. Augment local law enforcement to secure evacuated areas and provide personnel to support security missions.
- **Mass Evacuation:** Transport evacuees and provide resources to support mass evacuation operations, including communications equipment, water storage, power generation, and food preparation.
- **Joint Operations:** Establishes and maintains liaisons at the SEOC to facilitate the integration of military resources into the civilian response structure.
- **Technical Expertise:** Provides technical expertise on a range of subjects, including engineering, communications, and logistics.

#### 4.3.5. County Emergency Management Agencies

County emergency management agencies play a crucial role as the link between local communities and the state government during a disaster. 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:
  - Develop a vulnerability analysis to identify hazards that may have a potential impact on the jurisdiction.

- Develop a county emergency operations plan outlining the roles and responsibilities of the county emergency management organization during an emergency that will be updated annually and certified by the county emergency management agency.
- Establish and conducting an emergency preparedness exercise and training program.
- Develop 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.
- Establish and conduct an ongoing emergency preparedness public education program.
- Conduct emergency operations with support from within the jurisdiction and municipalities, and if needed the state, and effectively supporting the conduct of such operations.
- Serve as the central point for coordinating resources and information between municipalities and MEMA.
- Provide situational awareness related information to MEMA by collecting information from local jurisdictions and relay updates and warnings from the state back to local jurisdictions.

#### 4.4. Individual State Agency Responsibilities

Agencies play a critical role in supporting the SEOC and the State Emergency Operations Plan. This section outlines the responsibilities of individual state agencies to ensure they can effectively carry out their assigned duties. The specific functions of each agency are defined below. Agencies are listed in alphabetical order. Individual roles for each member of the Emergency Response Team are described in Appendix B, State Emergency Operations Center Procedures.

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

The Office of the Chief Medical Examiner leads all phases of mass fatality management, from recovery to identification and final disposition of the deceased. The Chief Medical Examiner also provides critical support to other agencies during mass fatality incidents.

- **Plan Activation and Coordination:** Activates and manages the State Mass Fatality Plan, including the Mortuary Response Team. Serves as the chair of the Mass Fatality Task Force. Coordinates with federal, state, and

voluntary agencies to secure necessary resources and requests them through the SEOC or MEMA.

- **On-Scene and Victim Management:** Leads all phases of mass fatality management, including recovery, collection, storage, identification, and tracking of decedents. Authorizes the removal of decedents from incident sites and provides staff for containment, body recovery, evidence processing, and identification teams.
- **Specialized Expertise:** Provides technical expertise and guidance on mass fatality management, including decontamination of the deceased. Orders or conducts autopsies, as necessary.
- **Public Information:** Provides a focal contact at the SEOC for public announcements and works with the Joint Information Center to provide information to the news media.
- **Family Assistance:** Works with the State Disaster Behavioral Health Team and the American Red Cross to obtain victim information from families through the Family Assistance Center and to disseminate information to them.
- **Death Certification and Disposition:** Prepares death certificates, coordinates with the Maine CDC to expedite the process, and handles the transportation of remains to funeral homes or arranges for the interment of unclaimed remains.

#### 4.4.2. Department of Administrative and Financial Services - Bureau of General Services

The Bureau of General Services is the state agency responsible for the management and maintenance of public buildings and real estate. In an emergency, it provides support for facilities, logistics, and labor relations.

- **Family Locator Systems:** Provides automation equipment, internet connections, and limited IT support needed at disaster shelters and Department of Health and Human Services regional offices to establish and operate web-based family locator systems and analog telephone service.
- **Labor Relations:** Coordinates with labor unions (Maine Service Employees Association-Service Employees International Union local 1989; Maine State Troopers Association; American Federation of State, County and Municipal Employees; Maine State Law Enforcement Association) to

waive selected agreements that would hinder employees from implementing mass evacuation and re-entry operations.

- **State Evacuation Group:** Provides dedicated communications and GIS support to the State Evacuation Group).
- **Procurement:** Manages emergency procurement processes to ensure timely acquisition of essential goods and services.
- **Logistics:** Supports the logistics section of the SEOC by managing the warehousing and distribution of state-owned emergency supplies and equipment.

#### 4.4.3. Department of Agriculture, Conservation, and Forestry

The Department of Agriculture, Conservation and Forestry is the lead agency for coordinating animal and agricultural support during an emergency. They are responsible for everything from animal sheltering and disease control to providing situational awareness on crops and livestock.

- **Animal Sheltering and Health**
  - Serves as the lead agency for animal sheltering, assessing needs for all species and coordinating veterinary and diagnostic resources to monitor animal health.
  - Manage the mission of deployed veterinary teams and coordinate with other agencies to determine the best course of action for impacted animals, including potential quarantines or the use of stored feed.
  - Identify and document dead animals and support the removal and proper disposal of carcasses in accordance with the Debris Management Plan.
- **Evacuation Coordination and Movement Control**
  - Provides staff assistance to the Evacuation Group for the evacuation of both companion and farm animals.
  - Facilitate resources for the evacuation of farm animals to places of refuge and coordinate with local racetracks on the use of their resources.
  - Serves as a support agency to both the Maine State Police and the Department of Transportation for security and movement control

functions. This includes assisting with courtesy patrols along evacuation routes and providing aviation support for traffic monitoring.

- **Crop and Livestock Support**
  - Provides information on the status of agricultural crops, livestock, and producers.
  - Coordinates with the U.S. Department of Agriculture’s Animal and Plant Health Inspection Service and the University of Maine Extension to use GIS/mapping to define impacted agricultural areas and make decisions about quarantining crops.
- **Disease Control:** Impose quarantines and movement restrictions to prevent the spread of disease, coordinate diagnostic support, and prepare official notices for the farming community.
- **Public Information:** Coordinate the development of public information statements with the SEOC Public Information Officer to ensure the public receives timely and accurate information about disease outbreaks and control efforts.

#### **4.4.4. Department of Agriculture, Conservation and Forestry's Bureau of Agriculture, Food, and Rural Resources**

The Department of Agriculture, Conservation and Forestry's Bureau of Agriculture, Food, and Rural Resources is the lead agency for animal sheltering and provides key support in animal and food safety during emergencies. The bureau also offers specialized assistance for hazardous materials incidents.

- **Animal Services**
  - Serves as the lead agency for animal sheltering and coordination.
  - Coordinates veterinary resources to monitor the health of rescued animals and those in shelters and provides surveillance information on animal diseases that can affect humans.
- **Hazardous Materials and Food Safety**
  - Provides assistance in determining if food crops, milk, or other commodities have been contaminated by hazardous materials.

- Provides technical assistance for collecting samples of suspected chemical contamination and offers laboratory support for analyzing contaminants like pesticides.

#### **4.4.5. Department of Agriculture, Conservation, and Forestry – Bureau of Resource Information and Land Use Planning**

The Bureau of Resource Information and Land Use Planning, part of the Department of Agriculture, Conservation, and Forestry, supports emergency response by providing technical expertise and informational resources on geologic hazards, ecosystems, and land use.

- **Geologic Hazards and Resources (Maine Geological Survey)**
  - Provides technical assistance and expertise on geologic hazards, including information about causes, risks, and effects of geologic events and potential for mitigation or remediation.
  - Provides data and information that can contribute to flood forecasting.
  - Provides data and information about geologic resources, including drinking water sources.
- **Ecosystem Information (Maine Natural Areas Program)**
  - Provides data and information about the locations and attributes of sensitive natural ecosystems.
- **Land Use Planning and Conservation (Land Use Planning Commission; Land for Maine’s Future)**
  - Provides information about current and planned land uses.

#### **4.4.6. Department of Agriculture, Conservation and Forestry – Maine Forest Service**

The Maine Forest Service, a bureau within the Department of Agriculture, Conservation and Forestry, specializes in wildfire management and provides crucial resources for wildfire emergency response. Forest Rangers are trained nationally in Incident Command System and respond to Wildland Fires/All Hazard incidents.

- **Wildfire Management**

- Provides assets and technical assistance to help counties, cities, and towns with precompression, prevention, detection, and suppression of wildland fires.
- Coordinates resources for monitoring forested areas, conducting fire patrols, and constructing fire breaks to reduce fuel.
- Coordinates with Northeast Compact, multiple agencies, and federal partners to obtain resources and personnel to respond to wildland fires/incidents.
- **Roadway and Debris Clearance:** Provides resources and crews to clear debris, keeping roadways passable for emergency traffic.
- **Coordination and Support**
  - Provides subject matter experts for damage assessment teams and offers regular updates on its operations to the SEOC.
  - Coordinates with MEMA and other agencies to prioritize firefighting resources.
- **Aviation**
  - Directs wildfire suppression tasks; water dropping, transportation of personnel and equipment and the update of real-time situational awareness information.
  - Provides emergency use in transportation of injured people, rescue, or other life-threatening situations.
  - Provides support for request(s) from other agencies. I.e. State Police, Maine Warden Service, Office of Information and Technology, etc. for other All Hazard Incidents.
- **Specialized Resources**
  - Provides an Incident Management Team and Mobile Command Vehicle for incident response.
  - Provides specialized equipment, helicopter, chainsaws, UTV/ATV, drones, engines, and crews adapted to fight wildfires in the forest/wildland urban environment for offroad/forest use for wildland/incident response.

#### 4.4.7. Department of Corrections

The Department of Corrections provides critical support to emergency operations by offering labor, logistical, and situational awareness resources. Its responsibilities focus on augmenting state efforts in mass feeding and debris management.

- **General Labor and Logistics:** Provides resources, as available, to assist in debris management and general labor.
- **Mass Feeding Support:** Provides resources, as available, to assist in bulk food supply and mass feeding activities.
- **Situational Awareness:** Provides situational awareness on the status of DOC facilities, assets, and operations.

#### 4.4.8. Department of Defense, Veterans, and Emergency Management - Bureau of Veteran's Services

The Bureau of Veteran's Services serves as a vital resource for veterans and their families during emergencies. They provide information on state and federal veterans' benefits and resources, including programs for housing, employment, and health.

#### 4.4.9. Department of Economic and Community Development

The Department of Economic and Community Development plays a support role in emergency management by leveraging its expertise in business resiliency, community development, and tourism infrastructure to support recovery.

- **Economic Recovery:** Provides guidance and support to businesses to facilitate their recovery and continuity of operations after a disaster. This may include recovery and resiliency grants and funding programs when/if they are created by the legislature.
- **Resource Navigation:** Provides resource navigation support to businesses, helping them to identify grants, loans, and other financial support to aid with recovery and rebuilding.
- **Business Resilience:** Provides business resilience resources, including a webpage and a free micro-credentialing program through the University of Maine on business resilience. See <https://www.maine.gov/decd/business-development/business-resiliency>
- **Tourism Communications:** The state tourism office serves as a central communications hub during emergencies, coordinating with multiple

public- and private-sector partners statewide to assess impacts, share accurate information, and gather feedback throughout the response and recovery period. Acting as a trusted source, the office provides clear, timely updates to both businesses and visitors through multiple channels, such as email alerts, partner portals, websites, social media, and welcome centers, to ensure safety while reducing confusion. By maintaining a single, verified source for travel and operational updates, helping to create pre-approved message templates for rapid response, and collecting on-the-ground input from local destinations, the office helps minimize economic disruption and supports a swift, data-informed recovery.

- **Interagency Coordination:** Works with other state agencies in an ombudsman capacity to ensure businesses can effectively navigate state resources during time-critical situations and emergencies.
- **Communications:** Assists MEMA with communications during an emergency. This may include messaging and/or communicating directly with industry partners, communities, and visitor markets to share information about real-time conditions, what's still open/operating, safe places to visit, etc. Offers a 1-800 number and email through its Business Answers service to take business inquiries and ensure a prompt response. See <https://apps.web.maine.gov/cgi/online/businessanswers/index.pl>. Or call 1-800-872-3838 or e-mail [business.answers@maine.gov](mailto:business.answers@maine.gov).

#### 4.4.10. Department of Education

The Department of Education plays a crucial role in emergency operations by providing resources and guidance to support mass care and facilitate the movement and sheltering of the public.

- **Mass Care Support:** Provides resources to assist mass feeding activities.
- **Policy Guidance:** Prepares, approves, and disseminates policy changes to address prolonged school closures due to mass evacuations.
- **Resource Facilitation:** Facilitates the use of pupil transportation for evacuation and re-entry, and the use of schools or school facilities as temporary shelters for the general population, special needs populations, and companion animals.

#### 4.4.11. Department of Environmental Protection

The Department of Environmental Protection is responsible for ensuring clean air and water and managing hazardous materials, toxics, and waste. It provides

crucial support during emergencies to protect public health and the environment.

- **Hazardous Materials and Contamination**
  - Provides and coordinates technical assistance on hazardous materials recognition, identification, and decontamination.
  - Respond immediately to reports of environmental contamination, especially if it impedes mass evacuation or re-entry, and assists municipalities in establishing equipment decontamination sites.
  - Provides environmental waivers to assist in emergency response, as necessary.
- **Response Coordination**
  - Identifies, trains, and assigns personnel to the SEOC.
  - Coordinates for firefighting and law enforcement resources and works with MEMA and other support agencies to prioritize hazardous materials response.
  - Ensures trained personnel are available on a 24/7 basis.
- **Technical Expertise and Information Management:** Provides engineers, water quality specialists, hazardous material technicians, and specialized testing equipment to assist with emergency response and recovery.
- **Waste Management:** Supports waste and carcass disposal in accordance with the State of Maine Debris Management Plan.

#### **4.4.12. Department of Health and Human Services**

The Maine Department of Health and Human Services is dedicated to promoting health, safety, resilience, and opportunity for Maine people. The Department provides health and social services to approximately a third of the State's population, including children, families, older Mainers, and individuals with disabilities, mental illness, and substance use disorders.

##### **4.4.12.1. Maine Center for Disease Control and Prevention (Maine CDC)**

The Maine CDC is responsible for public health, medical, and mental health services during emergencies, working to protect the health and well-being of the public and responders.

- **Coordination:** Coordinates with support agencies and MEMA to manage and prioritize public health, medical, and mental health resources.
- **Situational Awareness and Reporting:** Provides information for Incident Action Plans and situation reports to the SEOC Planning Section. Continuously acquires information to assess, monitor, and survey the impacts on public health and medical systems.
- **Resource Activation and Deployment**
  - Coordinates and directs the activation and deployment of state public health, medical, mental health personnel, and volunteers, as well as medical and pharmaceutical supplies and equipment.
  - Activates the state’s Medical Reserve Corps and "Maine Responds" to credential volunteer health care providers.
  - Operates mass dispensing clinics for vaccinations or other pharmaceuticals.
- **Healthcare and Facility Evacuation Support**
  - Coordinates resources to support the evacuation and relocation of healthcare facilities.
  - Ensures redundant communication platforms are in place at healthcare facilities.
- **Zoonotic Disease Management**
  - Confirms if an animal-related disease is or could become zoonotic and coordinates with the Department of Agriculture, Conservation, and Forestry to evaluate risks, implement preventative measures, and ensure special medications are available.
  - Provides technical assistance for animal carcass disposal.
- **Mass Fatality**
  - Provides a representative for the Mass Fatality Task Force and provides technical consultation on infectious diseases.
  - Works with the Office of the Chief Medical Examiner and funeral directors to expedite death certification.

- **Public Information:** Collaborates with Department of Agriculture, Conservation, and Forestry and the SEOC Public Information Officer to develop and release information to the public on public health impacts and recommended preventative measures.
- **Integrated Shelter Services**
  - Modifies the administration of health and human services for displaced clients as necessary (e.g., Women, Infants, and Children nutrition program, food stamps) and provide coordinated access to foreign language translation services and special needs shelters.
  - Provides disease surveillance and control in shelters and provides durable medical equipment and other logistical support.
- **Public Health and Assessments:** Be prepared to provide public health nursing support in non-traditional settings and to conduct health and environmental safety assessments in communities considering re-entry.
- **Radiation Response:** Requests activation of the Nuclear/Radiological Advisory Team and provides assistance with field sampling and analysis of radioactive or unknown materials.

#### 4.4.12.2. Office of Aging and Disability Services

The Office of Aging and Disability Services plays a crucial role in emergency management by coordinating information and resources specifically to support individuals with disabilities to ensure that their unique needs are addressed during all phases of an emergency. The office coordinates information and resources to support individuals with disabilities who are impacted by a disaster.

#### 4.4.13. Department of Inland Fisheries and Wildlife

The Department of Inland Fisheries and Wildlife provides specialized resources and technical expertise to support emergency operations, particularly concerning wildlife, security, and movement control.

- **Wildlife Management:** Provides biologists and technical assistance for gathering and treating contaminated or injured wildlife.
- **Security and Movement Control:** Serves as a support agency to the Maine State Police and the Department of Transportation for security and movement control functions.

- **Specialized Resources:** Provides specialized resources such as all-terrain vehicles and aviation support for traffic monitoring during evacuation and re-entry operations.

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

The Maine Warden Service is the primary agency for search and rescue operations in the state's remote areas. It provides specialized resources, technical expertise, and coordination to ensure effective response and support.

- **Search and Rescue Leadership**
  - Serves as the primary agency for ground search efforts in missing aircraft incidents.
  - Coordinates with MEMA command staff and supporting agencies and to manage and prioritize search and rescue resources based on the protection of life and property.
- **SEOC and Interagency Coordination**
  - Reports personnel and resource needs, damage assessments, casualty reports, and evacuation status to the SEOC Planning Section as required.
  - Coordinates with other agencies and serves as a liaison for other states' search and rescue operations as needed.
  - Coordinates with to assist with medical needs and victim transportation.
- **Specialized Resources**
  - Coordinates resources for all search and rescue missions, including those in woodlands, remote areas, and those involving multi-state jurisdictional coordination.
  - Provides specialized assets such as ground searchers, logistics trackers, and technical assistance.
  - Provides its Incident Management Team and Mobile Command Vehicle to other agencies upon request and when available.
- **Support Functions:** Maintains routine law enforcement functions and provides resources to support traffic control, evacuation assistance, and the movement of essential supplies.

#### 4.4.15. Department of Labor

The Department of Labor plays a vital role in an Emergency Operations Plan by addressing the health, safety, and economic needs of the public and responders.

- **Health and Safety:** Provide consultation on health and safety issues.
- **Labor Regulations:** Coordinate recommendations with the Governor’s Office to waive labor regulations that would hinder or restrict effective mass evacuation and re-entry operations.
- **Unemployment Services:** Expand unemployment services for displaced persons in affected areas.
- **Economic Recovery:** Participate in long-term recovery planning to help communities rebuild their workforce and economy.
- **Workplace Safety:** Provide guidance to businesses and organizations on maintaining safe work environments post-incident, especially in damaged or compromised facilities.
- **Emergency Personnel Support:** Offer support and consultation regarding the rights and safety of emergency responders, particularly in prolonged or hazardous operations.
- **Public Information:** Collaborate with public information officers to disseminate information regarding unemployment services and workplace safety to affected individuals and businesses.

#### 4.4.16. Department of Marine Resources - Marine Patrol

The Maine Marine Patrol is a vital resource for emergency operations, specializing in search and rescue, law enforcement, and security within the state's coastal waters.

- **Coastal Search and Rescue**
  - Coordinates resources to support Search and Rescue incidents, especially those involving coastal waters, missing watercraft, and aircraft.
  - Works in support of the Maine State Police and coordinates with other agencies to address resource needs.
- **Law Enforcement and Security**

- Maintains routine law enforcement functions and provides resources to augment security for Search and Rescue operations.
- Serves as the lead agency for movement control and security in coastal waters during mass evacuation and re-entry operations, supporting coastal jurisdictions, islands, and harbor masters.
- **Resource Coordination**
  - Provides resources such as aircraft, watercraft, and all-terrain vehicles to assist in Search and Rescue and other emergency operations.
  - Coordinates with MEMA and other agencies to address outstanding resource needs and supports convoys for emergency materials.
- **Interagency Coordination**
  - Provides representatives to support MEMA in the SEOC, reporting personnel and resource needs, damage assessments, casualty reports, and evacuation status to the Planning Section.
  - Coordinates with the U.S. Coast Guard for support in managing evacuation and re-entry operations in coastal waters.
- **General Support:** Assists with mass fatality response and provides technical expertise on the marine environment.

#### 4.4.17. Department of Public Safety

The Department of Public Safety plays a critical role in emergency management, providing law enforcement, security, and Emergency Medical Services support during evacuations and other incidents.

- **Evacuation and Traffic Control**
  - Provides a senior law enforcement official to act as the lead agent for all security functions and co-lead for all movement control functions during an emergency.
  - Provides resources to control traffic and secure state and federal evacuation routes. This includes assistance for tribal law enforcement with traffic control on tribal evacuation routes.
- **Law Enforcement Support:** Assists county sheriffs and local emergency management agency directors with gubernatorial evacuation orders and

provides resources to assist local and tribal law enforcement in securing routes, pickup points, reception sites, and shelters.

- **Emergency Medical Services**
  - Coordinates for Emergency Medical Services resources along evacuation routes and at shelters and other population centers.
  - Assists local efforts to coordinate the transportation of people with special medical or mobility needs and provides Emergency Medical Services support to special needs and regional general population shelters, as necessary.
  - Coordinates aero-medical evacuation operations, identifies landing zones near shelters, and provides aviation support as a traffic monitoring measure during evacuation and re-entry operations.

#### 4.4.18. Department of Public Safety – Fire Marshal’s Office

The Fire Marshal's Office is responsible for ensuring the fire safety of commercial buildings throughout the state. It provides crucial support during emergencies by conducting inspections, enforcing regulations, and offering public education.

- **Building Inspections and Compliance:** Reviews all commercial building plans based on NFPA 101 regulations and conduct building assessments and enforce fire safety regulations to ensure compliance, including with the Americans with Disabilities Act.
- **Situational Awareness:** Provides situational awareness on the status of its facilities, assets, and operations to support emergency management efforts.

#### 4.4.19. Department of Public Safety – Maine Information and Analysis Center

The Maine Information and Analysis Center serves as a central hub for intelligence and information, assisting public safety agencies in developing a comprehensive common operating picture. Its responsibilities are focused on analysis and information dissemination to enhance situational awareness and address potential threats.

- **Situational Awareness:** Provides information to assist in developing a common operating picture for public safety agencies.
- **Information Exchange:** Coordinates the implementation of a secure mechanism for the timely exchange of information.

- **Intelligence Products:** Provides accurate and timely intelligence products, including bulletins, briefings, and strategic assessments.
- **Analytical Support:** Provides direct analytical support for investigations involving precursor criminal activity.
- **Threat Awareness:** Promotes awareness of priority intelligence requirements and indicators of threats to the state.

#### 4.4.20. Department of Public Safety – Maine State Police

The Maine State Police is a critical partner in emergency operations, responsible for law enforcement, security, traffic control, and search and rescue.

- **Traffic and Access Control:** Coordinates with the Department of Transportation to adjust speed limits and vehicle restrictions. Provides assistance with closing or restricting access to disaster-impacted areas and assists with traffic control, including coordinating convoys or escorts for emergency materials.
- **Search and Rescue:** Serves as the primary on missing aircraft events and coordinates with the Maine Warden Service to provide resources such as wardens, K-9 units, aircraft, and investigative resources. Provides situational awareness on security and criminal activity in Search and Rescue areas and supports requests for Search and Rescue assets within capabilities and existing agreements.
- **Law Enforcement:** Provides leadership in coordinating law enforcement and security assistance. Maintains routine law enforcement functions, including protection of life and property, enforcement of laws, and conducting criminal investigations. Augments local law enforcement to secure evacuated areas.
- **Information Management:** Provides information to the SEOC Planning Section on personnel needs, damage assessments, casualty reports, and evacuation status. Provides aviation support for surveillance and transportation of essential personnel.
- **Mass Fatality:** Provides a representative for the Mass Fatality Task Force. Provides or coordinates access control and protection at mass fatality sites. Assists with on-scene security, evidence collection, and next of kin notifications. Provides support to the Office of the Chief Medical Examiner in processing decedents and may provide forensic mapping services for event reconstruction.

- **Mutual Aid:** Invokes mutual aid agreements with State Police agencies in adjoining states as needed per New England State Police Administrator Conference, Title 25, 1672.
- **Public Information:** Coordinates with public information officers to disseminate information on public safety, security, and traffic conditions.

#### 4.4.21. Department of Transportation

The Department of Transportation is responsible for managing the state's transportation infrastructure and providing crucial support for movement control, resource staging, and situational awareness during all phases of an emergency.

##### HIGHWAY AND BRIDGE FOCUSED RESPONSIBILITIES

- **Infrastructure Management:** Provides resources to clear debris and perform emergency repairs to keep state routes passable for emergency traffic.
- **Situational Awareness:** Provides situational awareness on the status of state road salt stockpiles and coordinates with the Maine State Police to determine if weather conditions warrant lowered speed limits or vehicle restrictions.
- **Logistics and Assessment:** Identifies and make available appropriate facilities for use as commodity or asset staging areas and provides subject matter experts to conduct damage assessments on state assets.
- **Toll Coordination:** Coordinates with the Maine Turnpike Authority to obtain authority to waive tolls on the Maine Turnpike if conditions warrant.

##### MULTIMODAL FOCUSED RESPONSIBILITIES

- **Situational Awareness:** Provides situational awareness on the status of railroads, Ferry Service operations, and public- and privately-owned public use airports statewide.
- **Air Assets:** Coordinates the provision of air assets for damage assessment or personnel transport, as requested.
- **Commodity Movement:** Provides resources to assist in the movement and/or staging of commodities as needed.

##### GENERAL RESPONSIBILITIES

- **Traffic Control and Mass Evacuation**
  - Coordinates with local public works and law enforcement to manage traffic control and road closures.
  - Provides a senior transportation official with decision-making authority to serve as co-lead for all movement control functions.
  - Conducts traffic analysis, coordinates the use of public/commercial transit, and manages the emplacement and removal of traffic control devices and monitoring measures along state evacuation routes.
- **Mass Fatality Support**
  - Provides a representative for the Mass Fatality Task Force.
  - Provides resources to assist with mass fatality response, including providing licensed drivers for the movement of the deceased.
  - Provides resources to clear debris, provides signage, and provides lighting to illuminate incident scenes during night operations.

#### 4.4.22. Maine Turnpike Authority

The Maine Turnpike Authority is responsible for the emergency use, repair, and restoration of the Maine Turnpike. It also provides support to other agencies during emergency response efforts.

- **Situational Awareness:** Provides situational awareness on the status of roadways.
- **Debris and Repairs:** Provides resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- **Damage Assessments:** Provides subject matter experts to teams conducting damage assessments, as requested.
- **Turnpike Management:** Coordinates the emergency use, repair, and restoration of the Maine Turnpike.
- **Interagency Coordination**
  - Assists the Department of Transportation when requested.
  - Coordinates the deployment of equipment and technical personnel to support public works and engineering emergency response efforts.

- **Toll Management:** Coordinates the waiving of tolls on the Maine Turnpike during an emergency to facilitate mass evacuations and the movement of emergency vehicles.
- **Traffic Control:** Provides support for traffic control and rerouting of traffic in coordination with the Maine State Police during an incident affecting the Turnpike.

#### 4.4.23. Public Utilities Commission

The Public Utilities Commission monitors the performance of utility distribution systems and the restoration of services. It helps facilitate communication between stakeholders to assist the state effort for energy restoration.

- **Statewide Coordination:** Helps coordinate overall state effort to provide resources for energy restoration.
- **Interagency Coordination:** Communicates and coordinates with county, local, state, federal agencies, and organizations to respond to energy emergencies and restore services.
- **Communication:** Maintains communication with electric providers to obtain information about damage and required assistance.
- **Information and Reporting:** Coordinates with Independent System Operator New England and utilities to compile information on generating capacity, peak load, affected areas, and planned utility actions.
- **Resource Prioritization:** Works with other responsible agencies to help facilitate resources for energy restoration.
- **Vendor Coordination:** Coordinates with other stakeholders to obtain information on vendors, volunteer groups, and other organizations that can supplement local and state transportation resources.
- **Cost Accounting:** Ensures that necessary cost accounting measures are being used by all support agencies and that summary reports are generated and shared with SEOC Command Staff.

#### 4.4.24. Maine Department of Energy Resources.

The Department of Energy Resources, under 35-A MRSA Pt. 9, §10305, has responsibilities relating to energy resources in Maine. Specific responsibilities surrounding emergency response include the following:

- **Energy data collection and analysis.** In collaboration with other relevant state and federal agencies, private industry, and nonprofit organizations, collect and analyze energy data, including, but not limited to, data on energy supply, demand, and costs in this State, considering all available energy sources.
- **Situational Awareness:** Monitor petroleum product inventories, deliveries, curtailments, shortfalls, disruptions, and other matters relating to the availability of petroleum products in the State. In conjunction with other state, local, federal, and industry partners, provide situational awareness on the status of energy demand, supplies, delivery, and energy infrastructure, with a focus on delivered fuels and the interdependencies between energy sources.
- **Communication:** Maintain open communication with all energy providers, particularly delivered fuels providers, to obtain information about damage and required assistance.
- **Energy Information Dissemination.** Coordinate with the Public Utilities Commission to review and coordinate the dissemination of energy information developed by cabinet-level state agencies intended for the public and the media.
- **Statewide Coordination:** Communicate and coordinate with local, state, and federal agencies, and private industry stakeholders, to assist the overall state effort to respond to energy emergencies and restore services.

#### 4.4.25. United States Geological Survey

The United States Geological Survey provides scientific expertise and data critical to understanding and responding to natural hazards. Its role is focused on collecting and disseminating vital information to support state-level emergency management.

- **Drought Monitoring and Coordination**
  - Serves as a Co-Chair of the Drought Task Force.
  - Collects and disseminates data on hydrologic drought conditions, including surface and groundwater monitoring, and gathers information in accordance with state plans.

## 4.5. Federal Responsibilities

Federal Agencies are crucial partners in a state's Emergency Operations Plan, providing support and resources that may exceed state or local capabilities. The partnerships between federal agencies and the state are fundamental to a comprehensive emergency management approach. These agencies may provide support or have jurisdiction during emergencies in Maine.

Federal agencies provide emergency response on all federally owned or controlled property, including military installations, federal prisons, and national parks. Federal assistance is also provided as directed by the President, under the coordination of FEMA and the Department of Homeland Security, and in accordance with federal emergency plans. This includes direct federal assistance to Native American reservations. Finally, federal partners identify and coordinate assistance under other statutory authorities and provide aid to state, county, and local governments for both radiological and non-radiological incidents.

### 4.5.1. Federal Emergency Management Agency

The Federal Emergency Management Agency coordinates federal response activities in accordance with the National Response Framework and federal recovery assistance, contingent on the magnitude of the disaster, as prescribed in the Robert T. Stafford Disaster Assistance and Emergency Relief Act as codified in 42 U.S.C. § 5121, et seq., and as further amended.

### 4.5.2. U.S. Coast Guard

The U.S. Coast Guard is a federal agency that provides support for emergency operations, particularly in maritime environments.

- **Cyber Security:** Oversee cybersecurity issues within the Marine Transportation System.
- **Debris Management:** Provides personnel and equipment to support debris management activities in tidal waters, including ice-breaking operations.
- **Hazardous Materials:** Provides personnel and equipment to support hazardous materials responses when requested.
- **Search and Rescue:** Works with state agencies in response to search and rescue efforts that occur over coastal waters.
- **Port Security:** Enforces security zones around ports and waterways to ensure the safety of maritime traffic and infrastructure during an incident.

- **Marine Environmental Protection:** Oversees and directs responses to major marine oil spills and hazardous substance releases, providing expertise and resources for containment and cleanup.

#### 4.6. Voluntary Organizations Responsibilities

Voluntary organizations, such as non-governmental organizations and community-based groups, play a vital role in Maine's Emergency Operations Plan by providing essential support to state and local governments. These organizations specialize in preparedness, response, and recovery efforts by offering services that include mass care (sheltering, feeding, and commodity distribution), health services, and family assistance.

Broadly speaking, voluntary organizations will provide and coordinate assistance that complement and supplements government efforts. Their roles are formalized by developing mutual aid agreements and memoranda of understanding and providing resources in accordance with those agreements.

##### 4.6.1. American Red Cross

The American Red Cross is a key partner in emergency operations, specializing in mass care, health services, and support for families.

- **Mass Care Services:** Provides support at the direction of the State Mass Care Coordinator to assist the state with Mass care planning and response. This includes sheltering, mass feeding, family reunification, and the bulk distribution of commodities.
- **Public Health:** Assists the Maine CDC by providing public health and mental health resources, including disaster behavioral health services for the public.
- **Shelter Support:** Provides Disaster/Emergency Shelter support at the request of Local, County, or State Emergency Agencies to include staffing, operation, management, and resources. Provide sheltering data to State Mass Care Coordinator during activations.
- **Family and Animal Services:** Upon request of the State Mass Care Coordinator, provides family reunification services and supports family assistance operations. Coordinates with the Department of Agriculture, Conservation, and Forestry to co-locate pet shelters alongside those of their owners.
- **Incident Response:** Provides a representative for the Mass Fatality Task Force and supports the National Transportation Safety Board in

transportation incidents by providing mass care feeding and crisis and grief counseling.

- **Casework and Financial Aid:** Upon request of Local, County, and State Emergency Management Agencies provide casework services and emergency financial assistance to disaster survivors.

#### 4.6.2. Maine Funeral Directors Association

The Maine Funeral Directors Association provides specialized support during mass fatality incidents. Its responsibilities are centered on the respectful handling of deceased individuals and assisting their families in coordination with state agencies.

- **Mass Fatality Management:** Coordinates with the Office of the Chief Medical Examiner and local authorities to establish methods for the sensitive and respectful care and handling of deceased remains. This includes post-incident identification, embalming (as authorized), and transportation and storage of decedents.
- **Family Assistance:** At the request of the Office of the Chief Medical Examiner, provide representatives to support Family Assistance Center operations, including collecting victim data from families and providing information through briefings and direct contact.
- **Coordination and Expertise**
  - Provides a representative for the Mass Fatality Task Force and offers experienced staff with medical, legal, and financial expertise.
  - Identify and request local and state-wide funeral home resources, such as personnel, equipment, and supplies, to assist in mass fatality and family assistance operations.

#### 4.6.3. Civil Air Patrol

The Civil Air Patrol is the official auxiliary of the United States Air Force and a volunteer organization that provides vital support during emergencies and disasters.

- **Communications Support:** Equips and staffs a communications position for the SEOC as requested.
- **Airborne Services:** Provides specialized airborne services including imagery collection, search, disaster assessment, and radio relay.

- **Electronic Tracking:** Assists with airborne and ground tracking of Electronic Locator Transmitters.
- **Logistics and Transportation:** Transports officials and critical supplies or equipment as needed.
- **Ground Operations:** Supports ground operations with personnel for Points of Distribution, evacuation centers, and emergency shelters.
- **Communications Network:** Maintains and operates an extensive communications network with VHF and high-frequency radios, including encrypted capabilities for interoperability.

#### 4.6.4. Amateur Radio Services

Amateur radio services groups are volunteer organizations that provide essential communication support when normal communication systems are disrupted. They can be incorporated into a response before, during, and after an emergency.

- **Emergency Communications:** Provides critical communication support when normal radio, phone, cellular, or internet services are not functioning.
- **Network and Equipment:** Utilizes pre-positioned and mobile amateur radio equipment to establish and maintain a communications network.
- **Inter-Agency Coordination:** Facilitates communication between all levels of government and agencies to support response and recovery efforts.
- **SEOC Support:** Operators within the State Emergency Command Center ensure that requests for state supplies and resources are effectively communicated to emergency management personnel.

#### 4.6.5. Maine Voluntary Organizations Active in Disaster (VOAD)

Maine VOAD is a coordinating body that serves as an umbrella organization for non-governmental agencies and groups interested in, and capable of, responding to emergencies and disasters. These organizations are not part of the formal government emergency response system. The role of the VOAD includes:

- **Coordination and Communication:** Maine VOAD facilitates communication, cooperation, and coordination among its member organizations before, during, and after disasters. It ensures a more effective and less duplicative response.

- **Service Provision:** Maine VOAD does not provide direct disaster relief services (e.g., shelter, food, cleanup). Direct services are provided by the individual non-profit, faith-based, and community organizations that make up the Maine VOAD network. Examples of services include Sheltering, Emergency Feeding, Financial Assistance, Muck-out and Clean-up, and Disaster IT assistance.

#### 4.6.6. Salvation Army

The Salvation Army, an international movement and Christian church, provides comprehensive emergency disaster services, often being among the first to arrive on a scene. Utilizing its mobile canteens, the organization specializes in on-site relief, including Emergency Feeding for both survivors and first responders. Furthermore, The Salvation Army is committed to the holistic needs of individuals, offering vital Spiritual Care and emotional support long after the immediate crisis has passed.

### 4.7. Private Partner Responsibilities

Private Partners are a crucial component of a state's Emergency Operations Plan, as they possess unique resources, expertise, and infrastructure essential for a comprehensive and effective emergency response. Their contributions are fundamental to the state's collaborative approach to emergency management, from managing supply chains to restoring critical infrastructure. Private partners will provide resources as implicated in agreements with the state of Maine.

## Section 5: Emergency Communications Systems

### 5.1. Communication Protocols and Procedures

MEMA has multiple strategies and procedures for maintaining effective communication throughout all emergency phases, utilizing the Primary, Alternate, Contingency, and Emergency (PACE) framework. This ensures redundant and resilient capabilities across the state.

The SEOC is equipped with multiple redundant communications networks that may be deployed when an emergency occurs. When primary communications systems (e.g., cellular or landline communications) fail, the following emergency communications systems may be utilized:

Communication Type	Primary	Alternate	Contingency	Emergency
<b>Internal Voice (EOC and Staff)</b>	Cellular phones via commercial network (mobile phones, group text apps)	Landline phones (Desk phones inside MEMA Offices)	SEOC VHF/UHF radio network (handhelds and base stations)	Satellite phones or amateur radio operators if local infrastructure fails
<b>External Voice (Field/Partners)</b>	Dedicated SEOC phone lines to key agencies (police, fire, EMS, public works)	Cellular phones or conference bridge lines	VHF/UHF radio with interoperable channels to field units	Satellite phones or HF radio if the infrastructure is down
<b>Data Communications / Messaging</b>	WebEOC (Primary) / SEOC internal email system / messaging platform (e.g., Microsoft Teams)	Secure web portal / alternate email server (Web vs app)	Fax (if available) or courier messages	Radio digital messaging (e.g., Win link) or hand-delivered reports

**Trigger for transitions to redundant communications:** Failure or degradation of the primary, alternate, contingency, or emergency systems. The MEMA Director or their designee will make the decision to transition.

## 5.2. Primary Communications

Primary communications are the preferred methods for routine and initial emergency operations. They are the systems first used for information flow between the SEOC, first responders, and state, county, and federal partners. These systems are highly effective but are vulnerable to power outages, network congestion, or widespread infrastructure damage.

- **Telephones**

- MEMA Voice over Internet Protocol and analog telephone system, along with smart cellular phones for all staff, are the primary voice communication methods.
- MEMA provides Government Emergency Telecommunications Service for the Governor, commissioners, and directors for priority calling.
- State and federal National Warning System dedicated special phones connect critical public safety points at major dispatch facilities to a dedicated no dial phone network to enable information to be passed in an expedient nature. The federal National Warning System is similar to the state, except that it encompasses the entire country and federal resources. MEMA maintains the ability to patch the state and federal National Warning System lines together on command.

- **Radio Systems**

- The state-wide radio system serves as a primary network for communication among MEMA, County Emergency Management Agencies, the Department of Agriculture, Conservation, and Forestry, Department of Public Safety, and local fire and law enforcement.
- The consoles in the MEMA communications room are redundant back-up for DPS dispatch, ensuring continuous operations.

- **Computer Systems**

- WebEOC is the primary system for recording situational information and resource requests, providing a common operating picture for all SEOC staff.
- MEMA's network, in conjunction with the Office of Information Technology, facilitates the use of databases, informational cameras, and situational awareness software. Systems include:
  - Satellite weather terminal furnishes live weather imagery 24/7.

- Point of Entry for the Emergency Alert System and Integrated Public Alert and Warning System.
- Secure communications room.
- Cache of Voice over Internet Protocol/analog phones supporting staff and loss of Voice over Internet Protocol service.
- POLYCOM video conference system.

### 5.3. Alternate Communications

Alternate communication methods are used when primary systems are degraded or unavailable.

- **Satellite Phones:** Satellite phones for the Duty Officer, MEMA Communications Center, MEMA Director, and Governor serve as a critical alternate voice communication method when cellular and Voice over Internet Protocol services are unavailable.
- **Dedicated Radio Systems:** Dedicated radio systems for communication with Maine Department of Transportation, Central Maine Power, Maine National Guard, and FEMA Region I provide a secure and reliable alternative to the statewide radio system for specific partners.
- **Amateur Radio**
  - MEMA maintains amateur radios that provide access to the HAM repeater network, which connects the entire state and serves as a vital backup for interagency communications. This system is not dependent on traditional cellular or internet infrastructure.
  - The Automatic Position Reporting System computer links a computer, radio, and mapping software together to provide real-time weather reports and position/movements of the volunteer amateur radio partners.

### 5.4. Contingency Communications

Contingency communications are employed when both primary and alternate systems have failed.

- **High-Frequency FEMA National Radio System:** The FEMA National Radio System enables high-frequency connectivity to the FEMA Region I Regional Response Coordination Center in Maynard, MA. This system provides voice and data traffic, serving as a robust communications link with federal partners when all other local and state systems are down.

- **Packet Radio:** This system, used by amateur radio partners, allows messages to be sent between sites without using a landline, providing a critical data transfer capability when standard internet and phone lines are inoperable.

## 5.5. Emergency Communications

Emergency Communications are the simplest, most fundamental ways to convey critical, life-saving information when all other technological means fail.

- **Direct Physical Contact:** This method involves the use of foot patrols or vehicles to deliver critical information and messages directly between locations. This is used in dire circumstances where all electronic and radio systems are non-functional.
- **Visual Signals:** In situations where direct contact is impossible, visual signals may be used to convey critical information over short distances. This method has a limited capacity for information but can confirm the status of a specific location or person.

## Section 6: Administration, Finance, and Logistics

### 6.1. Administration

All agencies and partners are responsible for establishing and maintaining effective administrative procedures and internal controls to support emergency operations. These measures ensure administrative transparency, integrity, and accountability before, during, and after an incident.

State and local government shall determine if any normal administrative procedures shall be suspended, relaxed, or made optional during an incident in order to remove impediments to emergency response and recovery operations. These actions should be carefully considered and the consequences realistically projected. Any state government departure from the day-to-day methods of conducting business will be stated in the Governor's declaration or Executive Order of Disaster / Emergency, or as specified in the plan and its supporting documents. Per state statute, only the Governor can suspend the enforcement of state statutes during a declaration of disaster emergency.

All agencies and partners will adhere to federal administrative requirements, when possible, for ease of submission to the Federal Emergency Management Agency for reimbursement.

- **Records Management:** All responding agencies must maintain comprehensive documentation of their emergency response activities. 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 statutes pertaining to state financial matters and emergency management powers and responsibilities. To facilitate this, a unique incident number will be created to track all related activities, including response actions, expenditures, and personnel.
- **Documentation Unit:** When the SEOC is activated, a dedicated Documentation Unit within the Planning Section will be responsible for maintaining incident files for legal, historical, and analytical purposes. This includes collecting the following documents (note: this list is not all inclusive):
  - Planning products produced by the Operations Center (e.g., incident action plans, situation reports, demobilization plan and product, and senior leaders' briefs),
  - Public information releases (e.g., background documents and talking points),
  - Meeting minutes,

- Incident lessons learned and best practices information, and
- Resource requests and deployment data.
- **After-Action Reviews and Continuous Improvement:** An after-action review will be conducted as soon as is reasonably possible, or within a maximum of 60 days, after an incident or exercise to identify successes and areas for improvement, with a formal corrective action plan developed to address any deficiencies. If an event does not have a clearly defined end point, periodic In-Action Reviews will be conducted. In-Action Reviews are a smaller, more frequent review that allows for real-time adjustments and improvements during the ongoing response.
  - The SEOC Manager is the lead for coordinating any after-action review, defining the scope, and establishing review objectives.
  - The SEOC Planning Section is the lead for collecting and evaluating information from all relevant stakeholders to include any logs, records, and notes. The Planning Section analyzes the collected data to identify strengths, weaknesses, and lessons learned. The section then drafts the after-action review report, which includes a summary of the incident, an analysis of the response, and a set of corrective actions.
  - The SEOC Documentation Unit is responsible for capturing lessons learned and best practices to aid the After-Action Review process. Documentation Unit staff will maintain a system and process to collect and document lessons learned and best practices identified during an emergency to inform the after-action review.
  - MEMA, Preparedness and Homeland security Division, is responsible for the continuous improvement process. Corrective actions will be identified and assigned to the agency with the responsibility of implementing corrective actions. Based on after-action reviews and related training, this plan, along with any supporting annexes and standing operating procedures, will be updated to address corrective actions.

## 6.2. Finance

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 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.

- **Funding Operations:** State agencies are responsible for funding their emergency response activities from their regular appropriations. If these funds are insufficient, the Governor of Maine may make additional money available from the Disaster Emergency Fund or, under a declared emergency, can authorize the transfer of funds appropriated for other purposes.
- **Cost Tracking and Documentation:** Each department is responsible for tracking all emergency or disaster-related expenditures. This includes maintaining logs, timesheets, receipts, invoices, purchase orders, and contracts. This detailed record-keeping is critical for supporting claims for federal reimbursement, facilitating closeouts, and preparing for post-recovery audits.
- **Reimbursement Process**
  - Without a Presidential Declaration: For emergencies that do not receive a Presidential Declaration, state agencies must fund their response and recovery activities using their operational funds.
  - With a Presidential Declaration: When a Presidential Disaster Declaration is issued, state agencies and local jurisdictions may be eligible for federal reimbursement. MEMA may assist or seek reimbursement on behalf of the requesting agency for eligible activities. Federal reimbursement for state response costs must be documented and approved.

### 6.3. Logistics

Logistics focuses on providing all the service support needed to facilitate effective and efficient resource management during an emergency. It encompasses everything from providing supplies for staff to coordinating the movement of resources to the field.

- **Logistics Support and Resource Management:** Each agency is responsible for providing its own logistics support during an incident. The SEOC Logistics Section manages the resources necessary to support internal operations and coordinates the procurement of resources that exceed an agency's capability. This includes

managing material resources, coordinating their movement, and demobilizing them as the event subsides.

- **Resource Management Systems:** MEMA maintains an online resource management capability through WebEOC to inventory resources, status, maintenance, and location across the state. This system identifies the owner and physical location of all assets, providing a common operating picture for resource management. It is maintained within the SEOC's Operations Section.
- **Pre-Incident Preparation:** Agencies are responsible for maintaining an up-to-date inventory of their resources and sharing this information with MEMA upon request. An annual gap analysis to identify resource shortfalls and determine if additional stockpiles are necessary will be conducted by MEMA.

### 6.3.1. Emergency Procurement

During a declared emergency, the Governor has the authority to temporarily suspend the enforcement of statutory requirements related to the procurement of goods and services. This authority allows for an expedited procurement process to save lives and mitigate impacts.

- **Expedited Process:** The state's standard Purchase Justification Form allows for the immediate purchase of essential supplies, equipment, or services needed to meet an emergency. This can remove the need for standard bidding processes before a vendor begins work.
- **Documentation and Approval:** Even with an emergency declaration, a written determination stating the basis for the emergency procurement must be made. This determination should be approved by a designated procurement official as soon as it is practical. The documentation must clearly show that the procurement was necessary to meet the emergency and was limited in scope to the emergent need.

### 6.3.2. Mutual Aid

Mutual aid agreements are a crucial component of emergency management, allowing jurisdictions to share resources and provide reciprocal assistance when local capabilities are overwhelmed. The law on mutual aid arrangements is outlined in the Maine Emergency Management Act, found at 37-B M.R.S. § 784.

- **Statewide Mutual Aid (Local to Local):** Maine's Statewide Mutual Aid Agreement provides local first responders with easy access to large quantities of resources or specialties that may be needed in a major fire, disaster or other major emergency or event. The Agreement does not replace existing mutual aid agreements among neighboring jurisdictions.

It augments them by laying out procedures to move resources from any community in the State to assist any other community. Maine State Statute stipulates that all Maine political subdivisions are covered by the Agreement but may opt out of it at any time by enacting an ordinance to that effect [Title 37-N MRSA §784-B Maine First Responders State-wide Mutual Aid Agreement].

- **Local to State:** Local jurisdictions are expected to exhaust their own resources and activate local mutual aid agreements before requesting support from the state.
- **State to State:** If the size or complexity of an incident exceeds available state resources, the Director, MEMA, may request assistance from other states through the EMAC, IEMAC, or the Northeast Forest Fire Protection Compact.
  - The EMAC is an interstate mutual aid agreement that provides a legal framework for states to share resources. It acts as a complement to the Federal disaster response system and may be used either in lieu of or in conjunction with Federal assistance. A member state may request assistance via the compact if that state’s governor has declared a State of Emergency. Requests may be used for any capability a member state has that can be shared with another state. A request may be made to a specific state, or a blanket request may be made to all states. Emergency Management Assistance Compact member states are not required to provide assistance unless they are able to. Requesting states will be responsible for reimbursing assisting states for the cost of any assistance provided. At the request of an affected state, the Emergency Management Assistance Compact may deploy an advance team, or “A-team,” to the SEOC. This team will assist in coordinating the provision of assistance [Maine Statute authorizing EMAC: Title 37-B MRSA Chapter 16, enacted in 1997].
  - The IEMAC is a mutual aid compact which covers the six New England states as well as the Canadian provinces of Quebec, New Brunswick, Prince Edward Island, Nova Scotia, and Newfoundland. This compact operates under the same principles as the Emergency Management Assistance Compact, save that the governor of an affected member state does not need to declare a state of emergency before requesting resources [Title 37-B MRSA Chapter 16-A, enacted in 1999].
  - The Northeast Forest Fire Protection Compact is a mutual aid compact that covers the six New England states, the state of New York, the Canadian provinces of New Brunswick, Newfoundland and Labrador, Nova Scotia, and Quebec, and the New England National Forests,

composed of the White Mountain and Green Mountain/Finger Lakes National Forests. The compact is charged with providing the means for its members to cope with wildfires that may be beyond the capabilities of a single member through mutual aid, information and technology sharing, and integrated planning efforts. The compact is administered by a commission with representation from each member state or province as well as the U.S. Forest Service. Member jurisdictions needing assistance will contact potential providers of assistance as well as the Executive Director of the Northeast Forest Fire Protection Compact. Requesting jurisdictions are responsible for replacing supplies consumed or equipment destroyed, as well as for wages and other maintenance costs. The State of Maine is represented by the Maine Forest Service - Forest protection.

## Section 7: Maintenance and Distribution

### 7.1. Overview

This section outlines the comprehensive approach to the plan's life cycle, from development and maintenance to evaluation and distribution. As the plan administrator, the MEMA Director is responsible for the overall contents, coordination, and maintenance of this plan and its supporting annexes. All agencies and organizations with a role in this plan must be familiar with its contents and are responsible for contributing to its revision and maintenance. This process ensures the plan remains a living document that accurately reflects current guidance, resources, and lessons learned.

### 7.2. Plan Maintenance, Evaluation, and Revision

The plan and its supporting documents will be reviewed and updated regularly to ensure they remain current and effective.

- **Review and Update Schedule:** The plan will undergo an update every two years. An annual desk review will be conducted internally by the Preparedness and Homeland Security Division to incorporate minor changes and maintain accuracy. The review will be conducted in coordination with key stakeholders and subject matter experts.

The State Emergency Operations Plan will be fully revised every four years. Quadrennial revisions of the Emergency Operations Plan will be signed and promulgated by the Governor. Plan revisions will reflect operational and other changes through comprehensive monitoring, review, evaluation, and any subsequent required revision of each plan section. Revision may validate the information in the current approved plan or involve a major plan rewrite. Affected sections will be updated where appropriate and will be documented in the Record of Changes contained in the Emergency Operations Plan.

Each agency identified in the State Emergency Operations Plan will be responsible for reviewing and submitting significant changes in agency responsibility, authority, and/or capabilities to its respective portions of the plan.

- **Evaluation:** The plan's effectiveness will be evaluated through exercises and real-world incidents. All exercises will follow the Homeland Security Exercise and Evaluation Program doctrine to ensure a consistent and rigorous evaluation process.
- **After-Action Reports and Improvement Plans:** Following each incident or exercise, an After-Action Reports will be developed to capture observations and suggest improvements. An improvement plan will then identify specific corrective actions, assign them to responsible parties, and establish target dates for completion. These findings will be the primary reason for all plan revisions.

- **Revision Triggers:** In addition to the regular review schedule, the plan will be revised as conditions warrant, including:
  - Formal updates to federal or state planning guidance and standards.
  - Changes in elected or appointed officials.
  - Significant changes in available resources, policies, personnel, or organizational structures.
  - Enactment of new or amended laws or Executive Orders.
  - Changes in demographics or hazard profiles.

### 7.3. Stakeholder Plan Development, Coordination, and Implementation

This section details the specific roles and responsibilities of partner agencies in the plan's development and execution.

- **Stakeholder Accountability:** Each agency with an assigned role is responsible for developing and maintaining its specific sections of the plan, including its annexes, appendices, standard operating procedures, and resource lists. This ensures that all components of the plan are accurate and up to date.
- **Coordination:** The Preparedness and Homeland Security Division will facilitate the development and maintenance of the plan's base document. Partner agencies will be responsible for updating their respective sections, with coordination and guidance from the Preparedness and Homeland Security Division.
- **Training and Exercises:** All partners are required to participate in training activities and exercises to validate their assigned responsibilities. Training courses, seminars, and workshops will be available through the Preparedness and Homeland Security Division to enhance responder knowledge, skills, and abilities. A real-world incident where the SEOC is activated may fulfill this requirement.
- **Implementation:** The Office of the Governor will promulgate the plan, directing all agencies and organizations to ensure they are fully capable of executing their designated roles and responsibilities.

## 7.4. Distribution

Accessibility of this plan to all stakeholders is the top priority of plan distribution.

- **Electronic Distribution:** Electronic copies of the plan and its annexes will be distributed to key partners, including:
  - Federal Emergency Management Agency
  - Emergency Management Agencies in nearby states
  - The Governor's Office and other state executive offices
  - All agencies cited in the plan
  - County Emergency Management Agencies
- **Public Accessibility:** The plan will be posted publicly on the MEMA website to ensure full transparency and accessibility for all partners, local governments, and the public.
- **Controlled Updates:** Minor changes to the plan will not require re-signature of the Promulgation. However, major revisions will require a formal re-signing process to reflect the updated agreement among all partner agencies. The full promulgation will be re-signed at least every three years or as a result of a change in elected officials.

## Section 8: References

### 8.1. References

This section includes guidance documents, reports, and operational frameworks that inform the content and structure of this Emergency Operations Plan but are not legally binding authorities.

#### State References

- Maine Emergency Management Agency Policy Manual
- Maine State Hazard Mitigation Plan
- Threat and Hazard Identification and Risk Assessment and State Preparedness Report

#### Federal References

- Communicating in a Crisis: Risk Communication Guidelines
- Federal Emergency Management Agency Guidance on Planning for Integration of Functional Needs Support Services
- Federal Interagency Operational Plans
- Homeland Security Presidential Directive 5
- National Incident Management System
- National Planning Frameworks
- National Preparedness Goal
- National Preparedness System
- National Response Framework
- Presidential Policy Directive 8 (PPD-8): National Preparedness
- The Sphere Project Standards

## Acronym Reference List

**CDC:** Center for Disease Control and Prevention

**COOP:** Continuity of Operations

**EMAC:** Emergency Management Assistance Compact

**ESF:** Emergency Support Function

**FEMA:** Federal Emergency Management Agency

**GIS:** Geographic Information System

**IEMAC:** International Emergency Management Assistance Compact

**JIC:** Joint Information Center

**MEMA:** Maine Emergency Management Agency

**PIO:** Public Information Officer

**SEOC:** State Emergency Operations Center

**VOAD:** Voluntary Organizations Active in Disaster