TOWN OF GRAY

GRAY TOWN COUNCIL WORKSHOP

AGENDA • JANUARY 5, 2022

Gray Town Council Workshop	**Online via Zoom** **https://us06web.zoom.us/j/88203911553**	**4:00 PM**

CALL to ORDER

Roll Call

EXECUTIVE SESSION 4:00 - 4:30 PM

The Town Council will enter into an Executive Session under MRS Title 1 Section 405.6.C for matters of real estate, to include the Town Manager and Town Planners.

The Council will enter an Executive Session under MRS Title 1 Chapter 13 Section 405.6.A for matters of Personnel.

WORKSHOP 4:30 PM - 6:00 PM

- Self Storage Ordinance changes 4:30PM
- Emergency Management Ordinance and Emergency Operations Plan 5:00PM

ADJOURNMENT

** The Town of Gray is an equal opportunity employer and complies with all applicable equal access to public accommodations law. If you are planning to attend a Town Council or Town committee or board meeting and need assistance with a physical disability, please contact the Town Manager's office at least 48 hours in advance of the meeting to have the Town assist you. 657-3339. TTY 657-3931.*

MEMO

12-17-21

FROM: Community Development Staff
TO: Town Council,
CC: Town Manager Nate Rudy

RE: Self-storage ordinance changes

In the interest of providing clarity to two applicants with pending applications before the Planning Board, we are asking the council to consider changes to the Zoning Ordinance that would:

- Allow multiple buildings in the definition of a self-storage facility (402.2.2);
- Explicitly exempt self-storage facilities from the single principal building requirement in our zoning ordinance (402.6.2); and
- Prohibit outdoor storage within the self-storage use definition

DRAFT MOTIONS

1. Move to approve a change to the definition of "Self-Storage Facility" in the Town of Gray Zoning Ordinance Chapter 402.2.2 to read:

> "One or more structures containing separate storage spaces of varying size, leased or rented on an individual basis. Multiple-building self-storage facilities are limited to a maximum width of 50 feet and a height of 16 feet for each structure. Outdoor storage is prohibited."

2. Move to approve a change to the Town of Gray Zoning Ordinance Chapter 402.6.2, to allow multiple principal structures for a self-storage facility use, to read:

> G. Only One Principal Building per Lot
>
> 1. No more than one (1) principal structure and its accessory buildings as regulated in this Ordinance may be located on any one lot, except in the case of a Self-Storage Facility, Planned Unit Development and Cluster Housing unless all applicable space and dimensional standards are met separately for each principal structure or use on the lot, subject to the following: *(…)*

BACKGROUND

The Planning Board has two pending proposals for multi-building self-storage facilities, one in the area of 119 Portland Road, abutting the Maine Turnpike; and another abutting the former Cyr Auction property (now a marijuana cultivation facility) near 100 Lewiston Road.

The Portland Road proposal is for a six-building 27,900 sf storage facility with a a 9,000 sf pad for outdoor storage. Applicant is Beth Cureton.

The Lewiston Road proposal is for a four-building 17,900 sf storage facility with no outdoor storage. Applicant is Scott Liberty.

The Planning Board and staff are seeking direction from the council regarding a potential ordinance change, to advise these applicants on how to proceed with their project planning.

During review of the Portland Road proposal, we noticed that our ordinance prohibits the approval of a typical multi-building self-storage facility:

- A self-storage facility is defined as "*a* structure containing separate storage spaces of varying size, leased or rented on an individual basis." Our attorney has advised that this is a use restriction built into the definition and thus prohibits the town from allowing multiple structures with this use.

- Additionally, The zoning ordinance (Sect. 402.6.2 G-H) requires that <u>only one principal building</u> may be located per lot.

The zoning ordinance was updated in 2010, but this single building use restriction for self-storage was never noticed previously. In fact, a multi-building storage facility currently exists just down the road from the proposed new facility on Portland Road.

Community Development Director Doug Webster was integral in the zoning updates and notes that the language restricting a self-storage facility to a single building was inadvertent.

The language was repurposed from the previous zoning definition for "mini-warehousing," which was an allowed use requiring site plan review in the commercial, business development, and business transitional-1 districts.

Mini-warehousing was defined as "a structure containing separate storage spaces of varying size, leased or rented on an individual basis. Structures to be one story with direct access to paved driveways, distance between structures is to be at least 24 feet, outdoor storage is prohibited. Space is not to be used for anything other than storage."

Thus, the previous definition included wording to acknowledge multiple structures, and there was no intention in the revision to limit such facilities to a single building.

An additional consideration that we propose to add back into the definition of self-storage, is a provision to address outdoor storage. The old ordinance bans it outright, while the current ordinance makes no mention of outdoor storage.

We suggest that the amended ordinance reinstate the ban on outdoor storage within the self-storage use definition. Any self-storage facility seeking to have outdoor storage on the property would need to pursue an additional use of "warehousing" as defined in the Zoning Ordinance (402.2.2):

> A land area where goods, wares, and merchandise are stored in a warehouse facility and/or in outdoor areas. This use may involve light manufacturing directly associated with the warehousing but does not include more traffic-intensive use(s) such as a

Trucking Terminal. This use is subject to performance standards in the Light Manufacturing Overlay District. Warehousing and associated light manufacturing shall not include any principal or accessory uses related to medical marijuana cultivation facilities, medical marijuana registered dispensaries, adult use marijuana establishments, marijuana food establishments, marijuana extraction, or the manufacturing of marijuana concentrate or marijuana products as defined herein, unless expressly authorized herein.

Warehousing is a permitted use in the BD-1 and BD-2 zoning districts; and is a conditionally permitted use in the Light Manufacturing Overlay District. (The LMOD is in effect for the Commercial zoning district, excluding the area of Commercial zoning district closest to the Village Center.)

As noted in the definition, warehousing use is subject to the standards of the Light Manufacturing Overlay District (402.8.9), which include the following:

Outdoor Performance Standards

1. Outdoor manufacturing, fabrication, or processing shall not occur regularly and shall only be permitted when, in aggregate, it is clearly ancillary to the principal use(s) occurring on the property and shall only be allowed to occur intermittently. The reviewing authority shall review detailed documentation submitted by the applicant to ensure this standard is met and that sufficient measures have been taken to provide sufficient screening, buffering to minimize adverse impacts to abutting properties and/or a publicly maintained road.

2. No outdoor storage of any type is permitted within any minimum zoning setback applicable for structures.

3. All outdoor storage areas shall be adequately fenced or screened as determined by the reviewing authority. The reviewing authority shall have the ability to require sufficient landscaping in addition to fencing when the storage area is located in a location that is visually prominent from a publicly maintained road or an adjacent property.

CHAPTER ___
EMERGENCY MANAGEMENT ORDINANCE
TOWN OF GRAY, MAINE
Adopted_____, 2021, Effective____, 2021

SECTION____.1 – TITLE AND AUTHORITY

This Ordinance shall be known as, and may be cited and referred to as, the Town of Gray Emergency Management Ordinance, and is adopted pursuant to the Town's home rule authority, as provided in 30-A M.R.S. § 3001 and the Constitution of Maine, Article VIII, Part Second, all as may be amended from time to time.

SECTION____.2 – PURPOSE

It is the intent and purpose of this Ordinance to establish an emergency management team in compliance and in conformity with the provisions of 37-B M.R.S. §§ 781 *et seq.* to ensure the complete and efficient utilization of the Town's facilities and resources to respond to disasters as defined herein.

This ordinance will not relieve any Town department of its normal legal responsibilities or authority, nor will it adversely affect the work of any voluntary agency organized for relief in disaster emergencies.

This ordinance shall be administered in conjunction with the appropriate elements of the town's Emergency Operations Plan.

SECTION____.3 – DEFINITIONS

The following definitions shall apply in the interpretation of this Ordinance:

A. The term "Emergency Management" shall mean the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

B. The term "emergency" shall mean any event which threatens to inflict or inflicts injury or damage to people or property and which requires immediate action to mitigate, prevent, control, contain or from which normal recovery is beyond the scope of the normal resources of the town.

C. The term "disaster" shall mean the occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man- made cause, including but not limited to fire, flood, earthquake, wind, storm, wave action, oil spill or other water contamination requiring emergency action to avert danger or damage, disease, epidemic, pandemic, air contamination, critical material shortage, infestation, explosion, or riot.

D. The term "Emergency Response Team" shall mean the employees, equipment and facilities

of all Town departments, boards, institutions, and commissions, and in addition, it shall include all volunteer persons, equipment and facilities contributed by or obtained from volunteer persons or agencies. These functions include, without limitation, firefighting, police, emergency medical services, emergency welfare, rescue, engineering, public warning and communications services, evacuation of persons from stricken areas, allocation of critical materials in short supply, emergency transportation, other activities necessary to the preparation for the carrying out of these functions

E. The term "Emergency Management Director" shall mean the director of the Town's emergency response team, appointed as prescribed in this Ordinance.

F. The term "Emergency Plan" shall refer to the town's Emergency Operations Plan.

SECTION____.4 – ORGANIZATION AND OPERATION

A. Town Manager.
    - The Town Manager shall be responsible for ensuring the availability of personnel to be assigned to the municipal Emergency Response Team (ERT).
    - The Town Manager may employ such permanent or temporary employees as he or she deems necessary and prescribe their duties during the emergency response.
        - If the Town Manager is absent, or unable to perform their duties for any reason, their role shall follow the Order of Succession below. All duties, authorities, and responsibilities of the position, without restriction, are encumbered by the person filling the role.
            - Emergency Town Manager (if the Town Manager appointed one during a planned absence)
            - Emergency Management Director
            - Director of Public Safety
            - Director of Public Works
            - Chairperson of Town Council
        - If an acting Town Manager has been appointed under Article III, Section 4 of the Gray Town Charter, they will fulfil the role of the Town Manager as defined in this ordinance.

B. Emergency Management Director.
    - Appointment
        - There shall be an EM Director (hereby known as Director) nominated for appointment by the Town Manager to the Town Council, to organize and manage the Emergency Response Team (ERT).
        - The Director shall serve a term no less than 1 year, upon which the position can be reassigned, unless the person serving that position leaves their primary position during their term (retirement, job change, incapacitated).
        - The Director will complete the following tasks within the initial 6 months of their appointment:
            - Completion of training in accordance with NIMS and other appropriate regulations

        - Complete review of municipal Emergency Operations Plan
        - Completion of NIMS training G-402 "Overview for Senior Officials"
    - Responsibilities
        - The Director shall be the executive head of the Emergency Response Team.
        - The Director shall work under the general supervision of the Town Manager, with coordination occurring with the Town Council.
        - The Director shall be responsible for the development, maintenance, and promulgation of the Town's Emergency Operations Plan.
        - In preparation for and during declared emergencies, the Director may (upon consultation with Town Manager) utilize all Town facilities, personnel and resources to best protect public health, safety and welfare.
        - Prepare and update the hazard risk and vulnerability assessment
        - Coordinate and maintain written mutual aid agreements with neighboring towns.
        - Provide emergency management training to Town officials, planners, and responders
        - Attend County emergency managers' meetings
        - Complete and report damage assessments to CCEMA.
        - Complete and submit application for emergency management/disaster funds and grants, as appropriate.

C. Emergency Response Team.
    - The Director is hereby authorized to organize the ERT fully utilizing the existing departments and agencies of the Town as much as possible.
    - The ERT shall be comprised of, at a minimum:
        - Emergency Management Director (Leader)
        - Town Manager
        - Town Clerk and Treasurer
        - Code Enforcement Officer
        - CCSO Representative
        - Deputy Fire Chief
        - Fire Warden
        - Road Commissioner
        - Public Health Officer / Local Health Officer
        - Animal Control Officer.

D. Town Council.
    - The Town Council shall review and approve the nomination of personnel to fill the role of the town's Emergency Management Director.
    - The Town Council shall review the Emergency Operations Plan and provide approval through the signature of the Council Chairperson on the plan.

SECTION____.5 – EMERGENCY MANAGEMENT DIRECTOR

The Director shall be responsible to the Town Manager in regard to all phases of Emergency Management activity. The Director shall be responsible for planning, coordinating, and operating

the Emergency Management activity within the Town. The Director shall maintain liaison with county, state and federal authorities and the authorities of nearby municipalities to insure the most effective response to an emergency. The duties of the Director shall include but not be limited to the following:

A. Coordinating the recruitment of volunteer personnel and agencies to augment the personnel and facilities of the Town for response in an emergency.
B. Development of plans for the immediate use of all the facilities, equipment, workforce, and other resources of the Town for the purpose of minimizing or preventing damage to persons and property; and protecting and restoring to usefulness government services and public utilizes necessary for the public health, safety, and welfare.
C. Negotiating and concluding voluntary agreements with owners or persons in control of buildings or other property for Emergency Management purposes and identifying suitable buildings for use as public shelters.
D. Through use of educational programs, informing the Town's population about Emergency Management matters and advising as to what actions should be taken during an emergency to protect life and property.
E. From time to time, conducting public practice alerts and drills to familiarize the Town's population with emergency response procedures.
F. Assuming such authority and conducting such activity as the Town Manager or the Town Council may direct to promote and better execute Emergency Preparedness activities.
G. In the event the Town seeks external financial assistance, the Director shall be responsible for coordinating the actions of all Town officials in the application process, subsequently for monitoring and ensuring compliance with all requirements of the funding entity and providing monthly updates to the Town Council.

SECTION____.6 – LOCALLY DECLARED EMERGENCY

A. Declaration.

1. The Town Manager shall have the power and authority, upon consultation with the Emergency Management Director, to issue a proclamation that an emergency exists whenever a disaster or civil emergency exists or appears imminent. The proclamation may declare that an emergency exists in any or all sections of the Town. In the Town Manager's absence or inability to issue the proclamation, the person designated in Section___.4.A may issue the proclamation that an emergency exists. A copy of such proclamation shall be filed within twenty-four (24) hours in the office of the Town Clerk.
2. Notwithstanding the above, when consultation with the Town Council would result in a substantial delay in an effective response in alleviating or preventing a civil emergency or disaster, the Town Manager, or their successor as outlined above, may take whatever actions are necessary to prevent the loss of life and property in the Town.
3. The Town Manager and/or the Emergency Management Director shall be responsible for submitting a full report to the Town Council of all actions taken because of the declared emergency as soon as the Town Council can be convened.

B. Termination.

1. Whenever the Town Manager, or in the event of their absence, the Chair of the Town

Council, is satisfied that conditions of a local emergency or disaster no longer exists (and will not recur), they shall terminate the emergency proclamation by posting another proclamation so stating.

2. The proclamation shall be posted in the same manner as the original one with a copy to the Town Clerk.
3. Local representatives of the news media shall be advised of the termination of the emergency as soon as is practical.

SECTION____.7 – POWER AND DUTIES DURING A DECLARED EMERGENCY.

During any period of declared emergency, the Town Manager shall have the following authorities:

1. **Regulations**. During any period when an emergency declaration is in effect, the Town Manager may promulgate or suspend such regulations as he or she deems necessary to protect life and property and to preserve critical resources within the purposes of this ordinance. Such regulations may include, but are not limited to, the following:
    a. Regulations prohibiting or restricting the movement of vehicles in areas within or without the town;
    b. Regulations facilitating or restricting the movement of persons within the town;
    c. Regulations pertaining to the movement of persons from hazardous areas within the town;
    d. Such other regulations necessary to preserve public peace, health and safety.
2. **Statutory and Other Authority**. Nothing in this section shall be construed to limit the authority or responsibility of any department to proceed under powers and authority granted to them by state statute, town ordinance or the charter of the Town of Gray.
3. **Evacuations**. The Town Manager or their designee may order the evacuation of persons from hazardous areas within the town
4. **Requests for Aid or Assistance**. The Town Manager or their designee shall be authorized to request aid or assistance from the state or any political subdivision of the state and may render assistance to other political subdivision under the provisions of 37-B M.R.S §781 et seq
5. **Emergency Purchasing**. The Town Manager may obtain vital supplies, equipment and other items found lacking and needed for the protection of health, life and property during an emergency without following normal purchasing or formal bid procedures
6. **Termination of Emergency Powers**. The provisions of this section will terminate at the end of the declared emergency

SECTION____.8 – FINANCIAL AUTHORITY.

During the period of a Declared Emergency, the Director may spend or commit to spend Town funds as needed to respond to the emergency and minimize impacts or potential impacts, as provided in Section 6 above, subject to the following conditions:

A. Emergency Expenditure of Funds. During the period of a Declared Emergency, the Director may spend or commit to spend, Town funds as needed to respond to the emergency and minimize impacts or potential impacts, as provided in Section 6 above, subject to the following conditions:

1. Only emergency work such as stabilization, creation of immediate protective measures, debris clean-up and other such matters shall be authorized pursuant to this authority. Permanent repairs and improvements to mitigate future impacts are not authorized by this spending authority.
2. Emergency spending by any Department relating to the Emergency shall be considered to have been authorized by the Director. It shall be the responsibility of the Department Head to report all such spending to the Director as quickly as possible.
3. In no case shall the total amount spent by the Director pursuant to Section 6 exceed the balance of the voter-approved supplementary contingency budget.
4. Emergency spending authority of the Director ends when the period of a Declared Emergency ends.

B. Record-Keeping. During and after a Declared Emergency, all Department Heads which participate in the emergency response shall keep records of the amount and value of staff time, vehicle use, expenses, and other such matters. The format and content of record-keeping shall be dictated by the Director. The purpose of this action is to facilitate possible applications for external financial assistance.

C. Post-Emergency. When a Declared Emergency ends, or 30 days after the date of disaster declaration, whichever occurs earlier, all decisions about spending related to the emergency which are not funded through approved operating budgets shall be brought to the Board of Selectmen for action.

D. External Financial Assistance. All decisions about external financial assistance, including the initial decision whether to seek such assistance, shall be the responsibility of the Town Council. External financial assistance shall include, but not be limited to, FEMA assistance. Any request to the Board shall include a description of the process and identify risks involved.

E. Local Spending Authority.

1. Operating Budgets. To the extent expenses during and after an emergency can be charged to approved operating budgets, they shall be. Typically, this will include costs of fuel, labor, and other costs which occur regardless of the emergency.
2. Supplementary Contingency. The Town Council may vote to utilize funds available in Supplementary Contingency. The authorizing warrant article sets the amount and means of utilization.
3. Restricted Fund Balance. A designated portion of the Town's fund balance could be set aside to pay for storm- or emergency-related expenses. In the event this has been authorized by voters, this funding shall be available for the Town's emergency response, subject to prior approval of the Town Council.
4. Special Budget Referendum. In the event the Board of Selectmen believes there is a need for more funding to properly respond to an emergency, it may call for a Special Budget Referendum in accordance with the Town of Gray Home Rule Charter. This would be likely if costs are likely to exceed the amount of Supplementary Contingency and external financial assistance.

SECTION____.9 – EMERGENCY PLAN

The Emergency Management Director shall prepare, under the direction of the Town Manager, an Emergency Operations Plan (hereafter referred to as the Emergency Plan) that meets the following

requirements:

A. The Emergency Plan shall be reviewed and/or updated annually. This review should be accomplished by the following entities, with documentation of completion provided to the Director:
    a. Director
    b. Town Manager
    c. Department Heads
    d. Town Council
B. The Emergency Plan shall contain, at a minimum:
    a. Have an all-hazards approach taken to plan development.
    b. Documentation of NIMS and ICS compliance.
    c. Procedures for responding to any emergency incident that could occur within the municipal boundaries. Specific response actions such as Shelter-in-Place, Evacuation, Relocation (COOP), and Devolution shall be detailed.
    d. Emergency Response Team activation, deactivation, and operation procedures.
    e. Emergency incident notification procedures for the following entities: Municipal leadership, municipal staff, external authorities, partners, suppliers, and general public.
    f. Mass Care Considerations – mass feeding, sheltering, warming/cooling centers.
    g. Risk Management activities – assessment process, hazard identification, hazard considerations (cyber, infectious disease, etc.)

SECTION____.10 – IMMUNITY FROM LIABILITY

All emergency management team forces, while engaged in emergency management activities, shall be immune from liability, as set forth in 37-B M.R.S. § 822.

SECTION____.11 – COMPENSATION FOR INJURIES

All emergency management team forces appointed to specific functions, whether paid or volunteer, shall be deemed to be employees of the Town when engaged in training or on duty and shall have all the rights of Town employees and will be covered by the Town's workers' compensation insurance for the duration of the training or incident. All persons responding to assist the Town as part of existing mutual aid agreements will be covered by their employer or by the State of Maine under the Workers' Compensation Act as set forth in 37-B M.R.S. § 823.

SECTION___.12 – ADOPTION

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

System (ICS).

SECTION____.13 – VIOLATIONS OF REGULATIONS

It shall be unlawful for any person to violate any provision of this Ordinance or of the regulations or plans issued pursuant to the authority contained herein or to obstruct, hinder or delay any emergency management team forces as herein defined in the enforcement of the provisions of this Ordinance or any regulation or plan issued hereunder.

Any person, firm or corporation violating any provision of this Ordinance, or any rule or regulation promulgated hereunder, upon conviction thereof, shall be punished by a fine of not less than $100 and not more than $500 per incident, plus the costs of prosecution, including attorney's fees.

_____.14 – WAIVER/PAYMENT OF PENALTIES

Any person charged with a violation of this Ordinance, shall be allowed to waive such violation and tender to the Town of Gray the fine amount if paid within 20 days of issuance of the summons. If the waiver fine is paid, no appearance before a District Court Judge or other judicial officer shall be required. If the offender pays the waiver fine, the matter will be closed in the Gray Police Records system and listed as a prior offense for future violations.

If the offender chooses not to pay the waiver fine, he/she shall appear in court on the specified date to answer for the ordinance violation. If the offender is found to have committed the offense in court, fines, applicable court fees, attorney's fees, and prosecution costs may apply.

SECTION____.15 – SEVERABILITY

Should any provision of this ordinance be declared invalid for any reason by a court with jurisdiction to do so, such a declaration shall not affect the validity of other provisions of this ordinance or the ordinance in total, it being the legislative intent that the provisions of this ordinance shall be severable and shall remain valid not withstanding such a judicial declaration against one provision.

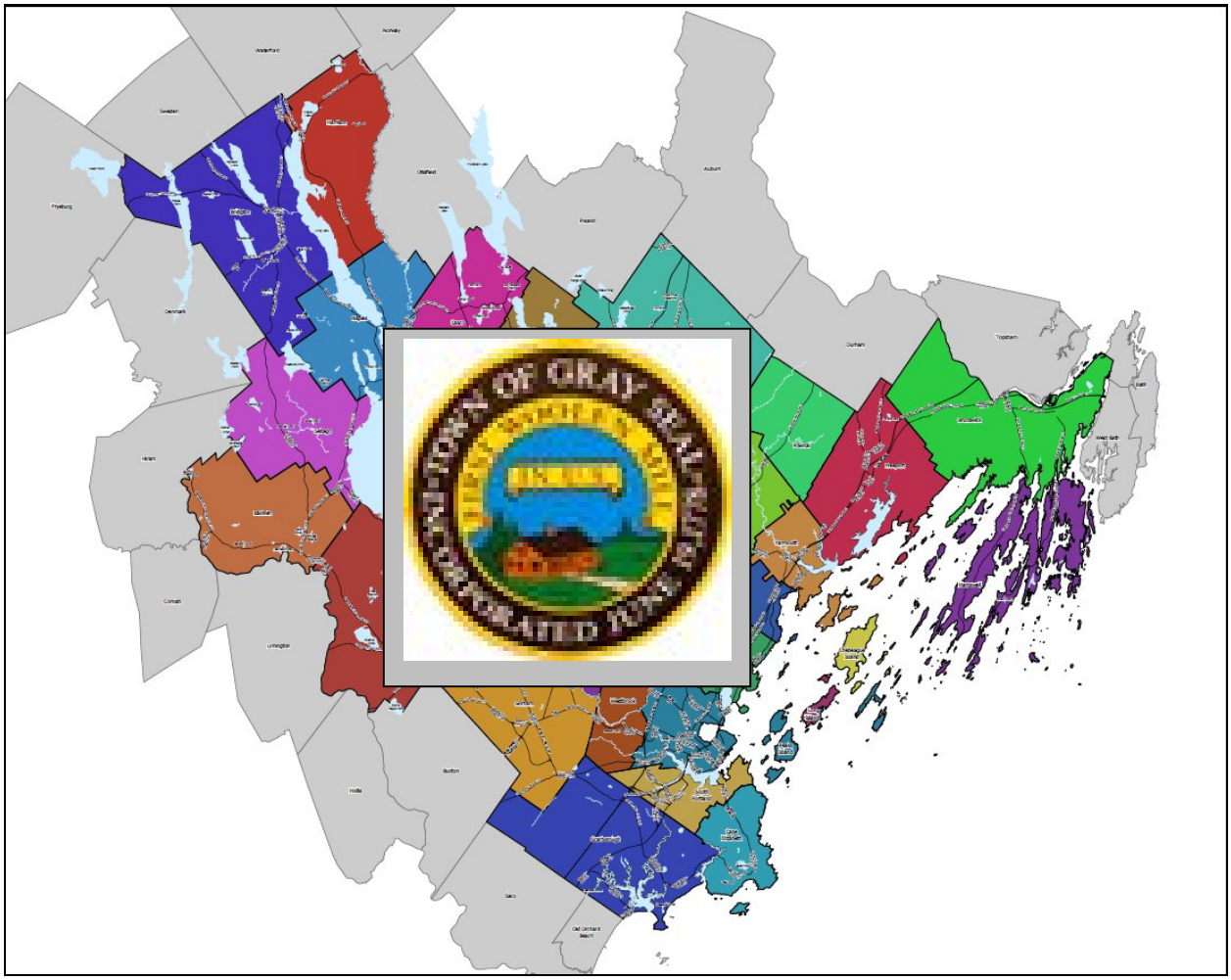
SECTION____.16 – CONFLICTING ORDINANCES AND REGULATIONS SUPERSEDED DURING EMERGENCY

At all times when an emergency proclamation is in effect, the orders, rules and regulations made pursuant to this Ordinance shall supersede all existing ordinances, orders, rules and regulations, insofar as the latter may be inconsistent herewith.

SECTION____.17 – EFFECTIVE DATE; EXPIRATION

Pursuant to Section 14(C) of the Gray Town Charter, this Ordinance shall become effective on _____, 2021.

Town of Gray



Comprehensive Emergency Operations Plan

Version 3.0
September 2021

Approvals

This Town of Gray Emergency Operations Plan was prepared to ensure that the organization has deliberately considered how it would respond to an emergency incident. This plan provides guidance for all phases of emergencies that could occur in or near Town of Gray, and is supportive of the Cumberland County Resilience Plan. This plan supersedes all previous emergency operations plans. The Emergency Management Director is responsible for the development, maintenance, and implementation of this plan.

By signing this document the below individuals have acknowledged that they have reviewed and approve the procedures detailed within this plan as being current and actionable.

Approved: _____ Date: _____

Nathaniel Rudy
Municipality Manager, Town of Gray, Maine

Reviewed: _____ Date: _____

Sandra Carder
Chairperson, Town Council, Town of Gray

Reviewed: _____ Date: _____

Matthew M. Mahar MBCI, CBCP, MEP
Director, Cumberland County Emergency Management Agency

Submitted: _____ Date: _____

Kurt Elkanich
Director of Public Safety
Local EMA Director, Town of Gray

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Town of Gray Emergency Operations Plan

Change Log

Revision No.	Date	Change Description	Pages Modified
1.0		*Emergency Operations Plan developed*	ALL
2.0		*EOP expanded to include focus on resilience of organization*	**ALL**
3.0	**12/21/2021**	Town of Gray draft copy submitted to Town Council for review and approval	ALL

Record of Distribution

Distribution will be accomplished electronically to all stakeholders, and a redacted version of the plan will be available on the Cumberland County Emergency Management Agency website: https://www.cumberlandcounty.org/223/Emergency-Management-Agency

Organization	Date Delivered	Medium	Verified Receipt

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TOWN OF GRAY

COMPREHENSIVE EMERGENCY OPERATIONS PLAN

I. Purpose

Municipalities within the State of Maine are required to establish and ensure the capability to respond to a wide range of emergencies (***insert citation***). The Town of Gray Comprehensive Emergency Operations Plan (EOP) provides the operational framework to implement the policies, requirements, and responsibilities of Town of Gray.

This plan provides a flexible and scalable response to the full spectrum of potential incidents and ensures that Town of Gray maintains the ability to perform its critical services in a safe environment, protecting staff members, community members, and visitors.

To accomplish its mission, Town of Gray must ensure its critical functions and services continue to be performed during an emergency incident, including localized acts of nature, accidents, technological or attack-related emergencies, as well as infectious disease and cyber events.

This plan provides directions for the orderly response of Town of Gray to an emergency incident. This plan shows the coordination necessary between entities within Town of Gray, and with the County, and how they would support one another pre-, trans-, and post-incident. It is also intended to provide greater detail to support the checklists that have been developed by their departments in response to emergency incidents.

II. Municipality Profile

Gray's population of approximately 8,300 people inhabit 46 square miles, more than 90% of which is pristine rural forest land and lake water. Gray waterfront properties are found on Little Sebago, Crystal, and Forest Lakes. Gray is home to regional headquarters for the Maine Department of Inland Fisheries and Wildlife, which maintains a fish hatchery and wildlife park. It is also home to an NOAA National Weather Service Forecast Office, which issues forecasts and severe weather warnings for New Hampshire and Maine.

III. Applicability

This Plan is applicable to all personnel associated with Town of Gray. The provisions of this Plan apply to the full spectrum of situations and/or incidents that could affect the ability of Town of Gray officials, support staff, and other personnel to perform the municipality's critical functions from their normal work locations. These situations include incidents resulting from natural disasters, cyber threats, terrorist activities, infectious disease outbreaks, and cyber intrusions.

IV. Security

Some of the information in this Plan, if made public, could compromise the municipality's ability to carry out its critical services. This includes the security of essential equipment, services, and systems. Portions of this Plan contain information that raises personal privacy or other concerns, and those portions may be exempt from mandatory disclosure under the Freedom of Information Act. See 5 U.S.C. §552, 41 CFR Part 105-60.

V. Plan Maintenance and Distribution

As part of the annual plans and procedures maintenance, the Gray Emergency Response Team will review and update the Town of Gray Emergency Operations Plan. All reviews will be submitted to the municipality's leadership for review and approval. Interim administrative updates and revisions to this Plan are authorized and will be reissued as ***Version X.X*** to the signed Plan.

Any request to disclose information in this Plan outside the municipality and/or the county, or to withhold information in this Plan from a non-municipal requestor, must be coordinated with the Gray Town Manager.

VI. Policy and Background

The ability to respond quickly and efficiently to an emergency incident saves lives. Town of Gray is committed to ensuring that its critical services are available to the community regardless of the emergency incident that is occurring, assuming that it is safe to conduct such activities.

This plan is one means through which Town of Gray is committed to ensuring the safety of its staff, community members, and visitors. This plan also serves to provide a coherent plan of action to be followed when an emergency incident occurs within the municipality.

The scope and magnitude of a catastrophic incident may result in a resource scarce environment. Because such incidents may affect a municipality's ability to provide assets, assistance, and services.

VII. Planning Objectives and Assumptions

The overall objective of this EOP is to provide for the safety and support of Town of Gray, its staff, community members, and visitors. This plan provides concepts of operations, guidance, and procedures to ensure that Town of Gray can transition quickly and effectively from normal operations to a crisis management posture and continue to deliver critical services under all circumstances, and if necessary, from alternate locations.

This plan must be executable with or without warning, during duty and non-duty hours. Processes need to be in place to make appropriate notifications, and perform appropriate actions, even during non-standard business hours.

This document provides a management framework, forums, and process to ensure the continued deliberate, proactive, and ongoing planning, update, and maturation of emergency planning.

Town of Gray Planning Objectives are:

- Ensure Town of Gray can perform its critical functions under all conditions.
- Execute a successful order of succession, accompanied by the appropriate position-related authorities, when a disruption renders Town of Gray leadership unable to assume and perform their authorities and responsibilities.
- Ensure Town of Gray has considered backup facilities where it can continue to perform its critical functions, as appropriate, during an emergency incident.
- Protect essential facilities, equipment, records, and other assets, in the event of a disruption.
- Achieve timely and order recovery of Town of Gray from an emergency.
- Validate readiness and ensure operational capability through a dynamic and integrated test, training, and exercise program.

Planning Assumptions: This plan is based on the following assumptions:

- An emergency incident may require one or more response options covered within this plan to be activated either with or without warning.
- The emergency will not affect other municipalities and they will remain available to support the municipality-directed actions.
- During an infectious disease pandemic, susceptibility to the virus will be universal.

VIII. Resilience Capability Elements

There are specific planning elements that need to be considered to ensure the comprehensiveness of planning. The consideration, preparation, and execution of the elements listed in this section are fundamental for a successful resilience capability.

(quick snapshots of what each section describes, pointing to Annexes) If the municipality doesn't have the capability (i.e. HAZMAT) then this section would detail who they rely upon for that capability.

A. Risk Management: The application of risk management principles can preserve resources by assessing the probability of occurrence for catastrophic emergencies and related consequences. Vulnerability, probability, and impact are all considered when determining the level of risk.

B. Response Options: XX

C. <u>Hazard Mitigation</u>: Any sustained action taken to reduce or eliminate the long-term risk to life and property from hazard events. It is an on-going process that occurs before, during, and after disasters and serves to break the cycle of damage and repair in hazardous areas.

D. <u>Continuity of Operations Planning Elements</u>*:*

a. **<u>ESSENTIAL FUNCTIONS</u>**: A service or a collection of services normally performed by a unit that must continue at a sufficient level without interruption or restart within given timeframes (within the first 30 days) after a disruption to the service.

b. **<u>ORDERS OF SUCCESSION & DELEGATIONS OF AUTHORIY</u>**: Leadership during an emergency is key. It is equally important that those serving in leadership positions have the authority, in writing, to perform the duties necessary to respond to the emergency. Orders of succession ensure that an organization has identified key personnel to assume leadership positions in the event that regularly appointed personnel are unavailable, and that they have the appropriate authority to perform the functions. Those identified in the orders of succession must be trained annually on responsibilities and shall participate in TT&E events.

c. **<u>COMMUNICATIONS AND INFORMATION SYSTEMS</u>**: Availability, diversity, and redundancy of critical communications and information systems are critical to sustain critical functions regardless of where they are performed. Communications and information systems provide the connectivity among key government leadership, internal elements, other organizations, and the public to perform critical functions.

d. **<u>ESSENTIAL RECORDS MANAGEMENT</u>**: Viable continuity programs include comprehensive processes for identification, protection, and accessibility of electronic and hardcopy essential records at primary, alternate, and devolution locations. Essential records may include documents, references, personnel records, and information systems.

e. **<u>ALTERNATE LOCATIONS</u>**: Alternate locations are where critical functions are continued or resumed, or where organizational command and control may occur during an emergency incident. Telework is a program that can provide critical support to the sustainment of critical functions.

f. **<u>HUMAN RESOURCES</u>**: Organizations must identify leadership, staff, and functional support elements capable of relocating to alternate locations, remote operations, or devolving to sustain critical functions. During emergency activations, organizations will mobilize designated personnel as needed to sustain critical functions in accordance with their emergency plans and procedures.

g. **<u>DEVOLUTION</u>**: A planning concept that establishes procedures to transfer statutory authority and responsibilities from an organization's primary operating staff and facilities to other designated staff and facilities for the

purpose of sustaining essential functions. Devolution may be temporary or may endure for an extended period of time.

E. **Hazardous Materials (HAZMAT) Response**: Plan that reflects how the organization will respond to incidents involving hazardous materials, which are defined as substances that have the potential to harm a person or the environment upon contact. A Hazardous Materials (HAZMAT) Response team is comprised of hazardous material experts who specialize in detecting, containing, and removing any release or potential release of hazardous substances in order to control or stabilize an incident.

F. **Emerging Infectious Diseases (EID) Considerations**: Emerging infectious disease can be defined as infectious disease that have newly appeared in a population or have existed by are rapidly increasing in incidence or geographic range. This planning includes considerations related to changes in operations necessary because of the contagious nature of the infectious disease outbreak.

G. **Point of Distribution (POD) Planning:** A Point of Distribution (POD) is for establishing initial points where the general public will obtain life sustaining emergency relief supplies until such time as power is restored, retail establishments reopened, or fixed and mobile feeding sites (if any) and relief social service programs (if any) are in place.

H. **Reconstitution/Recovery**: Reconstitution embodies the ability of an organization to recover from a emergency activation, one that disrupts normal operations, so that the organization can return to its normal level of operations. Reconstitution is critical in that its focus is on ensuring the continued support of other organizational functions and the restoration of full normal operations. Since reconstitution begins at the start of an incident, organizations should identify a reconstitution team with leadership, staff, and resources dedicated and separate from existing emergency response team.

I. **Test, Training, & Exercise (TT&E) Program**: TT&E events assess and validate emergency plans, policies, procedures, systems, and facilities. Initial and reoccurring training programs inform and familiarize leaders and staff with continuity plans and procedures. Exercise programs consisting of both planned and short/no-notice events improve an organization's preparedness posture and emphasize the value of integrating continuity functions into daily operations. The After Action Review process is an essential component of any exercise program and helps to identify capability gaps and other challenges experienced during the event. Items identified during the review should be captured in the After Action Report and Improvement Plan, which lists planned remedies to correct the deficiencies, and assigns a timeline for re-evaluation.

IX. Operational Phases and Implementation

There are five phases of emergency management: Preparedness, Prevention, Response, Recovery, and Mitigation. These five phases should be used to build resilience strategies, processes, and procedures to ensure that goals and objectives are met, and to support the performance of organizational critical functions during an emergency incident. The five phases of emergency management are defined as:

a. **Preparedness -** focuses on creating concrete plans, training and exercises well ahead of a disaster. Emergency planning activities will allow organizations to reduce loss of life and sustain environmental challenges by developing organizational specific plans, standardized planning tools and emergency management protocols.

b. **Prevention -** a continuous cycle of activities such as emergency planning, staff training, exercising, assessment and remedial actions. Preparedness and readiness go hand in hand as organizations and communities prepare for disaster.

c. **Response -** how organizations respond to the challenges disasters bring such as supply chain interruptions, changes in service delivery or day to day staffing. As organizations respond to disaster, they must use all their emergency preparedness tools such as emergency plans, policies and procedures and staff training to respond.

d. **Recovery -** focuses on restoring critical business functions to stabilize day to day services and increase capacity to continue to serve their community after a disaster. The recovery phase allows organizations to return normal service levels as soon as possible.

e. **Mitigation -** activities allow organizations to reduce loss of life and physical assets such as buildings and supplies that will lessen the overall effect of disaster on an organizations and community as a whole.

X. Roles and Responsibilities

All levels of organizations are responsible for establishing and following procedures for responding to an emergency incident. The senior official of each organization is ultimately responsible for the development and implementation of those plans and/or procedures. The staff members of the organization must be properly trained and equipped to perform their emergency responsibilities with little or no notice. The following leadership positions have specific responsibilities related to emergency preparedness and response:

a. **Elected Officials (Municipality Manager and Board of Selectmen):** serve the municipality by completing a variety of duties: preparing materials for council meetings, developing the annual budget, implementing financial reporting procedures, administering funds, liaising with the government and local entities, managing municipality assets, and hiring staff.

b. **Department Heads**: Department managers are responsible for reviewing and approving their respective plans, and ensuring that their organization's plan

adequately reflects its current operational state. They are also responsible for promulgating this plan, and its guidance, to their personnel. Department managers are responsible for ensuring that their organization has developed, approved, and maintained their organization's plan and ensuring it is supportive to its parent organization's plan.

c. **Local EMA Director**:

   a. Develop, revise/update, and promulgate municipality's emergency operations planning documents, to include participation in the county hazard mitigation plan.

   b. Coordination communication between local and county government organizations.

   c. Identify/locate local resources to help with response and recovery efforts.

   d. Coordinate with damage assessment teams

   e. Coordinate municipal TT&E activities with County EMA.

d. **County EMA**: The county organization responsible for ensuring county compliance with resilience and emergency policies and guidance. They are responsible for providing tools, templates, and TT&E activities to support the municipality's emergency management program.

XI. Coordination Meetings (Internal & External)

The emergency planning and coordination meetings are attended to ensure situational awareness and resilience efforts are coordinated properly.

Include description of meetings (with examples of topics discussed)

a. Municipal Meetings

   a. Selectman Meetings

   b. Budget Meetings

b. County Meetings

   a. Monthly Emergency Management Meetings

   b. IMAT Team Meetings

XII. Outreach Program Participation

Municipality would detail what efforts have been undertaken to spread preparedness information to their populace, either through internal outreach programs, or by utilizing county, state, or federal emergency management campaigns.

XIII. Points of Contact

If there are any questions or requests regarding information contained within this Plan, please contact the ***(insert responsible organization manager)***

Annex A: Municipality Organization

Insert Municipality's Organization Chart

Insert Google Map of Municipal Facilities

Roles and Responsibilities:

1. Elected Officials
    a. Implement direction, coordination, and policy-making functions, as necessary, to provide for optimum protection of public health and safety before, during, and after a declared state of emergency.
    b. Approve pre-planning, response goals, plans, and emergency accounting procedures.
    c. Direct and coordinate response that overlaps departmental lines or requires decisions as to which department(s) will perform various functions.
    d. Provider representatives to the Emergency Operations Center, as requested.
    e. Commit staff and resources of departments, in the absence of the department head, or it is beyond the scope of the authority of the department head.
    f. Oversee public information regarding the disaster/emergency event and recovery operations.
    g. Authorize special purchasing due to emergency conditions.
    h. Authorize the release of emergency public information statements.
2. Fire Services
    a. Responsible for responding to incidents within the municipality, and to those locations that have established MAA, with the following types of services:
        i. Fire suppression
        ii. Heavy rescue operations
        iii. Hazardous material incident response
        iv. Emergency medical services
        v. Search and rescue operations
        vi. CBRNE monitoring
        vii. Evacuation recommendations, notifying evacuation authorities, and assisting in the dissemination of evacuation notification.

viii. Fire code enforcement

ix. Explosive device mitigation and response

3. Law Enforcement

   a. Responsible for responding to incidents within the municipality, and to those locations that have established MAA, with the following types of services:

      i. Maintenance of law and order

      ii. Crowd, traffic, and restricted area control

      iii. Coordinate evacuations

      iv. Identify local emergency evacuation routes from high hazard areas.

      v. Security measures, including protection of vital facilities

      vi. Provide security for the Emergency Operations Center, as needed

      vii. Assist in notification and warning of general public

      viii. Assist with initial impact assessment

      ix. Coordinate security for the damaged areas, vital facilities, equipment, staging areas, and shelter operations

      x. Explosive device identification, mitigation, and response.

4. Public Works

   a. Responsible for responding to incidents within the municipality, and to those locations that have established MAA, with the following types of services:

      i. Coordination of restoring public facilities, roads, and bridges

      ii. Damage assessment for infrastructure and public facilities

      iii. Debris and snow clearance on roads and streets

      iv. Providing equipment, supplies, and personnel as needed

      v. Supporting traffic control measures – providing signage, detours and barricades

      vi. Safety inspections – roads and bridges

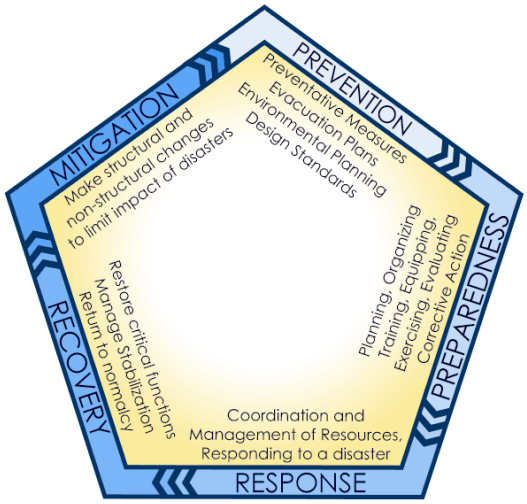
Annex B: Operational Phases and Implementation

Five Phases of Emergency Management

Prevention, mitigation, preparedness, response and recovery are the five steps of Emergency Management.

A. Prevention

Actions taken to avoid an incident.
Stopping an incident from occurring.
Deterrence operations and surveillance.



B. Mitigation

Refers to measures that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Typical mitigation measures include establishing building codes and zoning requirements, installing shutters, and constructing barriers such as levees.

C. Preparedness

Activities increase a community's ability to respond when a disaster occurs. Typical preparedness measures include developing mutual aid agreements and memorandums of understanding, training for both response personnel and concerned citizens, conducting disaster exercises to reinforce training and test capabilities, and presenting all-hazards education campaigns.

D. Response

Actions carried out immediately before, during, and immediately after a hazard impact, which are aimed at saving lives, reducing economic losses, and alleviating suffering.
Response actions may include activating the emergency operations center, evacuating threatened populations, opening shelters and providing mass care, emergency rescue and medical care, firefighting, and urban search and rescue.

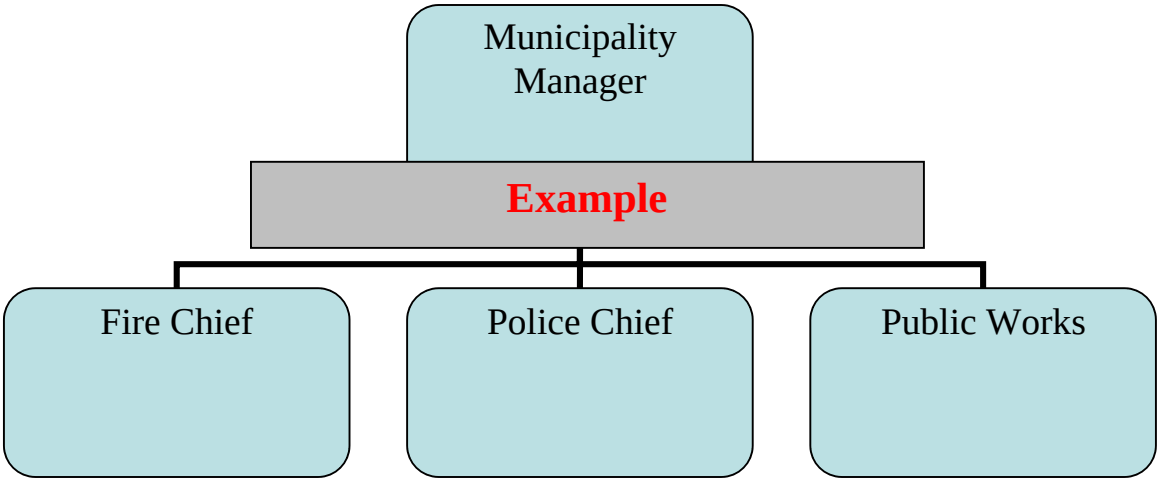
E. Recovery

Actions taken to return a community to normal or near-normal conditions, including the restoration of basic services and the repair of physical, social and economic damages. Typical recovery actions include debris cleanup, financial

assistance to individuals and governments, rebuilding of roads and bridges and key facilities, and sustained mass care for displaced human and animal populations.

Municipality Response Structure (to include Roles & Responsibilities)

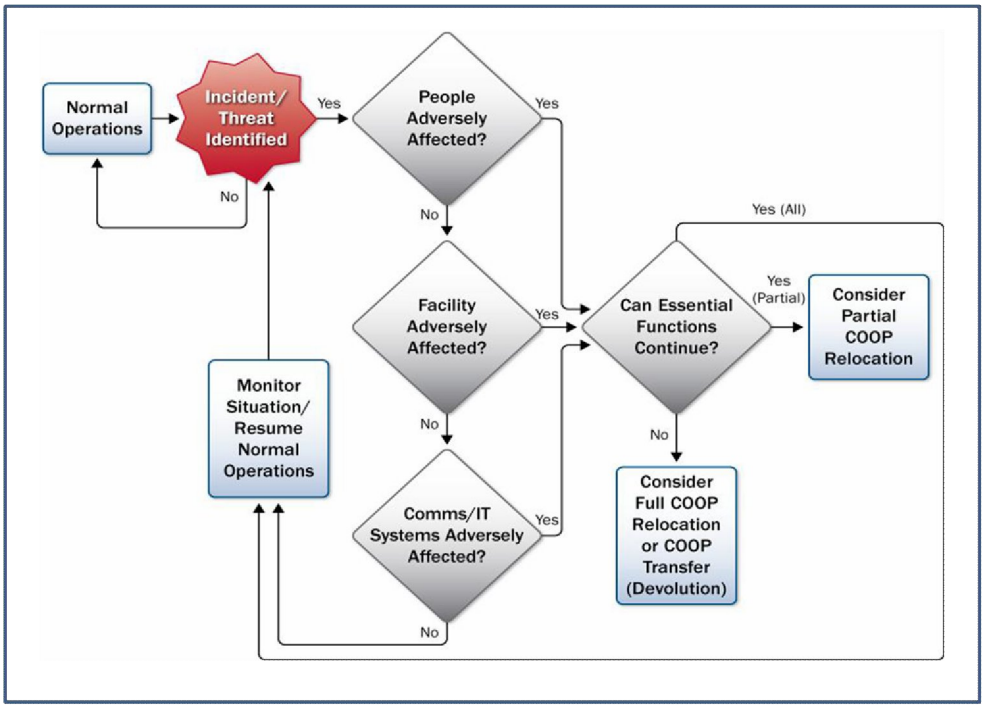
Command and control of an all-hazard event is a critical function that demands a codified framework for the preparation and execution of plans and orders. Emergency response organizations at all levels of government manage command and control activities somewhat differently depending on the organization's history, the complexity of the crisis, and their capabilities and resources. Management of response actions must therefore reflect an inherent flexibility in order to effectively address the entire spectrum of capabilities and resources. The structure can be seen in the figure below.



Activation Decision Process

Activation of any emergency process requires a detailed decision process, one that is flexible and scalable to meet the needs of the entire spectrum of potential events that could disrupt operations up to and including relocation of operations.

It may not be necessary to activate every aspect of the emergency plan for all emergency situations. A partial activation may be more appropriate. But that is something that should be considered, planned for, and implemented at appropriate times.



Activation Levels and Triggers

For any emergency, there are a number of factors that determine the level of response that is required to manage the incident. Each of those levels requires activation and deactivation triggers. The table below details the municipality's anticipated activation levels and triggers.

Level	Trigger	Response
1	XX	XX
2	XX	XX
3	XX	XX

The following scenarios illustrate situations that could mandate activating this plan:

- The municipality facility, or a portion of it, cannot accommodate normal business activities because of an unfavorable event such as structural or mechanical failure, fire, or minor explosion. In this case, partial relocation will be considered based on the situation.
- The municipality facility and surrounding areas temporarily cannot accommodate normal business activities due to an unfavorable event not originating there such as a nearby building collapse, air or water

contamination, or loss of electrical power. In this scenario, partial continuity of operations relocation may occur.

- The region is closed to normal business activities due to a widespread utility failure, terrorism, natural disaster, significant hazardous material incident, or civil disturbance. Under this scenario, there may be uncertainty of additional events such as secondary explosions, aftershocks, or cascading utility failures. In this scenario, full relocation may occur.
- The municipality facility and personnel are unavailable to perform critical functions because of an extreme natural disaster, weapons of mass destruction crisis, or other similar catastrophic event. Under this scenario, relocation or devolution of functions may occur.

The activation process includes the following activities:

1. Occurrence of an event or the threat of an event
2. Reviewing, analyzing, and deciding to activate emergency plans and procedures
3. Alerting and notifying the emergency personnel of the need to activate
4. Relocating, if necessary, to alternate sites
5. Accounting for staff members
6. Identifying available organizational leadership
7. Making appropriate notifications to ensure aware of plan activation and/or relocation

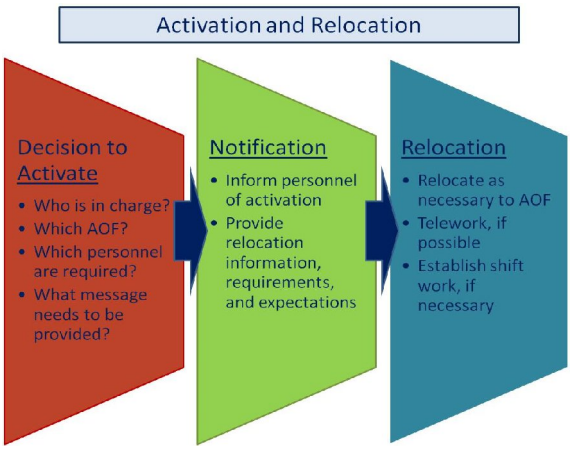
Implementation Options

The expected response to any event that disrupts operations can be divided into the three basic categories described below. It should be noted that in some situations, the best response may involve a combination of these options and, as always, extensive use of the telework option will provide additional flexibility and capability and will be strongly encouraged as much as practicable.

- **Continuity Relocation**: When a primary operating facility becomes unavailable to support operations, municipality office personnel will relocate to a predetermined alternate work location. Examples of relocation scenarios would be significant flooding, power disruption, contamination events at a facility, or a threat or attack that renders the primary operating facility unsafe for occupancy.
- **Devolution**. Devolution is the capability to transfer statutory authority and responsibility for critical functions from the primary staff and facilities to predetermined staff and facilities that are capable of sustaining the operational capability for an extended period.

- **Social Distancing**: Infrastructure and facilities are generally viable and can support operations, however, in some scenarios, social distancing may be required. In order to minimize contact, only very limited numbers of personnel are required to report to work (generally by splitting staff before in-person and remote work). Protective measures and limited contact (social distancing) are imposed on the workforce. Personnel are encouraged to use telework as much as possible to perform their functions.

Figure A-8. Activation and Relocation



Notification Process

Communicating with the staff, community members, and visitors we serve, all at the same time, is extremely challenging, especially during situations that can cause anxiety and panic. When fires break out, when extreme weather occurs, when earthquakes happen, and even when terrorism or active assailant incidents transpire, managers and leaders have to have the ability and facility to reach their employees quickly and efficiently. These are the occasions wherein communication should actually be flawless and efficient. These systems enable managers and leaders to reach their employees in a reliable and efficient way, especially when the situation is a matter of life and death.

Notification of Municipal Leadership:

- Insert procedure for how Municipality Leadership would be notified of incident, and communication maintained.

Notification of Staff:

- On Duty Staff: Insert procedure for how staff would be notified of incident, and communication maintained.

- Off-Duty Staff: Insert procedure for how staff would be notified of incident, and communication maintained.

Notification of External Authorities:

- Insert procedure for how external authorities would be notified of emergency incident and expected actions.

Notification of Partners:
Insert prose defining partners

- Insert procedure for how partners would be notified of emergency incident and expected actions.

Notification of Suppliers:

- Insert procedure for how suppliers would be notified of emergency incident and expected actions.

Notification of Community:

- Insert procedure for how general populace would be notified, or kept abreast of emergency incidents.

Relocation Process

If the decision to relocate is made, pre-identified personnel will immediate deploy to the alternate location to assume the performance of critical functions. Personnel who aren't part of that roster, will be directed to return to their home until further instructions are given.

Departure of Relocation Personnel

During duty hours with or without warning:

1. Pre-identified personnel will depart for the alternate facility, which is located in insert anticipated relocation site(s);
2. Notification will be made to the following parties:
    - CCEMA
    - Municipal officials
3. Personnel not deploying will receive instructions to proceed to their homes, or other safe locations, and await further instructions.

During Non-Duty Hours With or Without Warning

1. Deployable personnel will depart for their alternate work location utilizing their Personally Owned Vehicle (POV); and
2. Non-deployed staff will remain at their residence or current location to wait for further instructions.

Situation Reports

Situation reports provide information regarding the emergency event and response. Organizations develop situation reports to provide situational awareness to allow leaders to make informed decisions on issues concerning the performance of the municipality's critical functions. The reports are then distributed to outside organizations, with appropriate need-to-know, to inform them of the status of the municipality's response.

Annex C: Risk Management

Risk Management is a comprehensive process that requires organizations to identify, assess, and prioritize risk. Organizations accept the risk or apply resources to mitigate or control the impact of the risk. The key to having an effective risk management program is understanding potential risks and the organization's relation to the risks. Organizations should conduct and document a risk assessment of all critical functions and services by completing a Business Impact Analysis (BIA) against all hazards at least every five years.

Types of Risk *(not all inclusive)*

- **Natural Hazards**
  - Meteorological – Temperature Extremes, Flooding, Dam/Lee Failure, Severe Thunderstorms (Wind, Rain, Lightning, Hail), Tornadoes, Windstorms, Hurricanes and Tropical Storms, and Winter Storms (Snow/Ice)
  - Geological – Earthquakes, Landslides, and Subsidence/Sinkholes
  - Biological – Infectious Diseases and Food-borne Illnesses
- **Human-Caused Hazards**
  - Accidents – Workplace Accidents, Entrapment/Rescue (Machinery, Water, Confined Space, and High Angle), Transportation Accidents (Motor Vehicle, Rail, Water, Air, Pipeline), Structural Failure/Collapse, and Mechanical Breakdowns
  - Intentional Acts – Labor Strikes, Demonstrations, Civil Disturbances (Riot), Bomb Threats, Lost/Separated Person, Kidnapping/Extortion, Hostage Incidents, Workplace Violence, Robberies, Sniper Incidents, Terrorism (Chemical, Biological, Radiological, Nuclear, and Explosives), Arson, and Cyber/Information Technology (IT) (Malware Attack, Hacking, Fraud, Denial of Service, etc.)
- **Technological Hazards**
  - IT – Communications Degradation/Outage, Loss of Connectivity, Hardware Failure, Lost/Corrupted Data, and Application Failure
  - Facility – Structural Damage, Fire Alarm Failure
  - Utility Outage – Communications, Electrical Power, Water, Gas, Steam, Heating/Ventilation/Air Conditioning, Pollution Control Systems, and Sewage Systems
  - Fire/Explosion – Fire (Internal) and Explosion (Chemical, Gas, or Process Failure)

- Supply Chain Interruption – Supplier Failure and Transportation Interruption
- Hazardous Materials – Hazardous Material Spill/Release, Radiological Accidents, HAZMAT Incident Off-Site, Transportation Accidents, and Natural Gas Leak Supplies

Risk Assessment Approach

In order to help determine what it greatest probably risks and threats are, the following categories were considered in the performance of the assessment:

- Probability – Likelihood of this incident occurring
- Human Impact – Possibility of death or injury
- Property Impact – Physical losses and damage
- Business Impact – Potential Disruption of Services
- Preparedness – What planning, training, and preparedness activities have been done
- Internal Response – Timeliness, Effectiveness, and Resource Allocation
- External Response – Community/Mutual Aid staff and supplies

Ensure this aligns with Risk Assessment Process (THIRA)

Results of the assessment are used to correct deficiencies and reduce risks. Results also assist in operational and resilience planning, training, and exercising.

Insert table Graphics showing highest prevalence threats

The Hazard Vulnerability Assessment for (***Town of Gray)*** is maintained by the Municipality Manager, local EMA Director, and CCEMA, both in hardcopy and electronically, and are review and/or updated annually.

Annex D: Response Options

Organizational Response Options

There are only four potential response options to any emergency incident. They are:

a. **Shelter-in-Place.** Sheltering-in-place means staying inside whatever building you happen to be in at the time of an emergency or, if you are outside, going into an undamaged building nearby and staying there for a period that may last hours to several days.

b. **Evacuation.** Evacuation is the urgent immediate egress or escape of people away from an area that contains an imminent threat, an ongoing threat to lives or property.

c. **Relocation (Continuity of Operations).** The transfer of operations from its primary location to another pre-determined location. Relocation utilizes the day-to-day staff, just working from a different location.

d. **Devolution.** The transfer of operations from a primary location to another pre-determined location. Devolution utilizes the completely separate staff from day-to-day personnel, which often means there is a degradation in performance.

For more information regarding how these options would be implemented, please refer to the organization-specific plans.

Insert Process for requesting Deployable Teams/Packages, and how they might be used

- IMAT
- CCART
- MRC
- Shelter-in-a-Box
- Others

Annex E: Hazard Mitigation Plan

Insert prose about process of development and coordination of HazMit Plan.

The municipality's most current version of that plan should be placed within this Annex.

Annex F: Continuity of Operations Plan

During an emergency incident, the organization's functions could be hampered or completely prevented from being performed. Any time that a function is prevented, or seriously hindered, from being performed, considerations need to be made to move those functions to a safer environment, where they can be performed more easily.

Insert plan for Municipal Offices and Emergency Response Operations to relocate and operate from alternate locations

Function	RTO	Organizations/Partners Involved
XX	XX	Insert organizations that provide support to this function being performed, or that rely upon this function being performed to accomplish their function

Continuity of Operations is where those functions are moved to a pre-determined location, with day-to-day personnel relocating to another facility to perform the functions. Pre-incident planning needs to be done to ensure the proper resources are available at the alternate operating location, to make the transition as seamless as possible.

For ***(Town of Gray***), here are the continuity implementation procedures:

- Determine how long building will be untenable (who makes that determination?).
- Determine whether functions of organization should be delayed until reoccupation is permitted, or if services should be provided from another location.
- If services are to be provided from another location, determination must be made on where that location will be, and what resources are needed to become operational.
- Once operational, notifications must be made to municipal leadership, staff, partners, and general populace about new operating location.

Insert options for local relocation, and more distant relocation. This would include function consolidation. It could be relocating some functions, devolving some, and closing down some operations.

Orders of Succession and Delegations of Authority

It is critical to establish a clear line of succession should an organization's leadership becomes incapable of performing its legal and authorized duties, roles, and responsibilities. The designation of a successor enables an alternate individual to serve in the same position as a principal in the event of that principal's death, incapacity, or resignation. Orders of succession provide clarity of leadership to personnel when individuals serving in senior leadership, key decision-making, or management roles are unavailable.

Orders of succession are a formal and sequential listing of positions (rather than specific names of individuals) that identify who is authorized to assume a particular leadership or management role under specific circumstances.

Order of Succession for Manager
XX
XX
XX

Essential Records Management

Essential records are information systems, technology, applications and infrastructure, electronic and hardcopy documents, references, and originals and/or copies of records needed to support the continued performance of continuity operations during a continuity activation. The identification, protection, and availability of electronic and hardcopy essential records and electronic information systems needed to support essential functions during all-hazards emergencies are critical elements of a successful continuity plan and program.

Organizations must also protect information that is needed to resume normal operations for reconstitution. Each organization has different functional responsibilities and business needs. An organization decides which records are essential to its operations and then assigns responsibility for maintaining current copies of those records to the appropriate personnel. Organizations should have multiple copies of their essential

records in several locations stored on redundant media and in virtual storage environments.

Essential Records Categories include the following:

1. **Emergency Operating Records:** Records and electronic information systems essential to the continued functioning or the reconstitution of an organization during and after a continuity activation. Examples of these types of records are emergency plans and directives, orders of succession, delegations of authority, staffing assignments, and related policy or procedural records. These records provide an organization's personnel with the guidance they need to continue and resume normal operations.

2. **Legal and Financial Rights Records:** Records that are critical to carrying out an organization's essential legal and financial functions. These records are vital to the protection of the legal and financial rights of individuals who are directly affected by that organization's activities. These records include those with such value that their loss would significantly impair the execution of essential organization functions to the detriment of the legal or financial rights and entitlements of the organization and the affected individual(s). Examples of these records are accounts receivable files, contracting and acquisition files, official personnel records, Social Security, payroll, retirement, insurance records, and property management and inventory records. Legal and financial rights records considered critical for continued performance of essential functions should be included in the Emergency Operating Records and accessible at all potential operating locations.

Procedures for accessing an organization's essential records (both hardcopy and electronic) from alternate operating facilities (as well as remotely) should be detailed here.

Communications and Information Management

The success of any emergency response is dependent on the availability of robust and effective communications systems. An organization's ability to execute its essential functions is dependent upon the availability of an effective communications system. Communications systems must support connectivity among key leadership, internal elements, other organizations, and the public under all conditions. Communications capabilities must also be interoperable and reliable to enable communications involving multiple organizations.

Department	Basic Connectivity				Mobile/In-Transit	Additional Capabilities
	Phone/Fax	Data Network, Email, and Scanning	Conference	Alt		

	Telephone	Facsimile	Wired Internet Access	Wireless Network Access	Telephone Conferencing	Video Conferencing	Amateur Radio Network	Mobile Telephone	CB Radio	Government Emergency Telecommunications Service	Wireless Priority Service	Telecommunications Service Priority	Physically Diverse Data Networks	Emergency Power
Town Office	X	X	X	X	X	X	X	X	X	X	X	X	X	X
FD														
PD														
EMS														
PW														

Communications Capabilities:

- Telephone and Facsimile
  - Telephone
  - Facsimile
- Data Networks, Email, and Scanning
  - Wired Internet Access – through what vendor?
  - Wireless Internet Access – through what vendor? What type of router?
- Conferencing
  - Telephone conferencing
  - Video Conferencing
- Alternate
  - Amateur Radio Network
- In-Transit Communications
  - Mobile Telephone
  - CB Radio

- Additional Capabilities
    - Physically Diverse Data Networks
    - Emergency Power

Annex G: Hazardous Materials (HAZMAT) Response Plan

(if applicable)

If the municipality has a HAZMAT Team, then they would need a plan for how it would be employed. The current version of that plan should be placed within this Annex.

If the municipality doesn't have its own HAZMAT Team, then the plan would simply reference their reliance upon the County's HAZMAT Teams for response to a HAZMAT incident.

Annex H: Mass Care Considerations

Under Development

Mass Sheltering

Mass Care & Feeding

If the municipality is designated as a regional site for a mass care shelter, then the plan for its activation and operations would need to be detailed here.

If the municipality isn't a designated site, then this section would detail how they would support their regional shelter.

Annex I: Emerging Infectious Disease Considerations

Any considerations for how the municipality would alter operations due to an emerging infectious disease incident, should be detailed here.

Discussions should include:

- Social distancing
- Use of remote work options
- Automation of processes to limit contact

Annex J: Point of Distribution (PoD) Structure

Under Development

County Map of Locations (Primary and Alternate)

Activation Triggers

Community Assignments

PoD Site Schematics and Procedures

If the municipality is designated as a regional site for a distribution of resources, then the plan for its activation and operations would need to be detailed here.

If the municipality doesn't have a designated site, then this section would where they would go for the regional distribution of resources

Annex K: Reconstitution/Recovery

Damage Assessment

Damage assessment and safety inspections will take place concurrently with, and in support of, other response and recovery activities. These activities will prioritize critical infrastructure and whenever possible, work with sectors/geographic areas utilized for debris management activities.

The municipality will need to carry out an initial damage assessment for resources within the municipality, and detailed safety inspections of municipality resources and other critical resources. The municipality's primary responsibilities will be to:

- Maintain and share situational awareness of damage and repair efforts.
- Document damage claims for FEMA and municipality insurance carriers.

Damage assessment information is required as part of the disaster declaration process. That process includes the following steps:

- Municipality provides an initial damage assessment (IDA) to the county, estimating monetary damages.
    - If Public Assistance is sought, the assessment includes information on damages to infrastructure, public facilities, and essential facilities (such as school). It will also include estimated costs for debris removal, emergency work and emergency protective actions.
    - If Individual Assistance is sought, the IDA also includes information regarding damages to private residences and businesses.
- Cumberland County submits the IDA to the Maine Emergency Management Agency (MEMA), including information about all damages within the county.
- If thresholds are met, the state and/or FEMA initiate a joint Preliminary Damage Assessment (PDA). In which state and federal staff visit damaged areas and independently assess damages.

Debris Management

Debris removal operations are defined as the "cradle to grave" activities to collect eligible disaster-related debris from the public Right of Way (ROW) and facilities, and transport the debris to a temporary or permanent disposal site.

Debris removal operations typically begin within 2-5 days following a major debris generating event. This allows time for affected citizens to return to their homes, and

begin the clean-up process. Residents then place the debris on the public rights-of-way for collection.

Critical Infrastructure and Resource Restoration

Annex L: Test, Training, and Exercise (TT&E) Program

An effective TT&E program is necessary for organizations to prepare and validate emergency management plans and programs, to verify the organization's ability to perform its critical functions during a change in normal operating conditions. The TT&E of capabilities is essential to demonstrating, assessing, and improving an organization's ability to execute its mission, and the plans and procedures designed to continue it.

Lessons learned from TT&E activities will be used to modify/update plans and procedures, to ensure the safety of patients and personnel, and then retested during subsequent TT&E activities.

Elements of the TT&E Program

- **Tests**: Demonstrates the correct operation of all equipment, procedures, processes, and systems that support an organization's infrastructure. This ensures that resources and procedures are kept in a constant state of readiness. Testing an organization's policies, plans, and procedures cultivates better organizational knowledge, identifies gaps in coverage, and validates existing plans and programs.

Testing			
Frequency	**Type of Test (Notification, Comms Equipment, Personnel Accountability)**	**Location of Testing Records**	**Point of Contact for Test**
XX	*XX*	*XX*	*XX*

- **Training:** Familiarizes personnel with their roles and responsibilities to support the performance of an organization's emergency operations. Training results in a better understanding of an organization's resilience program, processes, and procedures.

Training			
Frequency	**Type of Training (General, Leadership, IMT)**	**Scenario/Scope**	**Intended/Actual Participants**
XX	*XX*	*XX*	*XX*

- **Exercises:** An exercise is an instrument to train for, assess, practice, and improve capabilities in a risk-free environment. Exercises can be used for testing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying and training personnel in roles and responsibilities; improving coordination and communications; improving individual performance; identifying gaps in resources; and identifying opportunities for improvement.

Exercises			
Frequency	**Type of Exercise (Drill/Tabletop/ Functional Exercise)**	**Scenario/Objectives**	**Intended/Actual Participants**
XX	*XX*	*XX*	*XX*

Multi-Year Training & Exercise Plan (MYTEP)

Municipal organizations should develop a multi-year plan for their training and exercise activities, to ensure that they aren't overburdening their staffs. Many required activities can be done through coordination with CCEMA, and accomplished through partnerships with other local organizations. All TT&E activities will be documented, to include the type of training or exercise to be conducted, the anticipated date of each activity, the audience for the activity, and what organization will the lead for the activity.

Lessons Learned and Corrective Actions

All TT&E activities will be documented, to include the type of training conducted, the date of each training session, those completing the training, and by whom the training was given.

After Action Report (AAR)

The purpose of an AAR is to document the significant outcomes, strengths, and areas of improvement identified through the conduct of real-world or exercise scenarios. This analysis also helps to identify gaps in current policies, plans, and procedures so that targeted corrective actions can be developed to build on strengths and to address areas for improvement.

Lessons Learned Program

The lessons learned programs is used to incorporate and track lessons learned from training, drills, and actual incidents. The goal is to ensure that updates are made to plans and procedures based upon things observed and/or encountered in real-world or training venues.

Corrective Action Program

The Corrective Action Program (CAP) assists in the documenting, prioritizing, and resourcing of programmatic and procedural issues that are identified throughout the assessment process. After an assessment of an exercise or actual incident, a corrective action plan addressing the issue is developed within 30 working days upon receipt of the final report. A timeline is developed to complete the corrective action. Corrective actions addressing procedure revisions or training of personnel should be completed before the next self-assessment of the program.

Documentation

All real-world incidents and TT&E events will be documented using the Quick Look Report (QLR) template developed and distributed by Cumberland County Emergency Management Agency. This QLR will include:

- Date/time and details of the incident
- Organizations/personnel who participated/responded
- Strengths or positive aspects of response
- Identification of deficiencies and opportunities for improvement
- Estimated time for remediation.

Annex M: Glossary & Acronyms

Acronyms

AAR	After Action Report
BIA	Business Impact Analysis
CAP	Corrective Action Program
CFR	Code of Federal Regulations
CMH	Central Maine Healthcare System
HAZMAT	Hazardous Materials
HICS	Healthcare Incident Command System
HVAC	Heating, Ventilation, & Air Conditioning
IC	Incident Commander
IT	Information Technology
PIO	Public Information Officer
POC	Point of Contact
SIP	Shelter-in-Place
TT&E	Test, Training, & Exercise
U.S.C.	United States Code

Glossary

Activation – The implementation of an emergency plan or procedure, whether in whole or in part.

Alternate Care Sites – Locations other than the primary facility, used to carry out critical functions or services following activation of the organization's resilience plan, either in part or whole. These sites refer to not only other facilities and locations but also work arrangements such as telework and mobile work.

Catastrophic Emergency – Any incident, regardless of location, that results in extraordinary levels of casualties mass casualties, damage, or disruption severely affecting the U.S. population, infrastructure, environment, economy, or government functions.

Communications – Voice, video, and data capabilities that enable organizational leadership and staff to conduct the functions and services of the organization. Robust communications enable leadership to receive coordinated and integrated policy and operational advice and recommendations.

Corrective Action Program (CAP) – An organized method documenting and tracking improvement actions for an organization's resilience program.

Critical Functions/Services – A subset of organizational functions that are determined to be critical activities. These critical functions are then used to identify supporting tasks and resources that must be included in the organization's resilience planning process.

Essential Records – Information systems and applications, electronic and hardcopy documents, references, and records needed to support essential functions during an emergency. The two basic categories of essential records are emergency operating records and rights and interest records. Emergency operating records are essential to the continued functioning or reconstitution of an organization. Rights and interest records are critical to carrying out an organization's essential legal and financial functions and vital to the protection of the legal and financial rights of individuals who are directly affected by that organization's activities. The term "vital records" refers to a specific sub-set of essential records relating to birth, death, and marriage documents.

Event – a scheduled nonemergency activity (e.g., sporting event, concert, parade, training exercise, large convention, fair, large gathering, etc.).

Incident – An occurrence or event, natural or manmade that requires a response to protect life or property, with little or no warning. Incidents can include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Leadership – The senior decision makers within an organization who have the responsibility for the planning, implementation, and execution of the organization's emergency planning and programming. Depending on the organization, directors and managers may also serve in guiding the organization and making decisions.

Normal Operations – Refers to the broad functions undertaken by an organization when it is assigned responsibility for a given functional area; these functions include day to day tasks, planning, and execution of tasks.

Plan – A proposed or intended method of getting from one set of circumstances to another. A plan is often used to move from the present situation towards accomplishing one or more objectives or goals.

Primary Operating Facility – The facility where an organization's leadership and staff operate on a day-to-day basis.

Recovery – The implementation of prioritized actions required to return an organization's processes and support functions to operational stability following a change in normal operations.

Resilience – The ability to prepare for and adapt to changing conditions and recover rapidly from operational disruptions. Resilience includes the ability to withstand and recover from deliberate attacks, accidents, or naturally occurring threats or incidents.

Risk - The potential for an unwanted outcome resulting from an incident, event, or occurrence, as determined by its likelihood and the associated consequences. A given risk may degrade or hinder the performance of an organization's critical functions and affect critical assets associated with continuing operations.

Test, Training, and Exercises (TT&E) – Activities designed to familiarize, impart skills and ensure viability of emergency response plans. TT&E measures an organization's planning to verify that it is capable of supporting the continued execution of the organization's critical functions throughout the duration of an emergency incident or event.

Annex N: Authorities and Resources

AUTHORITIES:

1) Presidential Policy Directive (PPD) 8, *National Preparedness*
2) PPD 40, *National Continuity Policy*, July 15, 2016.

REGULATORY STANDARDS:

1) Maine PL 1983, C. 146, § 783. Disaster emergency plan

RESOURCES:

1) National Prevention Framework, Second Edition, June 2016
2) National Protection Framework, Second Edition, June 2016
3) National Mitigation Framework, Second Edition, June 2016
4) National Response Framework, Third Edition, June 2016
5) National Disaster Recovery Framework, Second Edition, June 2016
6) National Incident Management System, October 2017
7) Incident Command System
8) Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans, Second Edition, November 2010