

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.

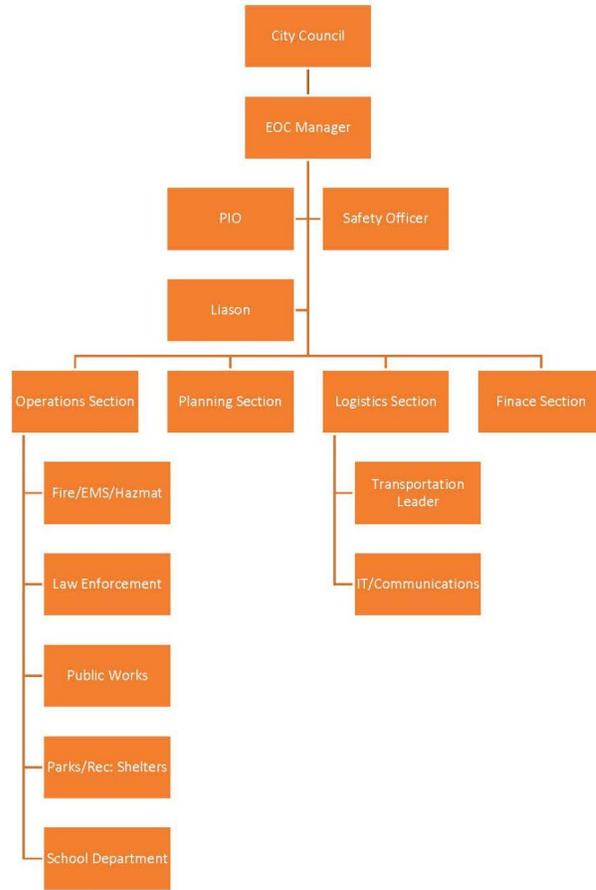
Activation Decision Process

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.

The Mayor, or in his/her absence the City Manager, is empowered to declare a local emergency or disaster (Form 3.1) when either: (a) conditions exist which are, or are likely to become, beyond the control of the normal services of City government; or (b) at any time a disaster or State of Emergency is declared by the President of the United States, or by the Governor of Maine. The declaration of a local emergency by the Mayor will be in writing and will take effect immediately upon issuance. The Mayor, through the Public Information Officer, will cause widespread notice to be given of such declaration throughout the City.

Declaration of a state of emergency will trigger the activation of the Emergency Response Organization.



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	Routine non-emergency mode	Not activated
2	The City of South Portland may, in response to local, regional, statewide or national events, decide that the EOC should be activated, but kept in the Monitoring Mode. This mode would most likely involve one staff person (e.g. the Emergency Management Director) setting up the EOC, monitoring outside events, providing key event information to senior city staff. The EOC may be taken from Monitoring Mode to Full Activation Mode if event circumstances dictate.	Monitoring Mode
3	The EOC may be partially activated to support Incident Command System (ICS) field operations. For example, response to a large fire would involve activation of the ICS command system. Field operations (at the scene of the large fire) would include the Incident Commander and his key staff, along with the Operations Section and the Logistics Section. If established, the Logistics Section, the Planning Section and the Finance and Administration Section could be located at the EOC to provide emergency support to the Incident Commander and his senior staff.	ICS Mode
4	The decision may be made by the Director of Emergency Services to	Full Activation Mode

bring the EOC up to full activation mode. In this mode, the EOC staff may be organized using a policy team, an operations team, and a support team, or organized along the Emergency Support Function (ESF) organization included in the Federal Response Plan. ESFs will be activated and staffed as necessary for the management of event response. ESF functions include:

ESF 1: Transportation

ESF 2: Communications

ESF 3: Public Works

ESF 4: Fire Department

ESF 5: Information and Planning

ESF 6: Mass Care

ESF 7: Resource Support

ESF 8: EMS/Medical Support

ESF 9: Urban Search and Rescue Support

ESF 10: Hazmat Support

ESF 11: Food Services

ESF 12: Energy and Water Resources

ESF 13: Law Enforcement

ESF 14: Public Information

ESF 15: Donations and Volunteer Coordination

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

The City of South Portland is also a signatory to a State-Wide Mutual Aid Agreement that permits, pursuant to Title 30 MRSA Chapter 115, other municipalities within the mutual aid region to call upon South Portland resources. If South Portland resources are deployed in response to a mutual aid request, the Emergency Management Director will

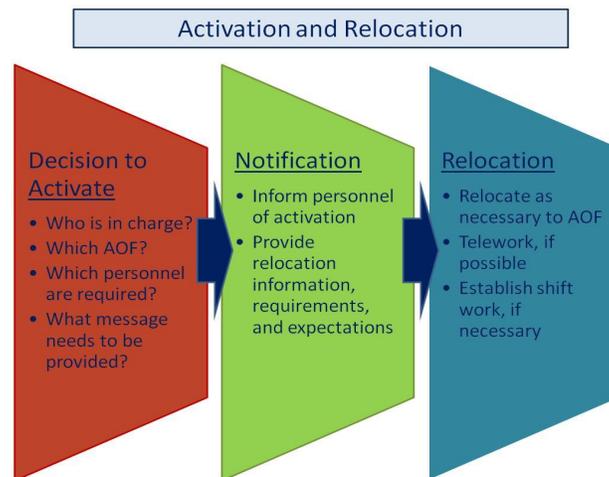
determine if the South Portland EOC should be activated, in monitoring mode or a higher mode. In the event that mutual aid is requested, each contributing municipality is responsible for cooperating in the implementation of the State-Wide Mutual Aid Agreement.

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:

- Notifications of Municipality Leadership of an incident are as follows:
 - PAGEGATE: All EMLT members have been entered into PAGEGATE as a group. The EMA Director and the 911 Center can send a text page/email to all members.
 - E-mail: All EMLT, Department Heads, and City Council members can receive information via email
 - Phone/Text Messaging: Voice calls and/or direct text messaging can occur as needed using the available roster list

Notification of Staff:

- On Duty Staff: Emergency Staff (Fire/EMS/Police) would be notified via their standard operations (SOGs). Other staff (DPW, Transportation, Parks etc. would be contacted via phone)
- Off-Duty Staff: Emergency staff would be recalled using PAGEDATE/IAMRESPONDING paging. Other staff would be recalled using normal recall procedures.

Notification of External Authorities:

- Phone call from PRCC or IC.

Notification of Partners:

- The IC/US, via the 911 Center or the EOC would make these notifications as needed.

Notification of Suppliers:

- The IC/US, via the 911 Center or the EOC would make these notifications as needed.

Notification of Community:

- South Portland uses the “CodeRed” communications system as a reverse 911 emergency alert system, alerting the public to be aware of an emergency condition can be accomplished in several ways.
- Public safety personnel with bullhorns and vehicle loudspeakers can perform “Paul Revere” route alerting. This is accomplished by driving up and down each road in the warning area at a slow speed with a siren used to alert persons in the area. Once people have been warned, a bullhorn or loudspeaker can then be used to relay emergency information.
- Members of the deaf community have been issued special pagers that can be activated by the state, to inform the deaf community of an emergency condition and to provide them with emergency instructions.
- Emergency alerting can be accomplished by using the regional or statewide Emergency Alert System (EAS), which provides an alert tone followed by emergency information and instructions to those watching television or listening to a radio station.
- The South Portland Community Television channel can also be used to inform the public by using emergency scrollers to provide instructions to those watching.
- Door-to-door notification can also be accomplished by public safety personnel in an event with a limited impact area.

- City residents with computer access can also log onto the City of South Portland website, where emergency event information and emergency instructions could be quickly provided.
- Social media such as official city Facebook and Twitter accounts will have the same information as the city website.
- The Fire Department PIO is designated as the Public Information Officer (PIO) in the Emergency Response Organization. In a law enforcement event, the Police Department PIO, or designee, will normally function as the lead PIO. Some of the duties of the PIO include:
 - Preparing news releases and conducting press briefings to report to citizens what they can do to protect themselves;
 - Preparing fact sheets about the emergency condition;
 - Establishing a PIO staff to monitor ongoing news coverage of the emergency, and to staff citizen information telephone lines;
 - Creating and maintaining close working relationships with Portland and South Portland mass media outlets;
 - Setting up distribution systems for new release dissemination, including broadcast, fax, email and South Portland website updates.
- The PIO can use the Joint Information Center (JIC), which is one of the four rooms that comprise the South Portland EOC, for a variety of uses. In a far-reaching event, other PIOs from local, state and federal governmental organizations can assemble in the JIC and coordinate the release of public information. A camera has been mounted in the rear of the JIC, so that PIOs and/or key decision makers in the EOC can broadcast information from the JIC back through to the South Portland Community Television (SPCTV) studio, located at City Hall, where media may be staged. If a large media interest arises in the ongoing emergency response, pool reporters can be allowed to be present in the JIC, at the discretion of the PIO and the EOC Director. JIC staff can monitor ongoing emergency operations next door in the EOC Management Room, and may monitor local and national media outlets on the televisions mounted in the EOC Support Staff room.

Relocation Process

If the decision to relocate is made, pre-identified personnel will immediately deploy to the alternate EOC 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 at Municipal Services Building at 929 Highland Ave, South Portland.

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.

The Incident Commander in the field is responsible, through the Planning Section, for the maintenance of all records of field response activities during an emergency condition.

The Emergency Management Director is ultimately responsible for collecting and maintaining all records of the City's response actions during an emergency. The Director or designee shall assemble all records of emergency response activities and prepare an After Action Report (AAR) that describes what events occurred, what city responders (in the field and in the EOC) took for actions in response to emergency events, and then describe those actions, decisions, equipment, plans and procedures that worked well. Improvement opportunities shall also be described in the AAR.

