**Town of \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_, Maine**

**Disaster Continuity Plan (DCP)**

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**PROMULGATION AND APPROVAL**

The Town of \_\_\_\_\_\_\_\_\_\_ Disaster Continuity Plan (DCP) establishes the framework for ensuring that statutory responsibilities will be maintained, preserved, and/or reconstituted in the event government functions become disrupted by a disaster event. By doing so, the DCP will facilitate continuation of local authorities so that critical emergency services will not be lost due to government disruptions. In recognition of the emergency management program responsibilities of the jurisdiction, we hereby promulgate the Town Disaster Continuity Plan.

The Municipal Board of Selectmen approve this plan and requires all Town employees and volunteers to do their part in the total emergency preparedness effort. Furthermore, the Selectmen delegate their authority to the Emergency Management Director to make non-substantial plan modifications and revisions necessary to ensure the plan remains current.

The Town Disaster Continuity Plan has been reviewed and approved.

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|  |  |
| Selectman, Chair | Date |
| Selectman | Date |
| Selectman | Date |
| Town EMA Director | Date |

**DISTRIBUTION**

* Town Office
* Office of Emergency Management
* Each Town Department
* Waldo County Emergency Management Agency

**BASIC PLAN**

**I. PURPOSE**

**A.** The Town’s mission is to provide local government services to the residents of \_\_\_\_\_\_, Maine. These services include: Vital Records (Clerk), Public Safety (Fire, Police and Ambulance), Animal Control, Financial (Assessor, Tax Collection and Treasurer), Planning (Planning Board, Code Enforcement and Economic Development), Public Works, Public Health, General Assistance, Sanitation (Transfer Station, Waste Treatment), Cemeteries, and Parks & Recreation. To provide these services, the Town must ensure its operations are performed efficiently with minimal disruption, especially during an emergency. This document provides planning and program guidance for implementing the Town’s Disaster Continuity Plan to ensure the Town is capable of conducting its essential missions and functions under all hazards and conditions. While the severity and consequences of an emergency cannot be predicted, effective contingency planning can minimize the impact on the Town’s missions, personnel, and facilities.

**B.** The overall purpose of continuity planning is to ensure the continuity of the essential functions under all conditions. The current changing threat environment and recent emergencies, including acts of nature, accidents, technological emergencies, and military or terrorist attack-related incidents, have increased the need for viable continuity capabilities and plans that enable organizations to continue their essential functions in an all-hazards environment and across a spectrum of emergencies.

**II. SCOPE AND OBJECTIVES**

**A.** The DCP applies to the functions, operations, and resources necessary to ensure the continuation of the Town’s essential functions in the event its normal operations are disrupted or threatened with disruption by a disaster. This plan will also identify the succession of leadership, delegation of emergency authorities and command and control during and following a major disaster which impacts the Town Government. This plan applies to all Town employed and volunteer personnel. Staff must be familiar with continuity policies and procedures and their respective continuity roles and responsibilities. *This plan will only deal with those critical services that cannot be suspended for more than a few hours or with vital records that must not be lost.*

**B. Priorities**: Generally, the list below outlines the COOP/COG priorities. The type and severity of the incident may dictate other priorities not listed.

* Life, safety, and health protection
* Government property protection
* Reconstitution of elected offices and essential functions

**III. SITUATION AND ASSUMPTIONS**

**A. Definitions**

1. Continuity of Government (COG). Capability to ensure survivability of the government, governing body, and/or organizational leadership.

2. Continuity of Operations (COOP). Capability to continue essential program functions and to preserve essential processes and functions, positions, lines of succession, applications and records, communications, and facilities across a broad range of potential emergencies/disasters.

3. Essential Program Function(s). Activities that enable an agency, department, organization or individual to carry out emergency response actions, provide vital services, protect the safety and well-being of the citizens of the Program’s jurisdiction, and maintain the economic base of the Program.

**B.** **Assumptions**

1. It is assumed that, in some cases, the Town will not receive any warning of an impending emergency or attack.

2. It is assumed that the emergency is not a disaster or attack that severely impacts the entire Nation and that State and Federal response and recovery capabilities and resources will be available.

3. Depending on the situation’s severity, local resources may not be sufficient to support COOP/COG operations.

5. The Town Emergency Operations Plan (EOP) may be activated to support continuity operations.

6. Mutual aid will enable the Town to obtain needed resources. However, for a regional disaster, local mutual aid may not be available.

7. Contracts and agreements with providers for critical supplies and services will be honored.

8. For municipal essential services that can be suspended for several days or weeks, this plan will assume that the Selectmen will develop a plan of action to handle these tasks. For example, should there be a vacancy in Animal Control, Board of Selectpersons will either hire someone else or contract/agree with another Town to handle the services. Likewise, a neighboring town office could take over vehicle registration and excise tax collection for a period of time.

**C.** **Situation:** The following hazards are identified and assessed for continuity operations.

|  |  |  |
| --- | --- | --- |
| **Hazard/Threat** | **Probably Risk**  | **Consequence** |
| Cyber Incident | Likely | Computer Network Failure would hamper all information operations |
| Explosion | Unlikely | Damage to a government building and employee casualties. |
| Flooding | Improbable | Government buildings not in flood zone and no history of flooding |
| Forest Fire | Unlikely | No government buildings in Wildland Urban Interface. |
| Hazardous Materials | Likely | Chemical release would cause a temporary evacuation of government facilities, injuries or death. |
| Disease Outbreak | Remote | A regional epidemic could cause a temporary shortage of employees. |
| Mass Shooting | Remote | A mass shooting in a County gov bldg. could cause a number of employee casualties. |
| Severe Summer Storm | Remote | A hurricane could cause wind damage to gov bldgs and a shortage of staff. |
| Severe Winter Storm | Likely | Storm-related power outages could impact some government services. |
| Structure Collapse | Unlikely | If a government bldg is destroyed, then the associated functions would need to relocate. |
| Terrorism | Improbable | A terrorist attack in a government bldg. could cause a number of employee casualties. |
| Structure Fire | Remote | If a government bldg is destroyed, then the associated functions would need to relocate. |

1. After review of the severity and probability of hazards that could impact Town facilities and staff, the Town will address the following hazard losses in its DCP.

* Destruction of a Municipal Facility by fire, explosion, or severe wind or snow/ice.
* Loss of emergency staff by fire, explosion, hazmat, disease, shooting or terrorism.
* Loss of information and communications systems by fire, explosion, or cyber attack.
* Loss of leadership (selectmen, fire chief, emergency management director, etc.)
* Loss of ability to operate due to a long term regional power outage.

2. Continuity of Government (COG) will become a concern if something dire should befall the Board of Selectmen. According to Maine Statute 30-A, §2602. “A vacancy in a municipal office may occur by the following means; death, removal from the municipality, or permanent disability or incompetency. When there is a vacancy in a town office other than that of selectman or school committee, the selectmen may appoint a qualified person to fill the vacancy. When there is a vacancy in the office of selectman, the selectmen may call a town meeting to elect a qualified person to fill the vacancy.”

3. However, if all the selectmen are killed or incapacitated, then they will not be able to call a town meeting. According to Maine Statute 30-A, §2521, “Each town meeting shall be called by a warrant. The warrant must be signed by a majority of the selectmen, except as follows:

* Majority of selectmen. If, for any reason, a majority of the selectmen do not remain in office, a majority of those remaining may call a town meeting.
* Petition of 3 voters, if no selectmen. When a town, once organized, is without selectmen, a notary public may call a meeting on the written petition of any 3 voters.

4. However, to call for a Warrant to set a date for a special town meeting takes a minimum of 7 days, according to Maine Statute 30-A §2523.

*Need to determine a mechanism for “running” the town for the seven days without a selectboard during a disaster.*

**D. Identification of Critical Essential Functions during a Disaster**

1. Essential Functions are a limited set of organizational functions or duties that must be continued throughout, or resumed rapidly after, a disruption of normal activities. These duties are required by the Maine Constitution and by Maine Statute. This DCP will be concerned primarily with functions needs during a disaster.
	1. Provide vital public services or records
	2. Exercise civil authority
	3. Maintain the safety of the general public
2. Duties/services that will not be considered essential because they are not time critical or because another entity could take over temporary responsibility include:
* Animal Control
* Planning Board
* Code Enforcement
* Economic Development
* Cemeteries
* Parks & Recreation
* General Assistance
* Library
* Tax Assessment
* Duties handled for the State (Motor Vehicle Registrations, Fish and Game Licenses, etc.)
* Public Committees of the Town
1. These organizational essential functions are listed by Department.

|  |  |
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| **Responsible Office** | **Functions/Duties** |
| Select Board/ Town Manager | * Civil Authority to approve all municipal actions
* Financial Warrants
* Maintain all town facilities and property
 |
| Town Clerk/ Registrar of Voters | * Make records of the actions of the Select Board
* Maintain all Vital Records and Voting Registration
 |
| Treasurer/Tax Collector | * County fiscal operations (billings, audits, payments, etc)
* Employee pay and benefits
* Maintain financial and property tax records
 |
| Emergency Management | * Coordinate disaster response and recovery operations
* Establish a public information and warning program
* Establish and staff an Emergency Operations Center
 |
| *Police Department* | * Enforce State laws within the Town
* Investigate crimes
* Provide security
 |
| Fire Department | * Provide emergency rescue and services.
* Extinguish fires
 |
| *Ambulance Service* | * Provide pre-hospital patient care
 |
| Public Works | * Repair and maintain public roadways
* Complete snow removal
 |
| Garbage Collection | * Collect and process trash and disaster debris in an environmentally sound process
 |
| *Waste Treatment* | * Continue to process waste water in an environmentally sound process
 |
| Health Officer | * Oversee, report and implement public health measures
 |

**IV. Concept of Operations**

The Town will implement this continuity plan through four phases: Activation and Relocation, Continuity Operations, and Reconstitution Operations.

1. **Activation and Relocation Phase**
2. Based on the type and severity of the emergency situation, the continuity plans may be activated by one of the following methods:
	1. A Selectman or Town Manager (if delegated) may initiate continuity activation for any or all Town essential services.
	2. Each Town Official may initiate continuity activation for their respective program.
	3. Programs with a Deputy may initiate continuity activation for their program, in the absence of the Primary Official.
3. Upon the decision to activate the continuity plan, all Town Officers and Officials will be contacted and informed by the person activating the plan. Information should be passed to all other town staff regarding the time of activation, the reason for activation, the location of the alternate facility and the means for communicating with the alternate facility.
4. In the event of an activation of the continuity plan, the impacted program(s) may need to procure additional equipment and materials that are not already in place for continuity operations. The Board of Selectmen maintain the authority for emergency procurement.
5. **Continuity Operations Phase**
6. If there is an evacuation to an alternate facility, the responsible Town Official and staff will prepare the site for operations. Upon arrival at the alternate facility, staff will:
	1. Ensure infrastructure systems, such as power and heating are functional.
	2. Set up necessary computer and communications equipment.
	3. Notify the residents that operations will continue at the alternate facility.
	4. Continue the essential functions.
7. **Reconstitution Operations Phase**
8. During continuity operations, the Board of Selectmen will determine how much time is needed to repair the primary operating facility or acquire a new facility.
9. Reconstitution options may be implemented, depending on the situation.
	1. Continue to operate from the alternate facility
	2. Reconstitute the primary operating facility and begin an orderly return
	3. Move to a new long-term operating facility
10. Any records affected by the incident will be reported to the Board of Selectmen for discussion with insurance entities.
11. The Board of Selectmen will conduct an After Action Review (AAR) of the continuity incident. All Town staff will have the opportunity to provide input to the report. The AAR will address the effectiveness of the continuity plans and procedures, identify areas for improvement, and develop a remedial action plan as soon as possible after the reconstitution.

**V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

* 1. **Department Succession:** Should a Department Head become unavailable or incapacitated, the Department Deputy will assume responsibility. Should there not be a Deputy, the Board of Selectmen will appoint a new person.

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| --- | --- |
| **Position** | **Next in line (decided by Selectmen)** |
| Town Manager/Administrator | Town Clerk, Tax Collector, Treasurer, Emergency Mgr |
| Town Clerk/Registrar of Voters | Town Manager, Tax Collector, Treasurer |
| Treasurer | Town Manager, Tax Collector, Town Clerk |
| Tax Collector | Town Manager, Treasurer, Town Clerk |
| Emergency Manager | Town Manager, Fire Chief, Police Chief |
| Police Chief | Next in line PD officer, contract with Sheriff’s Office |
| Fire/Ambulance Chief | Deputy Chief, Captain, Lieutenant |
| Public Works | Next senior PW employee, contractor |
| Sanitation | Next senior employee, contractor |

* 1. **Continuity of Government Succession of Leadership**

1. The Maine Constitution reads “The Legislature shall have the power and the immediate duty to provide for prompt and temporary succession to the powers and duties of public offices, of whatever nature and whether filled by election or appointment, the incumbents of which may become unavailable for carrying on the powers and duties of such offices, and to adopt such other measures as may be necessary and proper for insuring the continuity of governmental operations including but not limited to the financing thereof.”

2. The Board of Selectmen may carry out any of their duties with at least two members. If there is only one Selectman available to carry out the duties of the Board, he or she will call for a warrant for a special town meeting and will direct emergency operations during the short period of time before the meeting. If all three Selectmen are unavailable for carrying on the powers and duties of their offices, then the Town Manager/Administrator/Clerk will request a notary public and three voters to petition for a special town meeting. The Town Manager/Administrator/Clerk will direct town government during the short period of time waiting for the town meeting elections.

* 1. **Continuity of Government Delegation of Emergency Authority**
1. The Board of Selectmen have delegated, through this plan, the authority to activate the Town Emergency Operations Center (EOC) and coordinate any and all response and recovery activities to the Town Emergency Management Director. Department Heads would continue to control the town employees within their departments.
2. Command and Control during a major disaster will be implemented at the Town EOC. Town EOC operations are detailed in the Town Emergency Operations Plan (EOP). If the Town EOC has been activated, normal business operations may be suspended and Department Heads or their representatives will report to the EOC.

**VI. ADMINISTRATION, FINANCE AND LOGISTICS**

**A. Vital Records Management**

1. Certain vital records management requirements are needed to support Essential Functions during a continuity event. The identification, protection, and ready availability of vital records, databases, and hard copy documents needed to support essential functions during an emergency incident are critical elements of a successful continuity plan and program.

2. “Vital Records” refers to information systems and applications, electronic and hard copy documents, references, and records, to include sensitive data, needed to support essential functions during a continuity event.

3. Town officials and staff at alternate facilities should have access to the appropriate media for accessing vital records, including:

* + Access to the Town computer network.
	+ Backup copies of electronic versions of vital records
	+ Hardcopies of vital records

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| **Vital Records** | **Responsible Party** | **Mitigation Measure(s)** |
| Tax Assessing Records | Selectmen | Store hardcopies in fireproof containersScan hardcopies into digital format.Back up digital files and store offsite |
| General Assistance Records |
| Town Meeting Warrants | Town Clerk |
| Selectmen Meeting Warrants |
| Certified Ordinances |
| Marriage, Death and Birth Records |
| Cemetery Records |
| Voting Records |
| Dog and Kennel Records |
| 911 Address Data Base |
| Fish and Game Licenses |
| Municipal Financial Records | Town Treasurer |
| IRS Records |
| Municipal Property Tax Records | Town Tax Collector |
| Municipal Excise Tax Records |
| Motor Vehicle Registrations |
| FD Financial, Training, Personnel & Reports | Fire Chief |
| Emergency Plans | EM Director |
| Road Maintenance Records | Road Commissioner |
| Code Enforcement Records | Code Enforcement Officer |

4.Every Department shall maintain critical records in multiple formats – hardcopy and digital. Digital records are maintained in fireproof safes and in the cloud.

5. The only hazards that could cause a loss of hard copies is a collapse, explosion or fire at a government facility.

6. Digital records could be impacted by a cyber-attack. The Town will complete backups copies of digital data daily.

7. Vital historic records are also preserved at the State of Maine Archives.

**B. Finance**

1. A cyber incident would be the primary hazard to impact town finances and procurement.

2. The Treasurer shall keep hard copies of all records and have measures to secure online banking records.

3. The Town can and does purchase locally without online systems.

**C.** **Continuity Logistics**

**1. Backup Power for Town Facilities**

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| --- | --- | --- | --- |
| **Name of Facility** | **Resource(s) Housed** | **Location** | **Backup Power** |
| Town Office | Selectmen’s OfficeTown Manager/ClerkTreasurer/Tax Collector |  | **No** |
| Fire Station | Fire DepartmentAmbulance ServiceEmergency Management |  | 15 kW generator |
| Police Station | Police Department |  | 8 kW generator |
| Town Garage | Public Works |  | 35kW generator |

**2. Utility Sources for Town Facilities**

|  |  |  |
| --- | --- | --- |
| **Potable Water** | Water District |  |
| **Sewer** | Sewer Department |  |
| **Electricity** | Central Maine Power | (800) 696-1000 |
| **Telephone** | Consolidated Communications | (888) 984-1515 |
| **Internet** | Consolidated Communications | (888) 984-1515 |
| **Heating Fuel** |  |  |

**3. Alternate Operating Facilities**

All Town departments have identified and secured access to at least one alternate facility for the relocation of that department’s mission essential functions.

|  |  |  |  |
| --- | --- | --- | --- |
| **Department** | **Alternate Facility(ies)** | **Location** | **Phone Number** |
| Town Office |  |  |  |
| Fire Station/EMA |  |  |  |
| Police Station |  |  |  |
| Town Garage |  |  |  |

**4. Town Communication Systems**

a. If landline telephone and cell phone service is out, then communications will be reduced to using 2-way radios.

b. If normal Internet service is non-functional, then cellular data will be attempted. If cell data is also down, the computers will be utilized offline. Data will need to be delivered by hand.

c. Two-way radios will be utilized as long as there is power to operate base stations and recharge portable radios. Support for radio operations will be requested from the County EOC.

**5. Alternate Utility Sources**

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| --- | --- |
| **Potable Water** | 1. Bottled Water2. Water Containers brought in from nearby wells or springs |
| **Sewer** | 1. Rental Porta-Porties2. Construct outhouses |
| **Electricity** | 1. Stationary and Portable Generators2. Deep Cycle Batteries |

**VII. MITIGATION ACTIONS**

To better prepare for Continuity Operations, the following actions should take place:

* All Town Departments need to inventory and record all their equipment and materials.
* The Selectmen will need to provide the Inventory Records to the Town Insurance Carrier.
* All Town Departments should acquire fireproof filing cabinets.
* All Town Departments should digitize important documents.
* All Town Departments should backup all digital files daily and store off-site.