

## **PLAN MAINTENANCE PROCESS**

<b>18. Monitoring, Evaluating and Updating the Plan</b>	
<b>Requirement §201.6(c)(4)(i):</b> The plan maintenance process shall include a section describing the method and schedule of monitoring, evaluating and updating the mitigation plan within a five-year cycle.	
<b>Elements</b>	<b>A.</b> Does the new or updated plan describe the method and schedule for monitoring the plan, including the responsible department?
	<b>B.</b> Does the new or updated plan describe the method and schedule for evaluating the plan, including how, when and by whom (i.e. the responsible department)?
	<b>C.</b> Does the new or updated plan describe the method and schedule for updating the plan within the five-year cycle?

### **Monitoring the Plan**

PTEMA will continue to work with local emergency management directors on a reoccurring basis over the next five years to ensure municipal projects are updated and that our strategy to mitigate our natural hazard risks are still appropriate, feasible, and in alignment with the most recent federal, state, and local laws, regulations, and ordinances. The Penobscot County MJHMP will be reviewed at each federal disaster declaration kickoff meeting and continuously promoted for all relatable grant applications and workshops.

### **Evaluating the Plan**

Ahead of all forecasted natural hazards, PTEMA communicates the documentation process to include completing and submitting the Maine Emergency Management Agency's *Damage and Injury Assessment* (Form 7), the importance of excellent photographs, and the necessity for impeccable financial record keeping. For all projects listed in the MJHMP, PTEMA will review the projects with the municipality that was impacted by the natural hazard to gauge the effectiveness of previously completed projects as well as to examine projects that are annotated *deferred; no funds*, to ensure they are the best project for reoccurring/repetitive loss damages. This process of reminding municipalities of damage-related documentation and revisiting MJHMP projects pre-and post-storm has worked well for Penobscot County in the past, and we look to continue this process for the next five years.

## Updating the Plan

The Plan will be updated every five years by PTEMA. The method for determining what changes might be necessary will be to review and assess the information gathered from disaster declarations, extreme weather events, or significant changes in science or legislation. As previously described, the Plan will be reviewed on a reoccurring basis by PTEMA and after federally declared disasters. Still, a more in-depth review to include a re-evaluation of the hazard analysis and the mitigation measures will occur in the fourth year of the Plan, as PTEMA prepares for the formal MJHMP revision process. This process will involve the local EMA Directors, who liaisons with other municipal staff and officials. Based on the information collected and an analysis of that information, proposed changes to the Plan will be made for the five years and submitted to MEMA. This process will be repeated during the fourth year of implementation for each subsequent version of the Plan.

## INCORPORATION INTO EXISTING PLANNING MECHANISMS

<b>19. Incorporation into Existing Planning Mechanisms</b>	
<b>Requirement §201.6(c)(4)(ii):</b> The plan shall include a process by which local governments incorporate the requirements of the mitigation plan into other planning mechanisms such as comprehensive or capital improvement plans, where appropriate.	
<b>Elements</b>	<b>A.</b> Does the new or updated plan identify other local planning mechanisms available for incorporating the mitigation requirements of the mitigation plan?
	<b>B.</b> Does the new or updated plan include a process by which the local government will incorporate the mitigation strategy and other information contained in the plan (e.g., risk assessment) into other planning mechanisms, when appropriate?
	<b>C.</b> Does the updated plan explain how the local government incorporated the mitigation strategy and other information contained in the plan (e.g., risk assessment) into other planning mechanisms, when appropriate?

Penobscot County staffing is minimal. The County operates with limited resources and no controlling ordinances over its municipalities. Past and present requirements of residents to adhere to local land use ordinances, shoreland zoning ordinances, and zoning requirements is limited to the permitting provided by the individual municipality and their use of a Code Enforcement Officer. Each individual town has the authority to create their own Floodplain Management Ordinance and Land Use Regulations. The risks associated with and vulnerability of new developments to any determined hazards for Penobscot County will be considered in any and all growth within the municipalities participating within this plan.

However, with the developments within the Growth Management Act, communities are constantly updating and viewing growth individually within the county and incorporating

findings from the MJHMP into mechanisms for planning growth, development, and investment in mitigation actions in their own jurisdictions. Penobscot County encourages all local governments to place this document under high priority and review upon any developments in and additions to existing and new municipal planning documents. Additionally, the PTEMA Director can provide information to towns and cities, as well as technical assistance. Following approval of the plan by FEMA, the PTEMA will send a copy to all municipalities in the County with a recommendation that local comprehensive planning efforts, municipal road maintenance planning efforts, emergency management programs, emergency operations plans and local fire prevention programs will be utilized to their greatest extent to complete the community's mitigation measures.

The PTEMA and municipal EMAs have continued to advise their respective jurisdictions on pending hazard events, such as winter storms, as well as posted public service announcements in public locations such as municipal offices. Additionally, PTEMA provides municipal EMAs and local official's notification of hazard mitigation workshops, other mitigation education and funding sources such as grants via emails and mailings.

PTEMA has provided and will continue to offer guidance to the local jurisdictions and the Penobscot Indian Nation on how they can use the County Hazard Mitigation Plan as a basis for other planning mechanisms such as: local comprehensive plans, capital improvement plans and budgets, state building codes, emergency management and mitigation planning, emergency operations plans (EOP) which include hazardous materials annexes, and the National Flood Insurance Program (NFIP) ordinances.

Similar jurisdictions in Penobscot County have similar mechanisms for incorporating information from the MJHMP. While larger communities such as Bangor, Brewer, Orono, Old Town, and Hampden, have designated staff that monitor and maintain such planning mechanisms, the smaller communities will rely more heavily on the Penobscot County MJHMP and their individual EOPs, ordinances, and comprehensive plans.

Regardless of size and staffing levels, however, all communities have minimum state mandated shoreland zoning.

The Town of Corinth provided the following summary on how the municipality incorporated the 2016 Multi-Jurisdictional Hazard Mitigation Plan:

*"The Town of Corinth has adopted the 2016 Penobscot County All Hazards Mitigation Plan as our own. This document is the basis for all of our emergency planning, exercises and response models. All of our ordinances are compliant with this document. When the 2021 revision is approved, this new document will be adopted and instituted."*

The Town of East Millinocket provided the following summary on how the municipality incorporated the 2016 Multi-Jurisdictional Hazard Mitigation Plan:

*"The 2016 Hazard Mitigation Plan has been incorporated into our local plan within several ways:*

- 1) *We have a more cohesive working relationship with Brookfield Hydro as flooding is a concern for our area.*
- 2) *Severe Winter Storms are always a concern for Maine. The town has more aggressively worked towards warming centers prior to COVID.*
- 3) *Town is attempting to get grant funding for storm drain upgrades town wide."*

The Town of Lincoln provided the following summary on how the municipality incorporated the 2016 Multi-Jurisdictional Hazard Mitigation Plan:

*"Elements of the Town of Lincoln's existing 2016 Hazard Mitigation Plan were incorporated into their Comprehensive Plan; their Municipal Ordinance; and their Emergency Preparedness Guide. For example, mechanisms for protection of critical natural resources are outlined in their Comprehensive Plan ("Plan"). One of the implementation strategies identified in the Plan for protection of critical natural resources is maintaining an up-to-date floodplain management ordinance that is consistent with state and federal standards. Lincoln's Municipal Floodplain Ordinance delineates how they intend to comply with the requirements of the National Flood Insurance Act of 1968(P.L. 90-488, as amended). Further, Lincoln's Emergency Preparedness Guide provides basic elements for developing individual emergency plans, as well as best practices to achieve these goals."*

The Town of Veazie provided the following summary on how the municipality incorporated the 2016 Multi-Jurisdictional Hazard Mitigation Plan:

*"The Town of Veazie have used the previous Hazard Mitigation plan as we prepared the Town's Comprehensive plan."*

Though not a participating jurisdiction in the Plan, the University of Maine's largest campus is located in Penobscot County. The University of Maine System therefore incorporated risk analyses, capabilities, and planning mechanisms described in the Penobscot County 2016 Hazard Mitigation Plan Update for the University of Maine System 2022 Hazard Mitigation Plan Update.

For project implementation information, please see Section V that outlines the completion date and project costs for completed mitigation projects.

**CONTINUED PUBLIC INVOLVEMENT**

<b>20. Continued Public Involvement</b>	
<b>Requirement §201.6(c)(4)(iii):</b> The plan maintenance process shall include a discussion on how the community will continue public participation in the plan maintenance process.	
<b>Elements</b>	<b>A.</b> Does the new or updated plan explain how continued public participation will be obtained? (For example, will there be public notices, an on-going mitigation plan committee, or annual review meetings with stakeholders?)

All review meetings of the Penobscot County Multi-Jurisdictional Hazard Mitigation Plan will be announced and held in open public forum to include online platforms such as Zoom. These meetings will ensure that the protection of lives and property remains the ultimate priority of all elected and appointed municipal representatives to the constituents they serve. Being a home-rule state, PTEMA encourages all municipalities to post the MJHMP on their websites and to incorporate hazard mitigation planning as a topic of discussion in their municipal public meetings. This ensures that the public is truly being engaged at the local level and that residents are able to more easily communicate their ideas or concerns with hazard mitigation to their elected officials. PTEMA routinely shares hazard mitigation information on our social media platforms, website, county commissioner's meetings, emails, media interviews, and public notices in print media. The general public, public-and private-sector entities, non-profit organizations, and civic organizations are all encouraged to represent the *whole community*, and PTEMA will continue to foster this stakeholder collaboration to ensure all opinions are heard.

The completed Plan shall, upon approval, be placed on the Penobscot County EMA website <http://penobscotema.squarespace.com/hazard-mitigation-plan/> with an email comment section directly to the PTEMA Director. This shall provide continued public review and comment during the review period. The website will also be used to announce workshops, exercises and training opportunities and meetings. During the 2021 update, PTEMA posted all meeting agendas and minutes for the Plan development to include all section updates after they were reviewed by the MEMA Natural Hazards Planner.

In the future, PTEMA will encourage municipalities to review existing meeting participates and ask that they conduct additional outreach in their communities to whole community partners that did not participate in the previous Plan to increase and expand upon stakeholder input.

Regardless if a municipality participated in the most-recent Penobscot County MJHMP revision or not, all jurisdictions will continue to be engaged and supported in hazard mitigation planning, training, exercises and educational awareness by PTEMA.

A digital copy of the Plan will be placed on record at the Penobscot County Commissioners Office, at the PTEMA office and at each of the participating town offices for public viewing. Hard copies will also be made available upon request. Notices will be sent to all municipal offices within the county to raise citizen's awareness of the Plan's existence and to solicit comments about the Plan. Included in these notices will be PTEMA's web address where the Plan may be viewed. Any and all public comments will be directed to the Director of the Penobscot County Emergency Management Agency who can be contacted at:

Director  
Penobscot County Emergency Management Agency  
97 Hammond Street  
Bangor, ME 04401  
Phone: (207) 945-4750  
Fax: (207) 942-8941

## **PLAN REVIEW**

<b>21. Plan Review</b>	
<b>Requirement §201.6(d)(3):</b> A local jurisdiction must review and revise its plan to reflect changes in development, progress in local mitigation efforts, and changes in priorities and resubmit for approval within 5 years in order to continue to be eligible for mitigation project grant funding.	
<b>Elements</b>	<b>A.</b> Has the updated plan been reviewed and revised to reflect changes in development?
	<b>B.</b> Has the updated plan been reviewed and revised to reflect changes in local mitigation efforts?
	<b>C.</b> Has the updated plan been reviewed and revised to reflect changes in priorities?

## **Development Changes**

This 2016 plan update reviewed changes in development where information existed in updated comprehensive plans, tribal master plans, Census figures and/or LUPC comprehensive plan updates. As previously described in the "analyzing development trends" section, the city of Bangor has lost population while some towns surrounding the Bangor area have added housing stock. However, in the present economy it is unclear if the new construction will continue. Also, because populations are small in the outlying areas of the county, an increase in the population of only 8 people (Woodville) shows up

on the 2000 Census as a 37.8% increase but this does not reflect significant population growth or a trend.

In the 2021 revision, PTEMA compared 2010 U.S. Census Data to 2020 for municipal population, persons per square mile, total housing units, and the percentage of population change for capturing development changes at the local level. The majority of the population within Penobscot County reside in the lower-third of the county, which often leaves large disparities between densely populated areas surrounding the Greater Bangor Area to very rural municipalities of less than 500 in the upper two thirds. Bangor, the county seat, is the third-most populous city in the state. In reviewing the 2020 data compared to the 2010, this extreme population disparity doesn't correlate with increases/decreases in total housing units. For example, the City of Old Town added 164 new housing units, but lost 4.67 percent of their population during the last 10 years. The City of Bangor lost 1,286 residents resulting in a 3.89 percent population reduction, but the Town of Passadumkeag saw an increase of 42.78 percent in population grown from 51 additional residents.

### **Local Mitigation Efforts**

The mitigation planning efforts from the prior plan have made a difference in the county by reducing vulnerability through the following:

- The river gauges that were installed in the Kenduskeag Stream and the Penobscot River now provide a number of communities downstream advanced warning during flooding events.
- The Millinocket pump station was elevated/relocated which has avoided flooding and alleviated problems with interdependencies.
- The Raven Hill Road has been elevated in Dixmont to mitigate the flood potential.
- The flood damaged house located in the Grindstone Township portion of the Unorganized Territory has been acquired and demolished and the land restricted to open space use.

For the 2021 update, mitigation projects were completed by the following:

- Town of Eddington raising the level of Rooks Road and improving the drainage at David Pond.
- Town of Glenburn completing the Lake View Road culvert project.
- Town of Levant completing their engineering study to retrofit and upgrade culverts in flood zone.
- Penobscot Indian Nation completing their erosion project.
- Town of Plymouth completing their Condon Road project.

With that said, rural jurisdictions rarely have the tax base to raise enough revenue to come up with the required matching monies needed to take advantage of federal mitigation grant opportunities. This is compounded by grant opportunities that are nationally competitive. Small jurisdictions that have an identified need but don't meet the threshold in a BCA or

will provide the most ROI compared to other municipalities around the nation leave rural jurisdictions without answers.

### **Changes in Priorities**

The number of projects related to relocation and elevation in the 2011 plan increased, lessening the emphasis in the prior plan on just road/culvert/bridge projects. For the 2016 update there was no increase in that type of project as the municipalities expect mostly drainage projects for the next five years. However, in a county without public transportation, protecting transportation routes to work and services and the critical facilities linked to them will remain a top priority. For the 2021 update, the biggest shift in priority changes is those around the newly published science on climate change and the impacts it is having on our communities. The current Administration has increased federal monies available for hazard mitigation as well as taking a proactive approach to climate change and municipalities should take advantage of this opportunity over the next five years.