

SECTION 6. MAINTENANCE

18. Monitoring, Evaluating and Updating the Plan	
Requirement §201.6(c)(4)(i): (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.	
Elements	A. Does the new or updated plan describe the method and schedule for monitoring the plan, including the responsible department?
	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)?
	C. Does the new or updated plan describe the method and schedule for updating the plan within the five-year cycle?

Part 201.6(c)(4) of the Federal Disaster Act Rule requires a formal maintenance process to take place to ensure that the Mitigation Plan remains an active and pertinent document. The plan maintenance process includes a schedule for monitoring and evaluating the plan at least every five years, and continued public participation throughout the Plan maintenance process.

This section of the Plan includes an explanation of how Sagadahoc County and municipal governments intend to incorporate their mitigation strategies into existing planning mechanisms, such as comprehensive plans, capital improvement plans, or zoning and building codes.

A. Monitoring the Plan

Sagadahoc County has developed a method to ensure that regular review and update of the Hazard Mitigation Plan occurs. The Sagadahoc County Emergency Management Agency has formed a Hazard Mitigation Evaluation Team that consists of members from the County EMA office, Selectmen, City and Town Managers, and EMA directors from Sagadahoc County municipalities. The County EMA Office is responsible for contacting team members and organizing a meeting after every disaster and/or annually. The methodology for monitoring the plan will be to have the Team review the plan after every disaster in the County and/or annually to determine if changes are needed. This is the same method the County used in the prior Plan for monitoring the Plan.

B. Evaluating the Plan

The County EMA Office is responsible for contacting the Hazard Mitigation Team members described in A, above, and organizing a meeting after every disaster in the County and/or annually. The Team will review each mitigation goal, objective and action to determine its continued relevance to changing situations and land developments in the County, as well as changes in State or Federal policy, and to ensure that each action is addressing current and expected conditions. The Team will also review the risk assessment portion of the Plan to determine if this information should be updated or modified. The parties responsible for the various implementation actions will report on the status of these actions, and, where applicable, will report on which actions worked well, whether difficulties have been encountered, how coordination efforts have been proceeding, and which actions should be revised. This is the same method the County used in the prior Plan for evaluating the Plan.

C. Updating the Plan

Based on the annual or disaster-related reviews, and the update schedule table shown below, the County EMA Office will update and make appropriate changes to the Plan and submit it to the State Hazard Mitigation Officer in the fourth year of the planning period. If no changes are necessary, the County EMA Office will provide a written justification for this determination. The State Hazard Mitigation Officer will review the plan prior to submittal to FEMA for conditional approval. After the plan has been conditionally approved by both the State and FEMA, the municipalities will have one year to formally adopt the revised plan.

Plan Update Schedule:	
Year	Task
Year 1	Conduct disaster reviews as necessary Monitor progress on mitigation actions and projects
Year 2	Conduct disaster reviews as necessary Monitor progress on mitigation actions and projects
Year 3	Conduct disaster reviews as necessary Monitor progress on mitigation actions and progress
Year 4	Conduct disaster reviews as necessary Monitor progress on mitigation actions and progress Compile a draft list of changes or modifications in the hazard plan and submit to MEMA and FEMA
Year 5	Conduct disaster reviews as necessary Create the revised hazard plan and adopt

19. Incorporation into Existing Planning Mechanisms	
Requirement §201.6(c)(4)(ii): (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.	
Elements	A. Does the new or updated plan identify other local planning mechanisms available for incorporating the mitigation requirements of the mitigation plan?
	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?
	C. 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?

A. Identification of Local Planning Mechanisms

County government is very limited in scope and authority in the State of Maine and does not have the staff, authority or fiscal capabilities to control development within the municipalities in Sagadahoc County. Within Maine, most government authority is derived from State statutes and rules and with municipal “Home Rule” ordinances. There were very few ordinance-related mitigation measures identified by the

Sagadahoc County Hazard Mitigation Plan – 2016 Update

Sagadahoc County Hazard Mitigation Teams. However, the municipalities in Sagadahoc County have a variety of planning and regulatory mechanisms for managing land use at the local level, thereby minimizing the exposure of future development to natural hazards. As shown in the table below, all of the municipalities have a comprehensive plan, a floodplain management ordinance, a shoreland zoning ordinance and subdivision regulations, and six municipalities have town-wide zoning.

In addition, the State has a new building code which became effective in December, 2010. This code addresses some hazards, such as heavy snow loads, although it does not govern the location of structures. The municipalities of Bath and Topsham have adopted the building code because only municipalities with populations over 4,000 persons are required to adopt the building code.

There were very few ordinance related measures identified by the Sagadahoc County Hazard Mitigation Planning Team. Most of the mitigation measures identified and selected by towns are structural projects, especially with regard to roads since they are the lifeline to employment, goods and services.

Sagadahoc County Summary of Municipal Planning and Regulatory Activity					
Town/City	Comprehensive Plan	Floodplain Management Ordinance	Shoreland Zoning Ordinance	Local Subdivision Regulations	Town wide Zoning Ordinance
Arrowsic	Yes	Yes	Yes	Yes	Yes
Bath	Yes	Yes	Yes	Yes	Yes
Bowdoin	Yes	Yes	Yes	Yes	No
Bowdoinham	Yes	Yes	Yes	Yes	Yes
Georgetown	Yes	Yes	Yes	Yes	No
Phippsburg	Yes	Yes	Yes	Yes	No
Richmond	Yes	Yes	Yes	Yes	Yes
Topsham	Yes	Yes	Yes	Yes	Yes
West Bath	Yes	Yes	Yes	Yes	Yes
Woolwich	Yes	Yes	Yes	Yes	No

Midcoast Council of Governments Survey of Municipal Planning Activity, 2016.

B. Process for Incorporating Mitigation Strategies and Related Information into Local Planning Mechanisms

County government does not have the authority to control local planning mechanisms. However, the County EMA Director can provide information to local units of government, as well as technical assistance.

Since the last update, the Sagadahoc County EMA Office has assisted the municipal officers in implementing their selected mitigation measures – see projects in the Strategy Section. The County EMA Office will continue conduct periodic reviews and surveys with the municipal officers and local EMA directors to determine the status of their current measures. The County EMA Office will assist the municipalities with the completion of HMA grant applications.

C. Explanation of How Local Governments Incorporated Strategies and Other Information

There has been progress in some areas, but no known actions in other areas since 2011:

- Comprehensive Plans – No State money for new plans or updates. The municipalities of Bowdoinham and Richmond adopted revised plans using their own funds.
- Road Maintenance Planning Efforts – Many towns in Sagadahoc County are now using MEMA’s Road Tracker to document annual repair costs.
- Emergency Management and Mitigation Planning – Limited because of volunteer EMA directors and no budgets.
- Ordinances – No State money for new plans or updates.
- Grant Applications – A few of the County’s municipalities have been active in applying for grants to address mitigation issues. Phippsburg and West Bath both submitted grant applications to the Maine Department of Environmental Protection Culvert grant program but only the Phippsburg application was approved.
- Funding opportunities are very limited for mitigation projects and when funds become available they are very competitive and/or take a very long time to actually obtain. Municipal budgets are limited and are barely able to address routine maintenance issues so capital projects are often deferred.

The County EMA and all 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.

The County EMA has notified municipal EMAs and local officials of hazard mitigation workshops such as those related to the Pre-Disaster and Hazard Mitigation Grant programs and workshops with hazard mitigation content such as those sponsored by Maine’s Local Roads Center that deal with the use of geotextiles.

Within each municipality, the party responsible for the implementation and completion of each mitigation measure will notify the County EMA Office whenever assistance is needed or whenever a measure is completed. Existing programs such as local comprehensive planning efforts, the municipal road maintenance plan, emergency management program and local fire prevention program will be utilized to their greatest extent to complete the community’s mitigation measures.

20. Continued Public Involvement	
Requirement §201.6(c)(4)(iii): (The plan maintenance process shall include a) discussion on how the community will continue public participation in the plan maintenance process.	
Elements	A. 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?)

Sagadahoc County is committed to involving the public directly in the continued reshaping and updating of the Hazard Mitigation Plan. The Hazard Mitigation Plan Evaluation Team is responsible for reviewing and updating the Plan. Although the members of the Committee represent the public to some extent, the public will also be given an opportunity to directly comment on and provide feedback about the plan.

Copies of the Plan will be issued to the municipal Emergency Management Directors and kept on hand at all municipal offices in the County. The County EMA Office will publicize the existence and locations

of these plan copies. The Plan will include the address and phone number of the Sagadahoc County EMA office that is responsible for keeping track of public comments on the Plan.

The Sagadahoc County EMA Office will also provide a public comment period at each meeting of the Hazard Mitigation Plan Evaluation Team. The purpose of the public comment period will be to provide the public a forum at which members of the public can express concerns, opinions or ideas about the Plan. The County EMA Office will be responsible for providing public notice for each meeting of the hazard Mitigation Plan Evaluation Team, and for including in the notice information about the public comment period. The County EMA Office will host this meeting.

In Sagadahoc County, hazard mitigation is far more than a written plan. It is a critical part of the overall mission of the Sagadahoc County Emergency Management Agency (EMA) and its municipalities and it is fully integrated into all aspects of planning, preparedness, training, response and recovery. A partial list of Sagadahoc County’s public outreach efforts includes:

- Maintaining and updating the EMA’s website including the following materials:
 - Press releases, such as one dated March 7, 2011, urging residents to purchase flood insurance
 - A list of town EMA directors with contact information
 - Guidelines for Local EMA Directors
 - Resources for Citizens (currently under construction)
- Communicating with the public on an on-going basis through press releases
- Maintaining emergency communications systems
- Holding meetings and training sessions with local EMA officials;
- Maintaining the list of Functional and Sensory Needs Population and ensuring that people on the list are contacted during storms and other emergencies;
- Participating in public outreach efforts such as the annual Maine Preparedness Conference, the most recent of which was attended by over 500 people.

21. Plan Review	
Requirement §201.6(d)(3): (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 it for approval within 5 years in order to continue to be eligible for mitigation project grant funding).	
Elements	A. Has the updated plan been reviewed and revised to reflect changes in development?
	B. Has the updated plan been reviewed and revised to reflect progress in local mitigation efforts?
	C. Has the updated plan been reviewed and revised to reflect changes in priorities?

A. Changes in Development

Mitigation strategies/actions to address vulnerability to hazards. This plan contains a number of Mitigation Actions that specifically address the vulnerability of future development to the hazards identified in this Plan. These strategies, which were previously enumerated under 14.B, are still accurate and relevant to Sagadahoc County on page 5-2, include:

Flooding

See 2C and 2E of the General Goals and Mitigation Actions.

Severe Winter and Severe Summer Storms

There are no actions related to new structures because storm-related hazards such as roof collapses are adequately covered by the State’s new building code which became effective on December 15, 2010.

Wildfires

See 1B of the General Goals, and Mitigation Actions.

Increase in development

According to the U.S. Census, the number of year-round dwelling units increased from 14,796 units in the year 2000, to 16,459 in 2010, for a gain of 1,663 units. This is a yearly average of about 166 dwelling units per year for the whole County. Between 2010 and 2013 the total number of dwelling units as reported in the U.S. Census has decreased by 1,437 units. The distribution of residential growth is shown in the table below.

Distribution of Residential Growth					
	2000 Dwelling Units	2010 Dwelling units	2013 Dwelling Units	2000- 2010 Change	2010 – 2013 Change
Arrowsic	201	213	216	+ 12	-3
Bath	4,315	4,352	4,002	+ 37	-350
Bowdoin	1,025	1,193	1,151	+ 168	-42
Bowdoinham	1,073	1,237	1,140	+ 164	-97
Georgetown	456	518	435	+ 62	-83
Phippsburg	899	1,062	961	+ 163	-101
Richmond	1,377	1,546	1,436	+ 169	-110
Topsham	3,538	4,106	3,681	+568	-425
West Bath	776	898	781	+122	-117
Woolwich	1,136	1,334	1,219	+198	-115
Sagadahoc Co.	14,796	16,459	15,022	+1,663	-1,437

Residential development has tended to occur in rural, inland areas away from the coast, often along the existing road network. A similar magnitude of residential development can occur in the future, even though overall population growth is not expected to be large. As noted in this section of the Plan, there are a number of State laws and local ordinances that minimize the extent to which future structures will be vulnerable to the identified hazards. There is only one residential structure in the County (in the Town of Phippsburg) that has been classified as a repetitive loss property, as documented on page 22.

There is no known source of data on the number of new non-residential structures. However, commercial and industrial developments tend to locate in existing commercial centers and along major thoroughfares such as Route 1. There are no known instances of non-residential structures being located in flood hazard areas. There are only two non-residential structures in the County (in the City of Bath and Town of Bowdoinham) that have been classified as a repetitive loss property, as documented on page 22.

See Assessing Vulnerability, Identifying Structures on page 22, especially Vulnerability of Future Buildings, Infrastructure and Critical Facilities, page 25.

Land Use Districts

The following is a summary of land use districts in those communities that have town-wide zoning.

Summary of Local Zoning Districts	
Municipality	Zoning Districts
Arrowsic	Rural Residential 1, Rural Residential 2
Bath	Residential R-1, R-2, R-3; Waterfront R-4, R-5, R-6; Downtown Commercial, Mixed Commercial and Residential, Neighborhood Commercial, Business Park, Route 1 Commercial Contract, Marine Business, Industrial/Shipyard, Golf Course, Plant Home, Museum, Park and Open Space, Resource Protection, Trufant Marsh Contract, Shoreland Zone
Bowdoinham	Residential/Agricultural, Shoreland
Brunswick	Town Center, In-town Residential Neighborhoods, Extended Neighborhoods, College Use, Commercial, Mixed Use, Large Scale Business and Institutional, Rural, Coastal Protection, Aquifer Protection, Natural Resource Protection, Medical Use, Mobile Home Park, Telecommunications, BNAS Flight Path, Village Review, Rural Brunswick Smart Growth
Richmond	Village. Commercial and Industrial, Residential, Agricultural, Highway Commercial, Shoreland
Topsham	Mixed Use Limited, Village Residential, Commercial Corridor, Business Park, Commercial Corridor, Industrial, Limited Industrial
West Bath	High Density Shoreland, Residential, Rural Residential, Business and Commercial, Urban Development Park

The remaining four communities (Bowdoin, Georgetown, Phippsburg and Woolwich) have comprehensive plans, but the recommended land use districts in these plans are not relevant indicators of where future development may occur unless and until such time as these communities adopt town-wide zoning. However, these communities have shoreland zoning, floodplain management, and subdivision ordinances, all of which minimize the possibility that new structures will be located in flood hazard areas.

B. Progress in Local Mitigation Efforts

Reduction in Vulnerability

Since 2011 as noted in Section 5, Table 2, Hazard Mitigation Projects, page 5-11, a number of local projects were completed, thus reducing vulnerability, in Bath, Bowdoin, Bowdoinham, Richmond and Topsham.

Comprehensive Plan Updates

A number of comprehensive plans have been updated, but as far as is known, none have been updated to reflect mitigation issues and priorities.

Public or Governmental Attitudes

There have been no known studies or surveys of public and governmental attitudes about hazard mitigation that could be used to document any shifts in opinion. If hazard mitigation can be construed to include support for strong environmental State laws and local ordinances, then it can be assumed that there is support for hazard mitigation as a by-product of these laws and ordinances.

DEP Culvert Grants

Phippsburg obtained a culvert grant in 2016 and West Bath missed the grant eligibility rating by only a few points in 2016 and plans to resubmit an application when additional funding is offered.

Gateway 1 Study

The Maine Department of Transportation has suspended the Gateway 1 planning initiative. The Gateway 1 study and planning effort was primarily concerned with growth and sprawl along the Route 1 corridor and maintaining the traffic-carrying capacity of Route 1. Hazard mitigation was not a focus of the study.

C. Revisions in Priorities

This plan has been revised to reflect changes in local priorities as reflected in Section 5, Table 2, Hazard Mitigation Projects, page 5-11. In addition, the General Goals, Objectives and Mitigation Actions, page 5-3, have been prioritized in 2011 and this priority system has been maintained in the 2016 plan. (See Rating of Actions and Establishment of Priorities, page 5-9).

The address and phone number of the Sagadahoc County EMA office is:

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752 High Street
Bath, ME 04530

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