County of Waldo, Maine

Emergency Operations Plan

2018

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DISTRIBUTION

HARD COPY DISTRIBUTION	No.
Waldo County Emergency Management Agency	1
Waldo County Emergency Operations Center	8
Waldo County Mobile Command Van	1
Waldo County Regional Communications Center	1
Waldo County Sheriff's Office	1
Waldo County Commissioners	1
City of Belfast	1
Town of Belmont	1
Town of Brooks	1
Town of Burnham	1
Town of Frankfort	1
Town of Freedom	1
Town of Islesboro	1
Town of Jackson	1
Town of Knox	1
Town of Liberty	1
Town of Lincolnville	1
Town of Monroe	1
Town of Montville	1
Town of Morrill	1
Town of Northport	1
Town of Palermo	1
Town of Prospect	1
Town of Searsmont	1
Town of Searsport	1
Town of Stockton Springs	1
Town of Swanville	1
Town of Thorndike	1
Town of Troy	1
Town of Unity	1
Town of Waldo	1
Town of Winterport	1

ELECTRONIC MAIL DISTRIBUTION	
16 County Emergency Management Agencies	1 each
Maine Emergency Management Agency	1
Waldo County General Hospital	1

PROMULGATION AND EMERGENCY POWERS

Transmitted herewith is the revised Emergency Operations Plan for Waldo County. This plan supersedes any previous plans promulgated for this purpose. It provides a framework for the County to use in performing emergency functions before, during, and after a disaster or major emergency incident.

The Waldo County Emergency Operations Plan provides elected officials, emergency managers, emergency responders, volunteers and citizens with a guide to the County emergency response and short term recovery program. It consists of a basic plan, which summarizes the policies, responsibilities, and procedures used, functional annexes that cover specific areas in detail, and attachments that cover hazard-specific actions.

The Waldo County Emergency Management Agency is responsible for the development and maintenance of the Waldo County Emergency Operations Plan. This plan has been developed in accordance with existing Federal and State statutes. It will be tested, revised, and updated as required or within 2 years. All recipients are requested to advise the Waldo County Emergency Management Agency of recommendations for improvement.

The Waldo County Commissioners shall request the State Governor issue a proclamation that an emergency exists under the conditions specified in Title 37-B M.R.S.A. sec. 742 within Waldo County. The proclamation may declare the fact that an emergency exists in any or all sections of the County. A copy of such a proclamation shall be filed within twenty-four (24) hours with the County Clerk.

Notwithstanding the above, when consultation with the County Commissioners would result in a substantial delay in an effective response in alleviating or preventing an emergency or disaster, the County Emergency Management Director is authorized to take whatever actions are necessary to prevent the loss of life and property in Waldo County, including activating the County Emergency Operations Center and any emergency management response teams.

EMERGENCY OPERATIONS PLAN APPROVAL

The Emergency Operations Plan for Waldo County has been reviewed and approved.

Betty J. Johnson	12-7-17
County Commissioner	Date
Amy R. Fu	12-7-17
County Commissioner	Date
Wm. N. Shaw	12-7-17
County Commissioner	Date
Dale D. Rowley	12/7/17
County EMA Director	Date

CONTACT INFORMATION

Waldo County Emergency Management Agency

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Website Address	http://www.waldocountyme.gov/ema	
Radio Channel	Waldo EMA	
Radio Call Sign	“Waldo-1601” or “EMA-1” {Director} “Waldo-1602” or “EMA-2” {Deputy Director}	

BASIC PLAN

I. PURPOSE

A. The purpose of this plan is to assign responsibility to government organizations for the actions necessary to prepare for, respond to and recover from disasters and major emergencies. Additionally, this plan identifies organizations and property available for use during the response and recovery phases. It sets forth the actions to be taken to meet needs and implement state and federal assistance, if required.

B. This plan identifies hazards and vulnerabilities and assesses the likelihood that they will affect County communities and their potential severity. It defines the efforts and resources needed to mitigate the effects of potential hazards and prepare for and respond to an emergency or disaster. The plan describes emergency support functions, providing specific information and direction for emergency operations. Information specific to certain types of hazard events is provided in hazard-specific attachments.

II. SCOPE

A. This Emergency Operations Plan (EOP) covers the entire geographic area of Waldo County, which encompasses 852.76 square miles, 729.92 square miles of land and 122.84 square miles of water. The County has about 39,051 residents (U.S. Census 2014 population estimate) who live in 21,566 households, with a population density of 53.1 people per square mile. 16.4% of residents are considered below poverty. Age distribution from the census indicate that 5.6% of residents are under 5 years of age; 24.2% are under 18 years of age; and 13.6% are over 65 years of age.

B. There are 25 incorporated towns and one incorporated city, the shire town or county seat of Belfast. The County government contains the Commissioner's Office, County Treasurer, Sheriff's Office (including Corrections), Registrar of Deeds, Probate Court, District Attorney staff, the Emergency Management Agency (EMA) and the Regional Communications Center (RCC).

C. The municipalities within Waldo County are responsible for tax collection, vital records, elections, general assistance, economic development, road maintenance and snow removal, refuse collection, land use planning, code enforcement, animal control, fire protection, and cemetery maintenance. Four municipalities have police departments. There are no career fire departments or ambulance services in Waldo County; all firefighters and EMTs work on either a volunteer or paid call basis. There is one hospital, which is located in the City of Belfast.

D. The county government supports a full-time Emergency Management (EM) Director and Deputy Director. Each municipality in Waldo County supports a volunteer EM Director.

E. The county combines the scenic beauty of the rugged Maine coast with the lush forests and farmlands of the inland hills, yielding harvests both cultivated and wild. The top 7 employers in the County are Bank of America, Aethna Health, Waldo County Healthcare, Pride Manufacturing, Penobscot Frozen Foods, Atlantic Salmon of Maine, Hannaford and Mathew Brothers.

III. SITUATIONS AND ASSUMPTIONS

A. SITUATION

1. The towns within Waldo County may experience major emergencies and disasters that are local events or that affect major portions of the State of Maine. For the purpose of this plan, a major emergency is defined as any incident that warrants action to save lives and to protect property, public health, and safety, and is more severe in nature and in resource requirements than a typical day-to-day emergency, such as a residential structure fire or small petroleum spill. A disaster is defined as an incident that results in severe property damage, deaths and/or multiple injuries and exceeds the response capability of the County's municipalities, thereby requiring County, State, and potentially Federal involvement.

2. The County EMA program, with assistance of its program stakeholders, has identified the hazards that impact Waldo County. These hazards include natural, human-caused and technological events. The EM program assessed the risk by utilizing historical data, such as FEMA disaster declarations, newspaper accounts, state EMA records and local history books; geological assessments; climate data; U.S. CDC records; hazardous materials spill reports; and public comments to identify the severity of the hazards that are most likely to occur in the County.

3. A county-wide hazard vulnerability assessment was recently updated during a Hazard Mitigation planning meeting to determine the level of vulnerability to people, property, and the environment due to the identified hazard events. This assessment used a statistical approach to evaluate each hazard event. The evaluation studied the potential severity and likelihood, vulnerabilities, and the current preparedness of the emergency management system to respond to and recover from it. The results are shown in the following table.

Hazard event	**Ranking**	**Type**
Cyber Attack	1	Adversarial
Severe Winter storm	2	Natural
Severe Summer Storm	3	Natural
Transportation mass casualty incident	3	Technological
Epidemic/pandemic	3	Natural
Hazardous materials release	3	Technological
Catastrophic Incident	4	Any
Flooding	5	Natural
Building/Bridge Collapse	5	Natural/Technological/Adversarial
Explosion (terrorist or accidental)	5	Technological/Adversarial
Terrorist Attack	6	Adversarial
Major forest fire	6	Natural

4. The County will continue to be exposed to these hazards. The risk of each is listed below, along with the geographic areas, critical facilities and populations that may be affected.

a. A new threat is a **Cyber Attack** on the local, regional or national internet infrastructure. We have no experience in determining the likelihood of such an attack, however this could be a catastrophic social and economic disaster in its greatest form, by shutting down communications, the electrical power grid, transportation, water and sewer utilities, industry and commerce. This could impact the supply of food, water, heating fuel, and other supplies. Our society today would be very vulnerable to this type of hazard.

b. **Severe Summer Storms**, to include **Hurricanes, other tropical storms, microbursts and tornadoes** can occur in coastal Maine. Hurricanes are about a 25-year event (4% in any given year) and typically cause some localized coastal flooding, erosion to roadway surfaces, and utility outages. Hurricane winds can cause major damage to regional overhead electrical and communication utility lines. Five Category 1 hurricanes have struck Waldo County in the past century (two within one month of one another in 1954). These events can cause a greater amount of storm surge and coastal flooding. However, much of the coastline is rocky and elevated, and damage to structures is usually limited. There is a remote possibility that a Category 2 hurricane could strike Waldo County. Due to the large number of residences that have been constructed on coastal properties in the last two decades, this would cause far more damage than has been experienced in the past. There is a small possibility of possibility of a **Tornado or Microburst.** Since 1953 there have been approximately 120 tornadoes in Maine with a F1 tornado occurring in Waldo County, in the Town of Islesboro in 1968. Two people were injured by that tornado. In 2006, a Microburst caused damages to forestland and knocked out power in the Towns of Liberty and Montville. Another microburst in 2007 caused damage to forestland and shut down roads in Searsmont, Lincolnville, Northport and Islesboro.

c. **Severe winter storms** typically strike Waldo County three or four times a decade in the form of a severe blizzard or ice storm. These storms knock down electrical and communication overhead utility lines, block roadways with debris, force some residents into shelters and overtax the municipal snow and ice removal programs. Waldo County experienced a very large and lengthy utility outage during the Ice Storm of 1998 and a shorter duration storm in 2013. An outage that encompasses many municipalities is likely to occur once a decade; numerous smaller outages occur annually.

d. A **transportation Mass Casualty Incident** (MCI) is the event most likely to cause multiple death and injuries in Waldo County. School buses loaded with up to 72 children travel nearly every mile of road in the County five days every week. Combined with increasing truck and passenger traffic, it is only a matter of time before such an incident occurs. Less likely, but still as deadly, is the possibility of an MCI involving water-borne craft and aircraft. Waldo County is a coastal county with a great deal of commercial, industrial and private boating and shipping. The City of Belfast and the Town of Islesboro both maintain general-aviation airfields. Major commercial and military air routes pass over the County, which is also on the final approach for Bangor International Airport in Penobscot County.

e. **Disease outbreaks**—including severe outbreaks such as epidemics or pandemics—can be either natural, such as a SARS outbreak, or intentional, such as a terrorist attack involving smallpox. Waldo County has not experienced a deadly epidemic in many years, but could be susceptible if any other location in the United States experiences an outbreak. In recent years, there have been several threats of pandemic influenza outbreaks. This hazard could have catastrophic social, health and economic impacts to the region.

f. Localized **Flooding**, to some degree, is a bi-annual event. Nearly each spring, runoff from melting winter snows usually damages some municipal-maintained roadways and storm drainage systems. Severe flooding, such as that caused by a dam breach or ice jams, that could damage a large number of residential, public, commercial or industrial facilities, is unlikely.

g. A **Hazardous Materials release** is considered likely to occur. Currently, there are three hazardous materials (hazmat) facilities with extremely hazardous substances (EHS) which have offsite consequences, located in Waldo County. There have been numerous hazmat spills at these EHS facilities, yet most have been very small and have been dealt with by on-site response teams. However, the transportation of hazardous materials is expected to increase along state-maintained highways. Combined with the impact of a large increase in general and tourism traffic, a serious highway hazmat incident is very likely. Spills of petroleum products occur regularly. This is considered an environmental quality issue and not typically a life-threatening situation.

h. There is little history of **Building or Bridge Collapse** in Waldo County. However, much of the infrastructure in Waldo County is showing its age. A number of bridges in the county were built during the Great Depression and a few during the 19th Century. The two largest bridges in the County are the Veteran's Bridge in Belfast and the Penobscot Narrows Bridge in Prospect. Both are a part of the U.S. Route 1 corridor which has the heaviest traffic in the county. The Veteran's Bridge is over 50 years old. The last incidence of a major structure collapsing in Waldo County was an empty warehouse in Unity that collapsed under a weight of ice in 1998.

i. An **Explosion** caused by a criminal or terrorist attack, or an accident involving energy, industrial or transportation assets would most likely create mass casualties and damage to structures and infrastructure. There have been no casualty-causing explosions in Waldo County for many years. The most likely source for an explosion would be one due to a release of propane, natural gas or some other petroleum product. There are two petroleum pipelines that pass through the County, neither of which are located in high density areas. There is also a seaport at Mack Point in Searsport that offloads large quantities of petroleum. Again, this is located in a low-density area.

j. Due to the lack of a dense population or critical infrastructure, a **Terrorist Attack** is fairly remote, especially one involving chemical, biological or radioactive agents. An attack by a homegrown terrorist using convention explosives or small arms is conceivable on a local government building or a major public event.

School violence is classified in this plan as a subset of the Terrorism hazard. School violence has occurred within Waldo County on a limited scale. There have been several incidents in which injury or death were narrowly avoided. It is likely to be only a matter of time before a deadly incident occurs. Violence may come in the form of a hostage taking, shooting, or bombing. The County has two colleges, three high schools, a high school-level technical school and 20 elementary schools. There are no police tactical teams, no K-9 bomb detecting resources, and no explosive ordnance disposal teams located within the County.

k. **Forest fires** are a typical event in the spring, summer and fall in Waldo County. These wildfires are usually limited to areas under 5 acres. However, the possibility exists that a far more severe forest fire could occur, similar to the wildfires that burned several Maine towns to the ground and killed 15 people statewide in 1947. In May 2001, Northport experienced a 100 acre fire. In the spring of 2015, a 50-acre forest fire occurred in the Town of Searsmont. Very few of the firefighters in the County have the training, personal protective equipment or firefighting equipment necessary to fight wildland fires. Very few fire departments have brush trucks.

5. EOC CONTINUITY: The Waldo County Emergency Operations Center (EOC) was constructed in 2011 and went into service in January 2012. The building is not located in a flood zone, nor near or downstream of any waterbodies. It is located near woods, but this area contains less than 10 acres and is surrounded by suburban development. The building was designed to survive a Category 3 hurricane which is a 200-400 year event. The facility has two stationary propane-fired generators and 1,600 gallons of propane. The critical components of the facility can also be run on a trailer-mounted 25 kw diesel general which is located on site. The facility is located about ½ mile from U.S. Route 1. The primary hazards to which the EOC is vulnerable is a regional epidemic, a violent attack or a major cyber attack.

6. HAZARD CONSEQUENCE: Waldo County EMA has analyzed the consequences of the top twelve hazards identified in the vulnerability assessment. Several hazard events have been grouped due to their similarity in effects and features, such as time of the year. For example, hurricanes, tornadoes and microburst have been combined into a hazard category called Severe Summer Storms. Information on Explosions has been included in Terrorist Attacks and Hazardous Materials incidents. The Transportation-Related Mass Casualty Incidents have been split out into Mass Casualty Incident, Aviation Incident, and Maritime Incident attachments. The consequences to the public, responders, the county government, property, infrastructure, utilities, environment, economy and public confidence have been reviewed. The following chart demonstrates the type of consequences that exist which each type of potential hazards that Waldo County might experience.

Hazards	Deaths	Injuries	Road Damages	Homes Damaged	Business Community	Public Buildings	Power/Phone Outage	Water Availability	Fuel Availability	Real Estate/ Environment	Crop Damage	Financial System
Building/Structural Collapse	X	X			X							
Cyber Attack					X		X	X	X			X
Drought					X			X		X	X	
Epidemic/Pandemic	X	X										X
Explosion	X	X		X	X	X	X					
Fire (Wildland/Forest) *1947	X	X		X	X					X		
Flooding			X	X	X							
HazMat Release (EHS)	X	X										
Hurricane	X	X	X	X	X	X	X	X	X	X	X	X
Tornado/Microburst	X	X		X	X	X				X		
School Violence	X	X										
Severe Winter Weather	X	X	X				X	X	X	X		
Terrorist Attack	X	X				X						
Transportation Accident (MCI)	X	X										

B. ASSUMPTIONS

1. Emergencies generally occur at the local level and may affect one or more communities. The cumulative effect or geographic distribution determines whether a state disaster will be declared. Waldo County must demonstrate $138,466 in public damages in order to request a Stafford Act Public Assistance (PA) Presidential disaster declaration, which would be done through the Governor of Maine, with the assistance of the Maine Emergency Management Agency.

2. County government officials recognize their responsibilities regarding public safety and will assume those responsibilities in the implementation of this EOP. Positions have been created within the County EOC and will be filled as needed by County employees and volunteers.

3. County and municipal officials have read and understand the County EOP, understand when it is activated and comprehend the concept of operations.

4. Hazard events identified in this plan will occur, along with incidents that have not been identified and profiled. Having a basic comprehension of the emergency management processes, facilities, resources and responsibilities will allow EOC staff to work successfully through the incident.

IV. CONCEPT OF OPERATIONS

A. ACTIVATION

The Waldo County EMA Director is accountable to the County Commissioners and reportable to the MEMA Director for decisions and actions taken. The Waldo County Commissioners are legally responsible for all functions of the County government. The County Commissioners have delegated the authority to the Director of the Waldo County EMA to activate and terminate this emergency plan and to activate and deactivate the County EOC during an emergency or disaster. They have also made it a policy that the Deputy EMA Director may act on behalf of the EMA Director, when the EMA Director is not available. Through a mutual aid agreement between the County EMA Directors, and with special permission from the County Commissioners, a director from another county may activate the Waldo County EOC when the Waldo Director and Deputy Director are not available.

B. SEQUENCE OF ACTIONS

1. Under most circumstances, response to emergencies is initiated at the municipal level and local resources are the first to be committed. Use and coordination of resources and management of the situation are a local public safety responsibility. Municipalities' first-response agencies may request assistance from neighboring mutual aid partners. All municipalities in Waldo County have signed the Waldo County Fire Protection Mutual Aid Compact. All of the ambulances services have signed the Waldo County Emergency Medical Services Mutual Aid Compact.

2. When multiple municipalities are involved or when local resources are not enough, the County EMA will coordinate information from the communities involved, arrange for assistance from within the County, maintain emergency communications, and report data and requests for further assistance directly to the State EOC.

3. With the support of relevant county and local agencies, and through its communications network, the County EMA is responsible for the central collection, organization, evaluation and documentation of situational and damage assessment data.

4. Heads of departments and agencies are responsible for emergency functions as specified in this plan. Department heads retain control over their employees and equipment. Each public safety agency is required to develop standard operating guidelines (SOGs) to follow during response operations.

5. Municipal and State chief elected officials may make formal emergency declarations when the magnitude of the emergency warrants the full use of resources to save lives and protect property.

C. REQUESTS FOR ASSISTANCE

1. Should local resources be inadequate during emergency operations, assistance will be requested according to mutual aid agreements and understandings negotiated during the emergency. Assistance may take the form of equipment, supplies or personnel. Assistance may come from other jurisdictions, the private sector or voluntary organizations. All agreements and understandings will be entered into by appropriate officials and formalized in writing whenever possible.

2. When it is determined that an emergency is beyond the control and resources of County government, a request will be made from the County EMA to MEMA. The Governor may declare that a disaster exists within certain or all parts of the County and that State resources will be made available to save lives, protect property and aid in disaster recovery. The Governor may delegate authorities, such as the power to order evacuations, to the County EMA Director or County Sheriff.

3. The local Emergency Management Director or Incident Commander will complete a MEMA Request for Resources form or a Form #1—Maine Emergency Request for Assistance and forward this information to the County EOC or EMA Director. The Waldo County EMA will consolidate and prioritize all resource requests and forward this information to MEMA.

D. INTERJURISDICTIONAL RESPONSIBILITIES

1. Planning areas: By state statute, each municipality is responsible for the development of a municipal emergency operations plan (EOP). The chief elected officials are responsible for the safety and welfare of the residents of their jurisdiction. The County EMA shall be responsible for disaster preparedness and the coordination of emergency response and recovery actions between the State EOC and the municipal EOCs, as well as between the local municipalities within the county. MEMA will plan and coordinate with other state agencies, county EMAs and the Federal Emergency Management Agency (FEMA).

2. Operational areas: Each municipality in Waldo County is considered an operational area for emergency and disaster response and recovery. The County is considered an operational area for a county-wide operation, an incident involving more than one municipality, or an incident involving a neighboring county.

3. Mutual aid areas: Mutual aid is exercised whenever additional resources are needed. The majority of municipalities in Waldo County have written mutual aid agreements between the fire departments. Waldo County has mutual aid agreements for law enforcement, fire protection, emergency management, medical services and utilities. Standing agreements exist between local jurisdictions and State agencies for forest fire suppression and rural search and rescue.

4. State areas: The State is divided into sixteen counties, each with a County EMA director who coordinates the emergency management activities between the municipalities within the county and serves as a key contact for MEMA.

E. CONTINUITY OF OPERATIONS

The lines of succession for the Waldo County government begin with the County Commissioners. Legally, there is no line of succession after the Commissioners. If for some reason none of the Commissioners are available to provide policy direction, then each Waldo County department will need to oversee its own operations. In an emergency, the County EOC, managed by the EMA Director, will coordinate the actions of each county department. Each department or agency's line of succession is established in its own procedures. More information may be found in the Waldo County Continuity of Operations and Government plan.

F. EMERGENCY FACILITIES

1. Waldo County's primary EOC location is at the EMA office in the County Public Safety Building off Congress Street in Belfast. The County Sheriff's Office is in the same building. The Regional Communication Center (RCC) is located nearby off Miller Street. Communications equipment is permanently installed. The EOC has access to kitchen, bathroom, shower and laundry facilities and is supplied with electricity by two propane generators (100 kw and 30 kw). A trailer-mounted diesel 25kW generator may be used should the 30 kW propane generator fail.

2. The County RCC may be used as an alternate, on-site EOC if the EMA office is evacuated. The alternate off-site EOC is at the Waldo County Technical Center, on the Belfast Road in the Town of Waldo. The RACES Radio Truck and the Mobile Command Post will be used to augment communications at the alternate EOC. An agreement authorizing the use of the Technical Center as an alternate EOC was renewed in 2015.

3. The County RCC handles all 911 calls and all of the public safety dispatching within the County (excluding Lincolnville FD for dispatching). In an emergency, the Knox County RCC can cover the calls and dispatching for Waldo County.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. The County Sheriff's Office, RCC and EMA have emergency functions that complement normal duties. Each department will develop and maintain its own SOPs for emergency operations.

B. The County EOC will be staffed primarily by employees of the County of Waldo. An EOC assignments list is located in the Waldo County EMA computer files under W:\8 - Direction & Control\EOC Ops, and a hard copy is posted in each EOC staff position binder. The County EOC staff members are provided training by the County EMA, which includes courses in the National Incident Management System, including Multi-Agency Coordination and Incident Command. Training is also provided in the use of EOC status boards as well as in specific staff responsibilities. Periodic functional and tabletop EOC exercises are also completed by the EOC staff.

C. The primary function of the County EOC will be to acquire situational awareness; alert and notify local emergency management personnel and teams and local emergency services chiefs; request and manage resources; and coordinate the response by resources within Waldo County.

D. The emergency operations plan (EOP) identifies and assigns specific areas of responsibility for performing functions in response to an emergency or disaster. Areas of responsibility addressed include the following:

Specific Areas of Responsibility	**County EOC**	**County SO**	**County RCC**	**State Govt**	**Muni Govt**	**Private**
Administration and Finance	S	T	T	P	P	T
Agriculture and Natural Resources	S	T	T	P	S	T
Alert and Notification	S	T	P	P	S	T
Communications	P	S	P	P	S	T
Critical Infrastructure/Key Resource Restoration	S	T	T	S	S	P
Damage Assessment	S	T	T	S	P	P
Debris Management	S	T	T	P	P	P
Detection and Monitoring	S	S	S	P	S	S
Direction, Control and Coordination	P	S	S	P	P	T
Donation Management	S	T	T	P	T	T
Emergency Public Information	P	T	S	P	S	T
Energy and Utilities Services	S	T	T	S	S	P
Fatality Management and Mortuary Services	S	S	T	P	T	T
Firefighting/Fire Protection	S	T	S	P	P	T
Hazardous Materials	S	T	T	P	S	T
Human Services (Assistance)	S	T	T	P	P	S
Human Services (Food, Water, Commodities)	S	T	T	P	P	S
Incident and Needs Assessment	P	S	S	P	P	T
Information collection, analysis & dissemination	P	S	S	P	P	T
Law Enforcement	S	P	S	P	P	T
Mass Care and Sheltering	P	T	T	P	S	P
Mutual Aid	P	T	T	P	P	T
Population Protection (Evacuation)	P	S	S	P	P	T
Population Protection (Shelter-In-Place)	S	T	S	S	P	S
Private Sector Coordination	P	T	T	P	S	P
Public Health and Medical	S	T	S	P	P	S
Public Works and Engineering	S	T	T	P	P	S
Resource Management and Logistics	P	S	S	P	P	S
Search and Rescue (Wildland)	S	S	S	P	S	S
Search and Rescue (Urban)	S	S	S	P	S	S
Transportation Systems and Resources	S	S	T	P	P	S
Volunteer Management	P	T	T	P	S	S
Warning (Public)	P	S	S	P	P	S
P = Primary S = Secondary T = Tertiary						

VI. ADMINISTRATION, FINANCE AND LOGISTICS

A. The County Commissioners have assigned the Waldo County EMA Director the responsibility for coordinating response to a multi-jurisdictional emergency and assisting in appropriate recovery efforts. This plan will be activated and terminated at the discretion of the EMA Director in consultation with the County Commissioners.

B. Responsibility for submitting reports to MEMA rests with the County EMA Director. County agencies and municipalities are responsible for providing reports on response activities, damages, and other related topics to the County EOC.

C. Records of expenditures and financial obligations in emergency operations are maintained by County Departments and municipal agencies using their own bookkeeping procedures. All receipts and bills relating to the emergency will be forwarded to the County EOC. The County Treasurer's Office is responsible for the overall financial program for the County of Waldo government during a disaster.

D. The County Commissioners have established a reserve account called the Disaster Recovery Fund (Account 0263). The County Commissioners voted on July 8, 2008, to give authority to the County EMA Director to utilize the Disaster Recovery Fund at his discretion. Funds will be disbursed by the County Treasurer. The County EMA Director will contact the County Commissioners at the first opportunity to report on any expenditures. Accounting will be accomplished using existing County accounting procedures. Funds may be utilized for disaster supplies, materials, equipment, rentals, leases and employee salaries.

E. The County Commissioners have established a reserve account called the Emergency Shelter Reserve Account (Account 0253). The County Commissioners voted on July 8, 2008, to give authority to the County EMA Director to utilize the Emergency Shelter Reserve Account at his discretion. Funds will be disbursed by the County Treasurer. The County EMA Director will contact the County Commissioners at the first opportunity to report on any expenditures committed. Accounting will be accomplished using existing County accounting procedures. Funds may be utilized for emergency shelter operational costs such as shelter supplies, materials, equipment, rentals and facility leases.

F. During a Presidential declared disaster, FEMA will reimburse county and local disaster response expenditures at 75%. The State may reimburse expenditures at 15%. Reimbursements may also come from hazardous material spillers, should those materials be involved in the incident. Further details may be found in the *2016 FEMA Public Assistance Program and Policy Guide* and the *2010 FEMA 329 - Debris Estimating Field Guide*.

G. Further details regarding emergency procurement may be found in the *2017 Waldo County EMA Department Procurement Policy* and the *2017 Maine EMA Sub-Recipient Finance Guidebook*.

VII. PLAN DEVELOPMENT AND MAINTENANCE

A. A continuous file of recommended changes or improvements will be maintained by the Waldo County EMA. The EMA Director will review this plan annually and ensure that all procedures, policies, data and responsibilities are current and reflect actual assignments. Others who note deficiencies in this plan should summarize those deficiencies in writing and submit the summary to the Waldo County EMA Office.

B. This plan will be updated at least every two years with continued public participation to ensure that it remains up to date and pertinent.

VIII. AUTHORITIES AND REFERENCES

A. AUTHORITIES

- Waldo County Commissioners Executive Order Implementing NIMS
- Waldo County Commissioners Policy Delegating Responsibility to the EMA Director
- Title 37B, Chapter 13, Maine Revised Statutes Annotated, the Maine Emergency Management Act, as amended
- Public Law 920-81, the Federal Civil Defense Act of 1950, as amended
- Public Law 99-499, the Superfund Amendments and Reauthorization Act of 1986
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act
- 29 CFR 1910.120, Hazardous Waste Operations and Emergency Response
- Homeland Security Act of 2002, Public Law 107-296, as amended
- Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295
- Homeland Security Presidential Directive 5, Management of Domestic Incidents
- Homeland Security Presidential Directive 8, National Preparedness

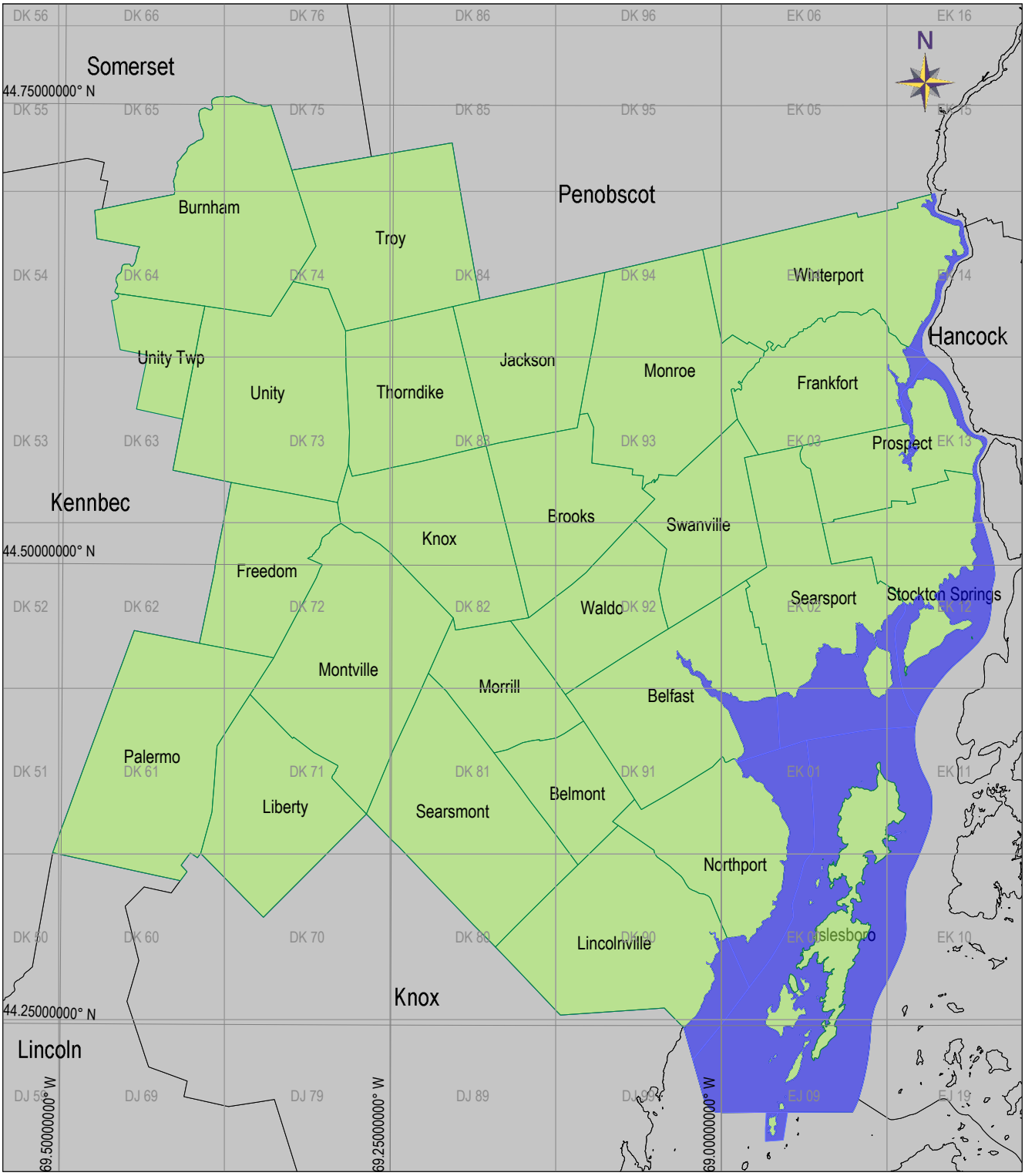
B. REFERENCES

The documents that support this EOP can be found in the following locations.

2017 Waldo County Hazard Mitigation Plan	EOC plans shelf
EOC Job Aids	EOC plans shelf
Resource lists	EMA computer file W:/5 – Resource Mgmt
Mutual aid agreements	EMA computer file W:/6 – Mutual Aid
Fixed-facility hazmat locations	EMA computer file W:/17 – LEPC
2013 National Response Framework	EMA computer file W:/7 – Planning
2007 State of Maine Emergency Operations Plan	EMA computer file W:/7 – Planning

A map of Waldo County political boundaries appears on page 13.

Waldo County Political Sub-Divisions



0 mi 5 mi 10 mi

0 km 5 km 10 km 15 km

Map prepared by R.E. Hoey, 2 Nov 2016.
Data from Maine Office of GIS with edits by author. Lasell Is. added to Waldo County to conform with state Unorganized Territory data.

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Waldo County Emergency Operations Plan

ANNEX A: DIRECTION AND CONTROL

I. PURPOSE

The Waldo County government must be able to direct and control those activities of government that are essential to saving lives, protecting property and the environment, stabilizing the incident, and restoring government services during and after a major emergency or disaster. This annex directs how emergency management and response personnel will be utilized to protect citizens and property when it is necessary. It details the relationships, response and recovery procedures, and use of emergency facilities to provide the coordination and control needed for each disaster response operation on a 24-hour basis.

II. SCOPE

Annex A defines the direction and control function for the Waldo County government and its integration with State and local entities. The plan links the 26 municipalities and their respective departments and organizations to the County department and response teams.

III. SITUATION AND ASSUMPTIONS

A. SITUATION

Most emergencies will be handled routinely by emergency services personnel at the municipal level. However, when an emergency is too large for a municipality to handle, even after drawing on mutual aid agreements with neighboring municipalities, or is outside the capabilities, resources or experience of the municipal emergency responders, or becomes too expensive for the municipality to finance, then municipal officials will request assistance from the Waldo County government.

B. ASSUMPTIONS

1. The only County emergency responders are the Sheriff's Office deputies and the Emergency Management Agency (EMA) staff and volunteers. Most resources that will be required by the municipalities will need to be requested from the State of Maine or from neighboring counties through the Waldo County EMA.

2. The County of Waldo government does not have fire, EMS, public health, public works, or land use, zoning and building authorities. These are municipal authorities.

3. The County of Waldo does not have "law-making" authority, and as such, cannot declare a "state of emergency" which would provide for additional disaster authorities. The County Commissioners do have the authority to direct all non-elected county employees to support emergency management during a disaster. Support from elected county officers, such as the Sheriff, Register of Deeds and Register of Probate must be requested, not directed.

4. The Maine Governor may declare a state of emergency and may delegate special powers and authorities to County officials should the Governor see appropriate.

IV. CONCEPT OF OPERATIONS

A. EOC ACTIVATION

1. Upon the direction of the County Commissioners or the County EMA Director, the County Emergency Operations Center (EOC) will be activated. There are three levels of County EOC activation. In many weather events, for which there is often substantial warning, the County EOC will at first consist of in-house EMA staff monitoring the situation themselves. As the situation grows, more personnel will be brought in. The levels are shown below:

Level	Title	Action
3	Standby	EMA Director and Deputy monitor an emerging situation.
2	Increased readiness	EMA staff and volunteers staff EOC on a limited basis.
1	Full activation	Entire County EOC staff is recalled for 24-hour operations.

2. Depending on the type and severity of the emergency, the EOC will be activated at one of three levels. A chart called "*Multi-Agency Coordination System (MACS) and Incident Command System (ICS) Activation Matrix*" and located on page A-7 indicates which level the EOC will be activated at. EOC levels may change depending on the current situational needs and will be decided by the EOC Manager or County Commissioners.

3. Notification of an emergency will typically come from the County Regional Communications Center (RCC), the MEMA Duty Officer, the National Weather Service (NWS), news reports, or directly from first responders in the field.

4. The County EMA staff will be responsible for setting up the County EOC. This will involve moving chairs and tables to a configuration shown on page A-3; hooking up telephones; setting up computers; turning on projectors and TVs; re-locating whiteboards; logging into online computer tools; setting out reference materials; and providing administrative supplies.

B. NATIONAL INCIDENT MANAGEMENT SYSTEM

1. Waldo County and its constituent municipalities utilize two components of the National Incident Management System (NIMS) - the Multi-Agency Coordination System (MACS) and the Incident Command System (ICS) – for all command and control organizations, including the Emergency Operations Center (EOC) and the on-scene incident command organization. By executive order dated February 28, 2006, Waldo County established NIMS as the county standard for incident management. Each municipality in Waldo County has enacted either an EMA/NIMS ordinance or a Board of Selectmen Executive Order.

2. The ultimate responsibility for direction and control of emergency operations belongs to the elected officials. For Waldo County, these are the County Commissioners. The Commissioners have delegated the authority to activate the County EOC and coordinate emergency operations to the County EMA Director. The Commissioners will remain as the policy makers for the County.

3. The Incident Commander (IC) is the senior officer on the incident scene from the emergency service best suited to handle the situation. For nearly all emergency incidents, the municipality will designate an Incident Commander, which is usually the municipal Fire Chief. When a single incident crosses municipal boundaries or encompasses several municipalities, an Area Command (overseeing several geographical incident commands) or a Unified Command (consisting of representatives from the involved municipalities) may be established to manage the entire incident. At this time, there is no Agency Administrator with authority under Maine law to designate an Area Commander. Either the municipalities involved will jointly agree on an individual to be the Area Commander, or the Governor will select the individual after being petitioned to do so by the County EMA Director. Identification of who and what type of command organization is created for a specific incident can be found on a chart called "*Multi-Agency Coordination System (MACS) and Incident Command System (ICS) Activation Matrix*" and located on page A-7.

4. The Incident Commander, Unified Command and/or Area Command have full authority and responsibility for managing incident operations as determined by law, current policy, and the broad direction provided in the State, County and municipal emergency operations plans.

5. The senior Law Enforcement officer may be designated the Incident Commander during an emergency involving criminal intent, such as a terrorist attack, shooting or a hostage situation.

6. Each municipality will be responsible for establishing a municipal EOC, as needed, to oversee municipal emergency response and recovery operations.

C. INCIDENT COORDINATION

1. The incident command is typically established by a municipality at a specific location and is given a title that reflects that location, such as Main Street Command. During an emergency that is large enough to warrant the activating of the EOC, there may be several incidents ongoing at the same time within a municipality or the County, and each incident will have its own Incident Commander. A municipal EOC will oversee all incident commanders within its jurisdiction. Information regarding the situation will be forwarded from each command post to the municipal EOC. The municipal EOC will forward situational and resource request information to the County EOC. The County EOC will coordinate with the State EOC, other County EOCs, mutual aid partners and liaisons from support agencies.

2. In other instances, the Incident Commander may request the County Incident Management Assistance Team (IMAT) to assist. If the incident is small in complexity and duration, the IMAT may provide enough assistance that the municipal and County EOCs may not need to be opened. The IMAT may communicate situational assessments and resource requests directly to the County EMA office and State entities, such as the Maine State Police, Maine Dept of Environmental Protection, Maine Emergency Management Agency (MEMA), and the U.S. Coast Guard.

3. If there are incidents ongoing concurrently in several municipalities, each municipal EOC will report to and request assistance from the County EOC. The County EOC in turn will report to and request assistance from the State EOC. The organizational chart A.1 on page A-4 shows a typical chain of coordination for an emergency taking place in multiple jurisdictions that follows ICS and MACS principles.

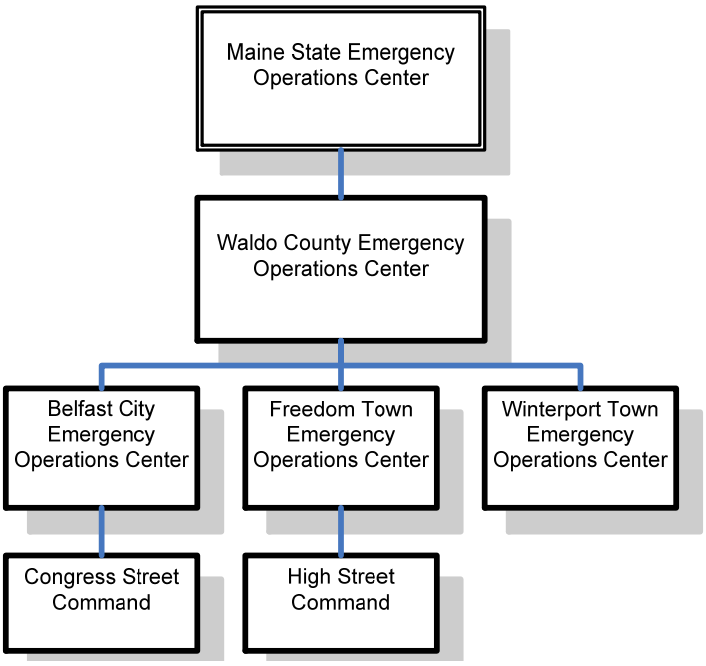


Figure A.1: Coordination of an incident taking place in multiple municipalities

D. KEY PERSONNEL AUTHORITIES AND LIMITATIONS

1. The IC has the authority to coordinate the use of resources and personnel at the scene of an emergency. If there is more than one incident within a municipality, a municipal EOC shall determine which IC receives what resources and personnel. When the municipality does not have enough resources to respond to and recover from the emergency, the municipal EOC will request assistance from the Waldo County EOC.

2. The Waldo County Commissioners have final responsibility for all County government operations, except for the Sheriff's Office. However, the Commissioners have delegated the authority to activate and coordinate emergency operations to the EMA Director. The Director is authorized to activate this emergency operations plan and is responsible for the coordination of emergency operations within the County. He does not command any County or municipal personnel or departments, except for the EMA staff.

3. At present in Maine law, the authority to order evacuations lies strictly with the Governor. On occasion, the Governor has delegated that authority to others, such as county EMA directors or Sheriffs. The County EMA Director does have the responsibility to coordinate evacuation operations or to issue evacuation information to the public. This will be accomplished through regional television and radio broadcasts or by first responders in the communities.

4. The County EOC staff shall carry out the decisions of the policy makers (Commissioners) and the EOC Manager and coordinate with their contacts, representatives, and liaisons.

E. INFORMATION MANAGEMENT

1. Information management will include the collection, organization, display, analysis and dissemination of incident information in order to build situational awareness with all those involved in the incident. This is called building a common operating picture. Getting the right information, to the right person at the right time is critical to a successful response and recovery.

2. Methods of transmitting information will be further explained in Annex B Communications. Information providers and how their gather and transmit information is shown below:

Information Provider	Communication Method	How Gathered
Incident Commander	Radio, Cell Phone, E-Mail	Size up at incident scene
Regional Comm Center	Radio, Telephone, E-Mail	Field reports, Spillman, public
Local EM Directors	Telephone, Radio, E-Mail, D4H Live	Damage Assessment, Situation Reports
State EOC/EMA	E-Mail, Telephone, Radio, WebEOC	Reports from others
Central Maine Power	Telephone, E-Mail	Field Surveys, customers
Partners	Telephone, E-Mail	Varies

3. The Incident Commander shall report all incident information and request assistance through the Municipal EOC, if one has been established. Otherwise, the Incident Commander shall contact the County EOC directly. The Municipal EOCs shall report all incident information and request assistance from the County EOC, which shall do the same with the State EOC.

4. During large scale natural disasters, such as severe winter storms, ice storms, hurricanes and flooding, the municipal EOCs should complete Situation Reports and Damage Assessment Report (MEMA Form 7) to the County EOC. From this information, the County EOC will compile and send a summarized Situation Report and copies of all Form 7s.

5. When the County EOC is staffed at Level 3, the EOC staff will manage information using wall-mounted status boards, an online portal called D4H Live Operations and computer projectors. The EOC Information Manager will also upload certain status information to Maine's WebEOC. Whiteboards will be used during internet failures and to augment online tools.

Information Medium Displayed	Display Media	Processing Device
WebEOC	Projector Screen 1	EOC PC
D4H Live	Projector Screen 2	EMA Laptops/Tablets
Hurrevac or other Weather	Large TV 1	EOC PC or Cable
EOC E-mail	Large TV 2	EOC PC or Laptop
TV News, Weather Channel	Small TV	Cable
Facebook, Twitter	Computer Monitor	County Laptop
Spillman CAD	Computer Monitor	GIS PC

6. The County RCC and law enforcement agencies within the County use a Spillman Computer Aided Dispatching (CAD) system to coordinate information. This system tracks all calls for services managed by the RCC.

7. The State EOC will host a common operating picture display during a disaster using a secure online portal called WebEOC. WebEOC allows those with access to input situation reports, request resources and access statewide situational awareness information.

8. The creation of a Common Operating Picture (COP) is a process of presenting incident information for others to view and understand. A shared understanding of incident needs, priorities and status is vital to support effective decision making. The following information will be tracked and presented:

ESF	Subject	COP Medium(s)	Viewed By
1	Road & Bridge Status	EOC Status Whiteboards D4H Live WebEOC	County EOC Staff Town/County EOC staff County/State EOC staff
2	Emergency Communications Status	EOC Status Whiteboards WebEOC	County EOC Staff County/State EOC staff
3	Debris Removal Public Water Supply Public Waste Water	EOC Status Whiteboards	County EOC Staff
5	Damage Assessment Reports	EOC Status Whiteboards D4H Live E-mailed to State EOC	County EOC Staff Town/County EOC staff State EOC staff
5	Situation Reports	EOC Binder D4H Live	County EOC Staff Town/County EOC staff
5	Weather Reports	EOC Television NWS Website	County EOC Staff
6	Status of People	EOC Status Whiteboards WebEOC	County EOC Staff County/State EOC staff
6	Shelters/Warming Centers Mass Feeding Operations	D4H Live EOC Status Whiteboards 211	Town/County EOC staff County EOC Staff General Population
6	Individual Assistance Reports	EOC Spreadsheet E-mailed to State EOC	County EOC Staff State EOC staff
7	Resource Management	EOC Status Whiteboards D4H Live WebEOC	County EOC Staff Town/County EOC staff County/State EOC staff
8	Disease Outbreak Status Hospital Facility Status	EOC Status Whiteboards	County EOC Staff
12	Power Outage Restoration Fuel Shortages	EOC Status Whiteboards D4H Live WebEOC	County EOC Staff Town/County EOC staff County/State EOC staff
15	Media Releases	EOC Tack Board	County EOC Staff

9. INFORMATION PRIORITY: It is vital that the municipal EOCs provide information to the County EOC on any activated warming centers; evacuation orders; roads closed; communications lost; casualty information; or loss of public safety resources.

Multi-Agency Coordination System (MACS) and Incident Command System (ICS) Activation Matrix

Emergency Event	Single Incident Commander	Unified Command	Area Command	Municipal EOC	County EOC	County IMAT	RACES
Aircraft Crash/Rescue (Small)	FD			Not Activiated	Level 3	Activated	Not Activiated
Aircraft Crash/Rescue (Large)		LE/FD		Activiated	Level 1	Activated	Activitated
Aircraft Down - SAR (Small)		MSP/FD		Not Activiated	Level 3	Activated	Not Activiated
Aircraft Down - SAR (Large)		MSP/FD		Activiated	Level 1	Activated	Activitated
Aircraft Down - SAR (Marine)			USCG/MSP/MMP	Not Activiated	Level 2	Activated	Activitated
Building/Bridge Collapse w/casualties	FD			Activiated	Level 1	Activated	Activitated
Dam Breech	FD			Activiated	Level 3	Not Activiated	Not Activiated
Disease Outbreak/Pandemic	HO			Minimum Staff	Level 2	Not Activiated	Not Activiated
Earthquake with structural damage	FD			Activiated	Level 1	Activated	Activitated
Explosion without casualties		LE/FD		Activiated	Level 2	Activated	Activitated
Explosion with casualties		LE/FD		Activiated	Level 1	Activated	Activitated
Hostage Incident	LE			Not Activiated	Level 2	Activated	Not Activiated
Hurricane				Activiated	Level 1	Not Activiated	Activitated
Major Flooding	FD			Activiated	Level 1	Not Activiated	Activitated
Major Forest Fire (Single Jurisdiction)		MFS/FD		Activiated	Level 2	Activated	Activitated
Major Forest Fire (Multi-Jurisdictional)			MFS	Activiated	Level 1	Activated	Activitated
Major Structure Fire	FD			Not Activiated	Not Activated	Activated	Not Activiated
Mass Casualty Incident		LE/FD		Not Activiated	Level 3	Activated	Not Activiated
Non-Petroleum HazMat Release	FD			Activiated	Level 2	Activated	Not Activiated
Oil Spill greater then 1,500 gallons	FD			Not Activiated	Level 3	Not Activiated	Not Activiated
Oil Spill in a Waterbody		USCG		Not Activiated	Level 2	Not Activiated	Not Activiated
School Bomb Threat	LE			Not Activiated	Level 3	Not Activiated	Not Activiated
School Shooting		LE/FD		Activiated	Level 1	Activated	Activitated
Ship/Boat Sinking			USCG/MMP	Not Activiated	Level 2	Activated	Activitated
Terrorist Attack		FBI/LE/FD		Activiated	Level 1	Activated	Activitated
Tornado/Microburst	FD			Activiated	Level 1	Activated	Activitated
Train Derailment	FD			Not Activiated	Level 2	Activated	Activitated
White Powder Incident		LE/FD		Not Activiated	Not Activated	Activated	Not Activiated
Winter Storm - Severe				Activiated	Level 2	Not Activiated	Activitated

EMS = lead emergency medical technician, FD = fire chief, HO = municipal health officer, IMAT = Incident Management Assistance Team, LE = lead law enforcement officer (may be County or municipal officer), MFS = lead Maine Forest Service ranger, MMP = lead Maine Marine Patrol officer, MSP = lead Maine State Police officer, RACES = Radio Amateur Civil Emergency Service team, SAR = search and rescue operation, SO = assigned County Sheriff officer, USCG = senior U.S. Coast Guard officer.

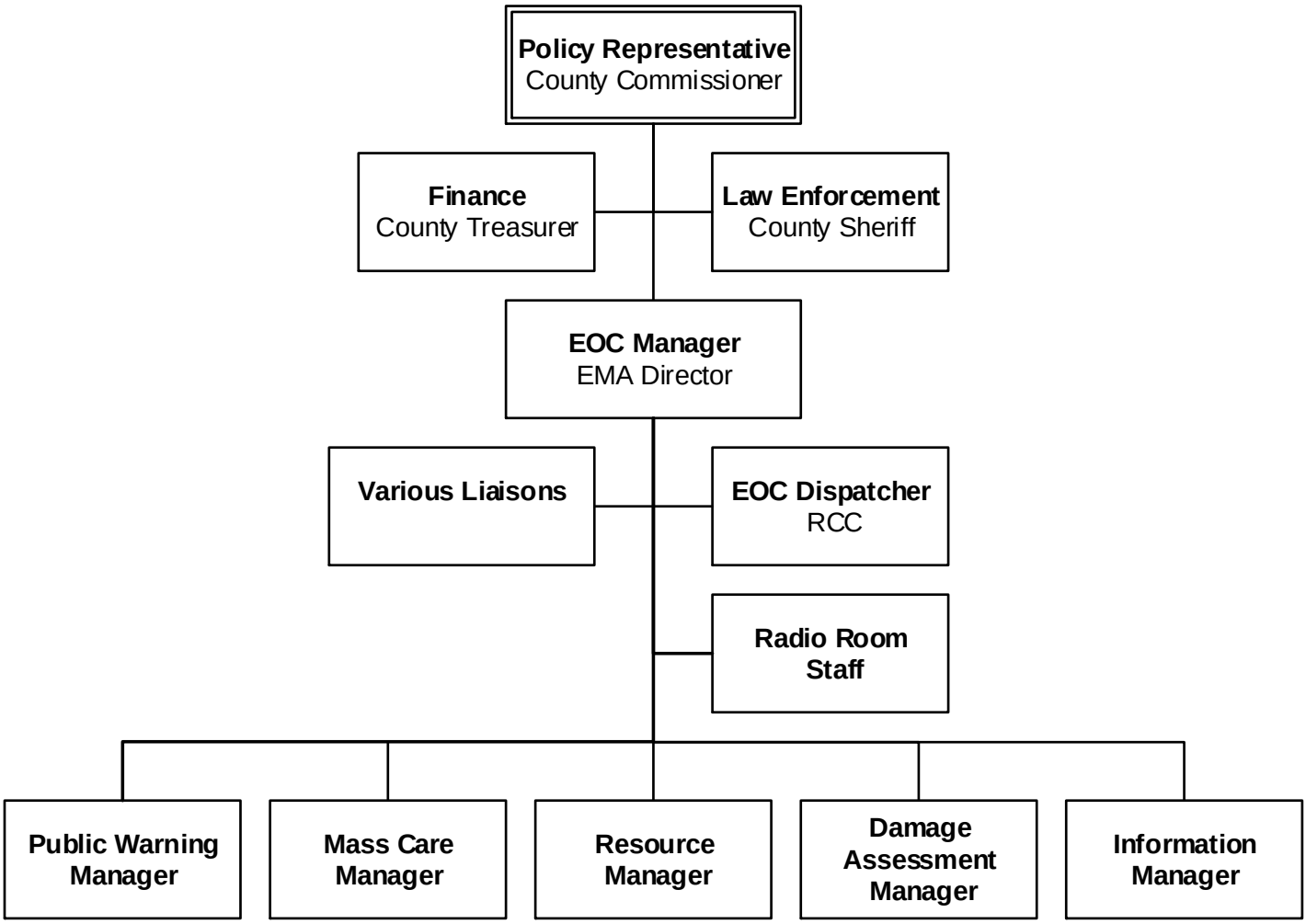
V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

1. The County Commissioners exercise broad control over emergency operations. They give guidance on matters of basic policy, and provide official information and instructions to the public. It is the responsibility of the County EMA Director to ensure operational readiness for emergency activation of the EOC.

2. EOC staff analyze all available information on the situation. They develop and refine a response and recovery strategy, plan the deployment of field units, and help ensure that the operating forces of involved agencies work in a mutually supportive way.

B. EOC ORGANIZATION: The County EOC is organized and staffed as shown below:



C. COUNTY EOC LAYOUT

1. The Waldo County EOC is the coordination center for all County emergency operations during a major emergency or disaster. It is staffed by County employees and volunteers. Should an activation of the County EOC be required, the County EMA staff will set up the EOC tables and chairs in the following layout (Figure A.2). The EOC staff will occupy assigned positions within the EOC. Specific telephones, assigned to specific staff positions will be plugged into ceiling and placed on the tables at the assigned positions. See Annex C Communications for the assigned phone numbers.

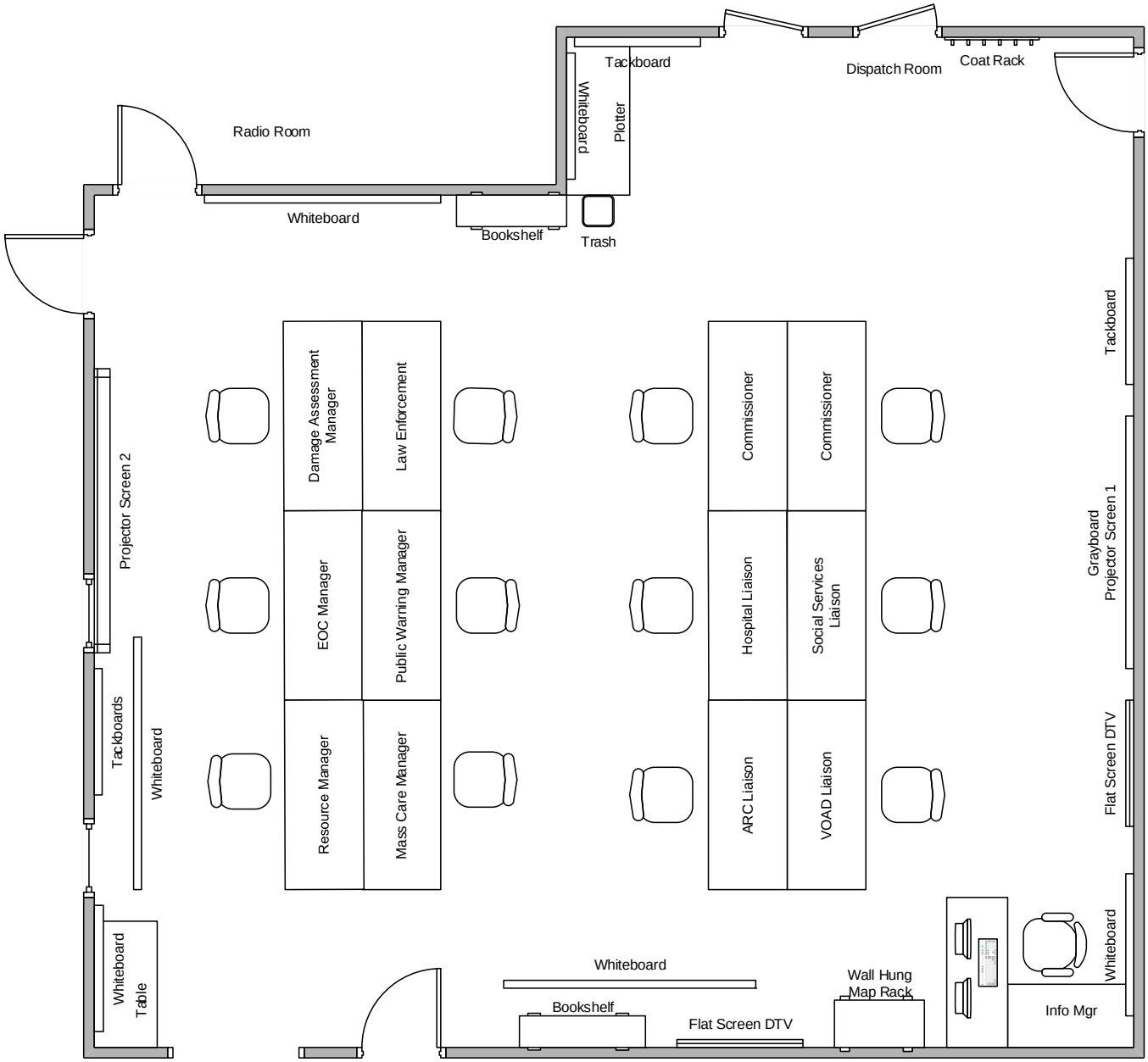


Figure A.2: Layout of the County EOC

D. EOC STAFFING IN RELATION TO THE FEDERAL ESFs

The Federal Government utilizes an Emergency Support Function (ESF) format to organize their response efforts. This is due to the fact that the Federal Government has many different departments and agencies that manage the same topic, such as Transportation. Waldo County, however, has little authority over several ESFs and have no multiple departments of agencies that are responsible for the ESFs. As such, the following table identifies which EOC staff member covers each of the ESFs.

EOC Staff Position	**ESF**
EOC Manager	ESF #5 – Information and Planning
Information Manager Radio Room Manager EOC Dispatcher	ESF #2 – Communications
Public Warning Manager	ESF #15 – External Affairs
Resource Manager	ESF #4 – Firefighting ESF #7 – Logistics ESF #11 – Agricultural and Natural Resources
Damage Assessment Manager	ESF #1 – Transportation ESF #3 – Public Works and Engineering ESF #12 – Energy
Mass Care Manager Social Services Liaison	ESF #6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services
Law Enforcement National Guard Liaison	ESF #13 – Public Safety and Security
Medical Liaison Public Health Liaison	ESF # 8 – Public Health and Medical Services
Forest Fire Liaison	ESF #4 – Firefighting
Environmental Protection Liaison	ESF #10 – Oil and Hazardous Materials Response
Search and Rescue Coordinator	ESF # 9 – Search and Rescue

E. EOC PRIMARY STAFFING: These positions may be assigned as needed.

1. **Policy Representative:** Provide policy guidance, approve media releases (unless delegated to the EMA/EOC Director) and make decisions relating to health, safety, and financial issues in protection of the County. May delegate some authorities and responsibilities to the EOC Director. The Policy Representative is one or more of the County Commissioners.

2. **Finance Officer:** Documents and tracks all expenditures by the County in relation to the emergency or disaster. Completes all purchasing for the EOC. This position is staffed by the County Treasurer or Deputy Treasurer.

3. **Law Enforcement Officer:** Manages planning and actions for traffic control and evacuations, provides security when needed and coordinates all law enforcement needs. This position is staffed by the County Sheriff, Chief Deputy or Lieutenant.

4. **EOC Manager:** Conducts general supervision and is responsible for coordinating all disaster response and recovery procedures and activities during an incident. Manages the EOC as a physical facility. Oversees the EOC staff. Takes direction from the Policy Rep. The EMA Director fills the position of EOC Manager.

5. **EOC Dispatcher:** Operates the public safety radio system and the Spillman Computer Aided Dispatch system. Manages incident information relayed by public safety radio and CAD. The RCC provides one or more dispatchers to the EOC when the EOC has been activated to a Level 1.

6. **Radio Room Manager:** Tests and operates all EOC amateur radio communications systems; supervises EOC amateur radio operations; and receives and releases all amateur radio messages. Monitors the EMA satellite phone and marine radio frequencies. Backup support for public safety radio communications. This position is filled with an amateur radio operator who has been selected by the EOC Manager. During an EOC Level 2 activation, this position, along with other radio operators will be responsible for all public safety radio transmission and monitoring.

7. **Public Warning Manager:** Coordinates emergency information within the EOC. With approval of the Policy Rep or EOC Manager, releases emergency information to the media for transmission to the general population. Updates the County EMA website, Nixle, Facebook, Twitter and 211.

8. **Resource Manager:** Tracks all resource requests from municipalities and County departments. Provides a consolidated report to the EOC Manager for prioritization. Tracks the status of all deployed resources acquired from other agencies. Coordinates resource requests with resource providers, primarily through the State EOC using WebEOC. May supervise additional positions as described in Annex H Resource Management and on page A-11.

9. **Information Manager:** Answers all incoming EOC telephone calls and redirects the calls to the appropriate EOC staff position. Collects all event logs and other documentation for incorporation into a single after-action report. Provides incident information to the State EOC using WebEOC, e-mail and phone calls.

10. **Damage Assessment Manager:** Coordinates the collection of data relating to damages incurred during the incident. Collects and consolidates municipal Form 7s. Tracks roads closed and structures damaged during the incident. Maintains contact with the power companies and tracks electrical transmission restoration information.

11. **Mass Care Manager:** Acts as the liaison with the American Red Cross for sheltering operations. Coordinates with municipalities regarding their community warming centers. Coordinates resource needs for shelters and warming centers. Coordinates resources for providing mass feeding, transportation to shelters and human services. This position may be filled by a Red Cross volunteer or a County employee.

F. EOC AUGMENTED STAFFING: During a large disaster, subordinate positions may be created in order to delegate some of the work.

1. **Human Services Manager:** Locates and coordinates with Federal, State, local and non-profit general assistance functions. Manages and coordinates Individual Assistance information. Works for the Mass Care Manager.

2. **Power Outage Manager:** Maintains contact with the power companies and tracks electrical transmission restoration information. Works for the Damage Assessment Manager.

3. **Infrastructure Damage Manager:** Tracks roads closed and structures damaged during the incident. Coordinates resources for road repairs and structure stabilization. Works for the Damage Assessment Manager.

4. **Volunteer Manager:** Tracks, manages, credentials and assigns all spontaneous volunteers and volunteer groups. Provides a consolidated report to the EOC. Coordinates with the State Volunteer Reception Center (VRC). Works for the Resource Manager.

5. **Donations Manager:** Tracks and manages all donations from non-governmental organizations (NGOs) and private citizens. Provides a consolidated report to the EOC. Works for the Resource Manager. Works closely with the Supply Manager.

6. **Supply Manager:** Manages, tracks and completes the requests for all government-provided or contracted vehicles, equipment, supplies, materials and services. Provides a consolidated report to the EOC. Works for the Resource Manager. Supervises the Warehouse Managers, Storage Area Managers and the Distribution Manager.

7. **Warehouse Manager:** Inventories and stores all materials and items in secure and weather-resistant facilities. There should be a warehouse manager at each warehouse location.

8. **Storage Area Manager:** Inventories and stores all materials and items in a secure paved parking area. There should be a storage area manager at each storage location.

9. **Distribution Manager:** Coordinates the delivery of resources from the warehouse to requestors, especially the municipal supply drops. Is responsible for and communicates with the cargo trucks and drivers.

G. EOC LIAISON STAFFING: Liaison officer positions may be activated in the EOC. This will come from outside agencies that have an interest or resources involved with the response.

1. **Medical Liaison:** Provides liaison between the Waldo County EOC and the Waldo County General Hospital. Coordinates medical needs for the hospital and provides victim information to the EOC. Establishes contact with all the clinics in the County.

2. **Public Health Liaison:** Provides liaison between the Waldo County EOC and the Maine CDC. Coordinates public health needs with the municipal health officers in the county and provides public health information to the EOC.

3. **Social Services Liaison:** Provides liaison between the Waldo County EOC and Waldo Community Action Partners. Coordinates social services for the county and provides social service information to the EOC. Establishes contact with all other social service agencies in the County.

4. **Volunteer Organizations Active in Disaster (VOAD) Liaison:** Provides liaison between the Waldo County EOC and Maine VOAD. Coordinates VOAD participation in the emergency. Provides management of all VOAD entities operating within the County.

5. **National Guard Liaison:** Provides liaison between the Waldo County EOC and the Maine National Guard (NG). Coordinates NG missions for the County and provides NG information to the EOC. Establishes contact with the NG Joint Operations Center (JOC).

6. **Civil Air Patrol Liaison:** Provides liaison between the Waldo County EOC and the Maine Wing of the Civil Air Patrol. Coordinates Civil Air Patrol missions for the County and provides Civil Air Patrol information to the EOC.

7. **Coast Guard Auxiliary Liaison:** Provides liaison between the County EOC and the U.S. Coast Guard (CG) and Auxiliary. Coordinates CG missions for the County and provides CG information to the EOC. Establishes contact with the CG's Belfast Marine Safety Detachment.

8. **Forest Fire Liaison**: Provides liaison between the County EOC and the Maine Forest Service. Coordinates wildfire resource requests for the County and provides wildfire information to the EOC. Establishes contact with the wildfire IC.

9. **Transportation Liaison**: Provides liaison between the County EOC and the Maine Department of Transportation. Coordinates transportation system requests for the County and provides current transportation status information to the EOC.

10. **Environmental Protection Liaison**: Provides liaison between the County EOC and the Maine Department of Environmental Protection. Coordinates all environmental cleanup operations located in the County during the emergency.

11. **Search and Rescue Coordinator**: Oversees all search and rescue activities taking place in the County. Coordinates SAR resource requirements. This position may be filled by the Maine Wardens Service, the Waldo County SAR Team or a liaison with the FEMA Urban SAR teams.

12. **Federal Law Enforcement Liaison**: Tracks all law enforcement operations for which the federal government has jurisdiction relating to an emergency event located in Waldo County. Updates and coordinates with the County EOC Law Enforcement Officer.

H. OTHER COUNTY-BASED EMERGENCY RESPONSE UNITS

1. The **Waldo County Sheriff's Office** consists of a Patrol Division and a Corrections Division. The Patrol Division consists of 17 full-time and 4 part-time officers. The Corrections Division consists of 12 full-time and 10 part-time officers. Typically, the Sheriff, Chief Deputy or Lieutenant will staff the Law Enforcement position in the County EOC and direct all County law enforcement response operations. State Statute 30-A section 382 allows the Sheriff to appoint special deputies during states of emergency as listed in State Statute 37-B.

2. The **Waldo County Regional Communications Center** (RCC) consists of 16 full-time dispatchers. During a Level 1 activation of the EOC, one or more RCC dispatchers will be assign to the County EOC to dispatch specifically for the incident for which the EOC has been activated. The Dispatcher will work from the GIS/Dispatch Room and will monitor the Law Enforcement, and Fire/EMS radio dispatching channels. They will utilize the County *Spillman* Computer Aided Dispatching (CAD) system. They will also monitor the Maine Harris digital-trunked radio system, which will be the link to all State agencies by radio. Additionally, the RCC and EOC are linked by telephone, intercom, radio and intranet.

3. The **Waldo County Radio Amateur Civil Emergency Service** (RACES) and **Amateur Radio Emergency Service** (ARES) supplies volunteers to the County EMA for a dedicated backup communications system. The ham radio volunteers work out of a radio room located off the Waldo County EOC Operations Room. From this location, they can contact ham radio operators in all other county EOCs and the State EOC. The Waldo County EMA also maintains and operates an amateur radio communications truck. The volunteers have the capability of operating this radio truck from any location in the County and it will typically be dispatched to an incident scene should additional communications be required by an Incident Commander. Many of the volunteers have portable ham radio equipment and may be dispatched to emergency shelters, Waldo County General Hospital or municipal EOCs. Additionally, the County EMA has established an amateur radio reservist program that enlists local, non-affiliated, FCC-licensed ham radio operators during a disaster to provide radio communications from local town offices, fire stations and mass care/health facilities.

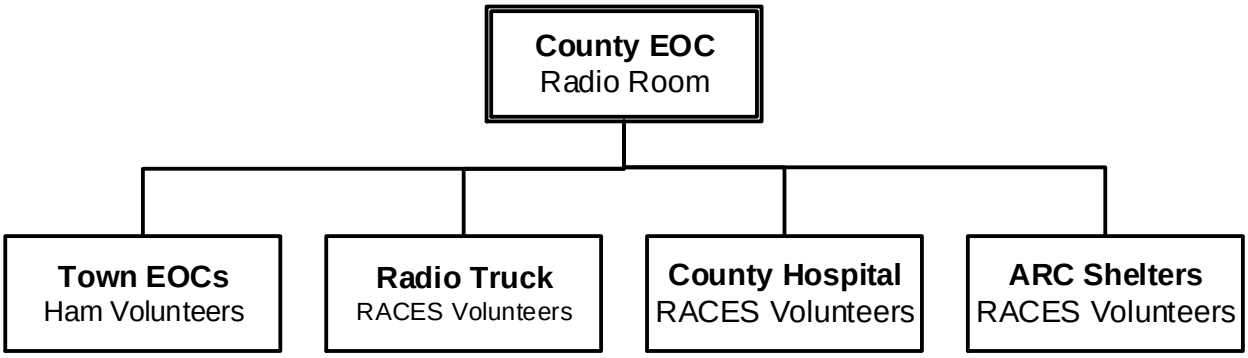


Figure A.3: Ham radio coordination during an emergency

4. The **American Red Cross (ARC) Disaster Services Unit** provides trained volunteers to assist with the staffing and equipping of three regional emergency shelters. This will be detailed in Annex F: Mass Care. The County EOC staff includes a Mass Care Manager. The Red Cross Shelters are managed under the control and supervision of the Red Cross. They report to and are provided assistance from the County EOC. There may be a Red Cross Liaison located in the County EOC. The Community Warming Centers are under the control and supervision of the Town EOCs.

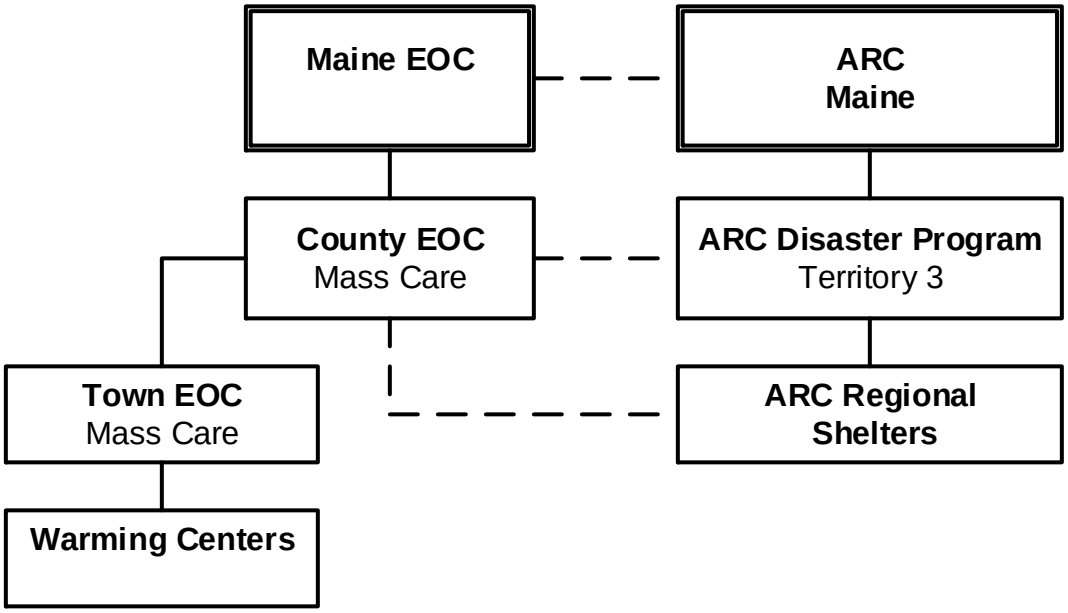


Figure A.4: Shelter coordination during an emergency

5. The **Waldo County Shelter Support Package** consists of a trailer, 200 cots and blankets, and an administrative support package. The cots and blankets are not stored in the trailer however, but are stored inside the EMA garage.

6. The **Waldo County Pet Shelter Team** consists of pet shelter management volunteers and a pet shelter response package. The team will help to prepare and equip a County Pet Emergency Shelter. Staff augmentation may be requested from various volunteer groups, such as the 4-H, Boy Scouts, Humane Society or the UMaine Cooperative Extension. The shelter will be located in a garage behind the Troy Howard Middle School or in the bus garage at the Mount View School Complex. More information may be found in the *Waldo County Domestic Cat and Dog Emergency Sheltering Plan*.

7. The **Waldo County Incident Management Assistance Team** (IMAT) is a Type 4 (county-level) team that can be requested through the County EMA office to augment an Incident Commander's organization. The IMAT provides personnel and resources to fill key ICS support positions. The IMAT has a mobile command vehicle fully equipped with communications gear, references, equipment and supplies.

a. The IMAT does not normally fill the Incident Commander position, but may be called upon to fill any other ICS position. The Incident Commander position will normally be filled by municipal, county, or State emergency responders or agency representatives. For example, a State Police officer, County Sheriff's deputy or municipal police officer may assume the role of Incident

Commander during a criminal incident. During a hazardous materials (hazmat) incident, a municipal fire chief may assume command during the response phase, but pass command to a Maine Department of Environmental Protection Hazardous Materials and Oil Spill Team Leader during the long-term recovery phase. The Waldo County IMAT augments the ICS structure.

b. All General Staff sections (Finance, Planning, Operations and Logistics) and their respective Units may be further expanded depending on the size and complexity of the incident. Many of the IMAT personnel have taken specialized training in unit-level positions such as Situation Unit Leader and Communications Unit Leader. However, filling all unit leader positions will require activation of the Statewide IMAT system and the deployment of other County, State and Federal resources. This will be accomplished by contacting the MEMA Duty Officer and requesting activation of the State Mutual Aid system or by contacting a neighboring team directly and asking for assistance. The Waldo County team can be paged out over the Waldo County RCC radio pager toning system.

8. The **Waldo County Decontamination Strike Team** supplies operations-level first responders who can respond to hazardous material releases within the County. All team members are also municipal firefighters. The team's fully stocked response trailer is located at the County EMA Storage Barn. The team can be paged out over the Waldo County RCC radio pager toning system.

I. USING THE COUNTY EOC FOR AN INCIDENT COMMAND POST

1. There may be times when the County EOC Operations Room may be used as an Incident Command Post (ICP) instead of a Multi-Agency Coordination System (MACS) facility. This will be due to the nature, location and complexity of the event. One example of this circumstance would be a maritime search and rescue operation in Penobscot Bay. The ICP would report directly to the State EOC. The County EOC would not be serving any municipal EOCs and the ICP would be able to encompass most of the planning and logistical activities that the EOC would provide.

2. When the EOC Facility is being used as an Incident Command Post, the following room assignment will be made. The room layout for the ICP is shown in *Figure A.5: Incident Command Post Floor Plan Layout* on page A-16.

Room #	Room Name	ICP Assignment
124	Sheriff's Conference Room	Incident Command Staff
106	EMA Admin Area	Finance Section
104	EOC Operations Room	Planning and Logistics Sections
110	GIS/Dispatch Room	Incident Dispatcher/GIS Planner
107	EOC Radio Room	Incident Communications Center

3. Additionally, the ICP may make use of the EMA Kitchen, bathrooms, photocopiers, printers, wifi access and administrative supplies.

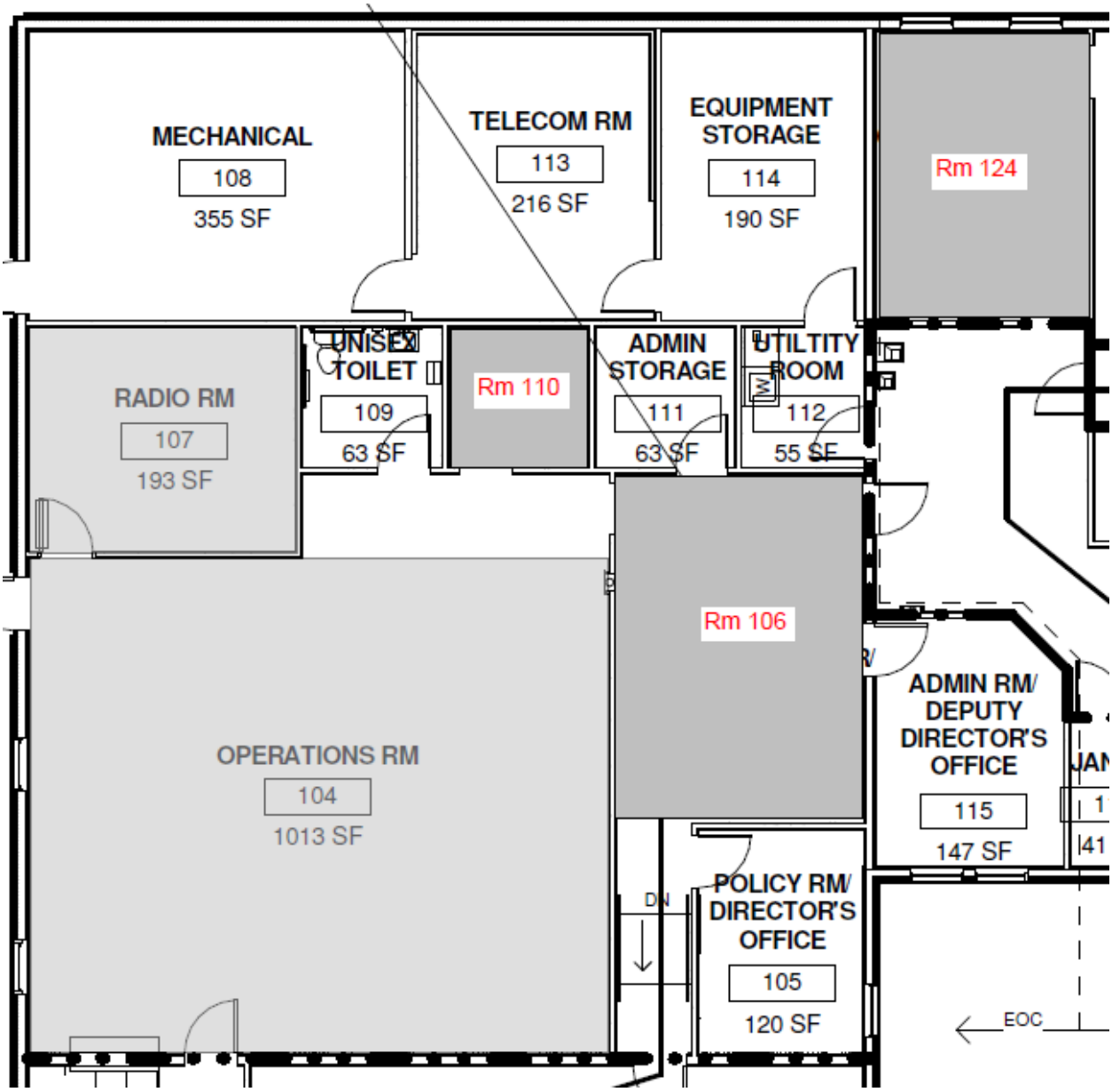


Figure A.5: Incident Command Post Floor Plan Layout

4. The chairs and tables will be rearranged so that there are two works areas – one for the Planning Section and one for the Logistics Section – and a briefing area which will be used for the Planning "P' briefings.

VI. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. The following reports and forms are utilized to manage most emergencies.

a. **Log of events**: EOC staff will keep a written chronological record of emergency events. Typically the ICS form 214 is utilized. The Amateur Radio Operators may also use the Form 9120 Station Radio log to track incoming and outgoing radio traffic.

b. **Financial records**: The EOC Finance Officer will track all expenditures and keep copies of all bills incurred during the emergency.

c. **Situation Report**: Each municipal emergency management director will compile a situation report daily and forward it to the County EMA Director. The County EOC will compile and summarize these reports to produce a county situation report and forward it to the State EOC on WebEOC or in hard copy. Information shall include actions taken, resources consumed, and resource shortfalls.

d. **Resource Request Form**: Each municipal emergency management director will submit all requests for resources to the County EOC on a pre-developed Request for Assistance form. The County EOC will compile all municipal requests and forward a prioritized list to the State EOC. Some entities, such as the Waldo County General Hospital and Waldo Community Action Partners (WCAP), may submit their own requests directly to the County EOC.

e. **Damage Assessment Form (Form 7)**: Each municipal emergency management director will complete a damage assessment for any public and private damages incurred in their community during a disaster, using Form 7 – Damage and Injury Assessment, and forward it the County EOC. The County EOC will compile all damage assessment forms and forward a County assessment to the State EOC.

f. **Hazardous Materials Incident Report (AR-1 Form)**: Any facility or incident commander that encounters a hazmat release will complete Form AR-1 – Hazardous Materials Incident Initial Notification detailing the incident. The information on this form will be forwarded to the County RCC or EOC. The information will be forwarded to the State EOC and Maine Department of Environmental Protection. The spiller must notify the National Response Center (NRC) if there is a possibility that navigable waters may become contaminated or if Federal hazardous materials response resources are needed.

g. **Road Damage Report**: Local emergency managers, fire officers and road commissioners may fill in and submit reports to the County EOC on a locally-developed form that tracks road damages and status caused by flooding, snow and ice, tree debris, and damages to the Central Maine Power (CMP) transmission system. Road damage information will be inputted into WebEOC and D4H Live Ops. CMP damage information will be e-mailed to CMP and inputted into D4H Live Ops. Before the EOC is completely operational, some road closure information will have been collected by the County RCC. The EOC will collect this information from the RCC and add it to it's electronic databases.

2. The following computer-based online applications will be used to helps manage the EOC information management.

a. **WebEOC**: WebEOC is the State EOC's common operating picture data management tool. County and State emergency managers, the State EOC emergency response team (ERT), some general hospitals, and some other limited partners use this system to input, track and display disaster information. The Waldo County Information Manager and EOC Manager will input strategic-level and situation report information into WebEOC. WebEOC will be continuously displayed in the County EOC.

b. **D4H Live**: D4H Live is the County EOC's common operating picture data management tool. The County EOC staff, municipal EM directors and County RCC all have access to this system to input, track and display disaster information. D4H Live Operations may be displayed as needed, however, all EOC staff will have access to the same information on their computers and tablets.

c. **D4H Decisions**: D4H Decisions is the County EMA's system for tracking the training, participation and qualifications of all it affiliated volunteers. This system will be used to ensure that personnel tasked for assignment meet required qualifications.

d. **Spillman**: The Spillman Computer Aided Dispatch (CAD) system is the primary common operating picture for the County RCC and all law enforcement agencies located in Waldo County. Natures and complaint information is inputted by the RCC and law enforcement officers. This system is also used to "page-out" all fire departments (except Lincolnville) and ambulance services in the County. Spillman will be utilized by the EOC Dispatcher located in the GIS/Dispatch Room, which is off the EOC Operations Room. It may be continuously displayed in the EOC.

B. LOGISTICS

1. The County EMA provides logistics support for the County EOC staff. Incident Commanders are first supported by their department or municipal EOC and then by the County EOC. Requests for logistics support will be submitted on the Request for Assistance form. Each municipal emergency management director is trained in the use of this form. Situational information will be forwarded by the municipal emergency management director to the County EOC on the State Situational Report form. Damage assessment information will be forwarded on State Form 7.

2. The primary Waldo County EOC location is within the offices of the Waldo County EMA at 4 Public Safety Way in Belfast. A temporary alternate on-site EOC is located in the classroom at the RCC. The alternate County EOC is located in the Waldo County Technical Center on Route 137 in the Town of Waldo. Any request to open the alternate EOC must be made to the Director of the Waldo County Technical Center. In such cases, the EMA communications truck will be deployed to provide additional communications for the alternate EOC.

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Waldo County Emergency Operations Plan

ANNEX B: COMMUNICATIONS

I. PURPOSE

Communications during an incident are crucial. The Communications Annex provides information on establishing, using, maintaining, augmenting and backing up all types of communication devices needed during emergency response operations. It describes the communication systems in place and the responsibilities and procedures for using them.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Effectively communicating situation information, resource requests and decisions between government officials, emergency responders and emergency management officials is vitally important during an emergency. The choice of communication medium will vary with each incident depending on location, equipment interoperability, reliability, timeliness and what is being communicated.

2. The primary means of communication between the County Emergency Operations Center (EOC), the Incident Commander and first responders will be two-way radio. Cell phones will be used as a backup, when service is available. If necessary, ham radio operators and equipment will be deployed to the incident scene to set up a communications net.

3. The primary means of communication between the County EOC, municipal EOCs and local shelters will be by landline telephone. If telephones are not working, the Internet, two-way public safety radios, ham radios, cell phones, and runners may be used.

4. The County EOC will communicate with the State EOC by landline phone, cellular phone, satellite phone, the NAWAS system, two-way radio, ham radio, email or the Internet.

B. ASSUMPTIONS

1. Communication systems and equipment are established and maintained in operational condition. These systems include the telephone system, the Internet, ham radios, and the County and municipal radio systems.

2. During a major disaster or utility outage, the telephone system may become inoperative, and the cell phone system may become overused. Certain radio frequencies may also be overused if a great many emergency responders are trying to communicate on the few available frequencies.

3. The County RACES (Radio Amateur Civil Emergency Service) team will provide ham radio operators when requested. FCC-licensed reservist ham radio operators will also be utilized.

4. Maine National Guard communications capabilities may be requested if needed during a communications outage or during a terrorist event involving weapons of mass destruction. National Guard assets include satellite phone and internet communications.

III. CONCEPT OF OPERATIONS

A. EMERGENCY TYPES

Emergency communications will be required to meet two different types of emergencies: the large single incident, such as a mass casualty incident or a hazardous materials release, and the region-wide disaster such as large-scale flooding, forest fires or a hurricane. Portable communications will be necessary for large single incidents, and fixed-facility communications will be utilized for region-wide disasters.

1. Large-scale incident

a. During the first hour or so of a large-scale emergency, the Incident Commander will communicate by portable or mobile two-way public safety radio with the Waldo County Regional Communications Center (RCC) or the County EOC, if it has been activated. Some first responders may have cell phones; however, cellular service is not always reliable in all parts of Waldo County. The Incident Commander should request the Waldo County Incident Management Assistance Team (IMAT) as soon as possible in order to expand the incident communications capability.

b. The Incident Commander may request that the Waldo County RCC or EOC contact the Maine Emergency Management Agency (MEMA) in order to request the CONOP frequencies. This is usually necessary when response personnel come from outside the County. The CONOP requestor should identify the Incident Commander, location and status of the incident, the specific request (CONOP level), and contact information. The RCC will immediately broadcast that a CONOPS incident is in effect and will indicate at what level (1–6), so that responders know what channels are now dedicated to the Incident Commander in charge of that incident.

c. In most cases, local public safety departments will use their own talk-around and repeater radio frequencies to communicate. In addition, the County Emergency Management Agency (EMA) radio frequencies may be used by the Incident Commander and municipal emergency management director to communicate with the RCC or with EOCs.

d. The Waldo County IMAT and RACES can provide wireless communications. The Waldo County EMA Director maintains a portable satellite telephone (011-8816-514-40428), which will work in all outdoor locations in the County. The Waldo County RACES team can deploy a ham radio communications truck that can also function in all parts of the county and has the added capability of transmitting data via digital means such as Packet and FLDigi. Pictures may also be transmitted by cell phone or by amateur radio EasyPal.

e. The Waldo County EMA Director may request the mobile command vehicle stationed in Bangor, the Maine Air National Guard Mobile EOC, or other emergency response vehicles and trailers from other counties. These vehicles come with additional wireless communications.

2. Region-wide Disaster

a. During a region-wide disaster, all affected municipalities and the County shall activate EOCs. Though the RCC will still be providing communications with local first responders in the field, the bulk of emergency communications should be between the County and municipal EOCs. The primary means of communication will be landline telephone, fax and Internet, unless these systems are down. The secondary means will be cell phone and public safety two-way radio. The third means will be by amateur radio.

b. The County EOC will also maintain communications with the Waldo County General Hospital's EOC through telephones, Internet, two-way public safety radios or amateur radio. When the situation warrants, a liaison from the Hospital will be assigned to the County EOC to facilitate communication between the two EOCs.

c. The County EOC will maintain communications with each activated American Red Cross–supported shelter through the telephone system. Should the landlines go down, a County RACES team member will be assigned to each shelter. This member will establish communications with the County EOC Radio Room.

d. The County EOC will maintain communications with the other county EOCs and the State EOC by telephone, fax, e-mail or WebEOC. Should the landline phone system and Internet go down, backup communications options include two-way public radios, NAWAS (National Warning System), satellite phones, cell phones and ham radio.

e. The State EOC uses the following prioritized list of contact methods: (1) Landline telephone, (2) Cellular telephone, (3) Internet (e-mail and WebEOC), (4) MEMA VHF radio, (5) NAWAS, (6) Satellite telephone, (7) Ham radio.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following are tasked with communications duties during an emergency.

- **EOC Manager:** During any level of activation of the County EOC, the EOC Manager or Information Manager will utilize WebEOC and e-mail to transfer large amounts of data to and from the State EOC and other county EOCs. The County EMA online portal D4H Live Operations may be used to communicate data with the municipal EOCs.

- **EOC Dispatcher:** During a level 1 activation of the County EOC, a dispatcher will be assigned and located in the EOC. The dispatcher will take all incoming radio calls and either direct the call to the appropriate EOC staff member or work the issue. The dispatcher will also monitor radio traffic on the State RegionNet frequencies. The Waldo County RCC will provide a dedicated communications dispatcher to fill this position.

- **Ham Radio Operators:** During any activation of the County EOC, at least two ham radio operators will be assigned and located in the ham radio room to staff the ham radio base stations. These operators will maintain communications with the State EOC, other county EOCs and RACES team members located at shelters, municipal EOCs and at incident scenes.

- **Communications Unit Leader (COML):** During a single large-scale incident, a communications unit leader may be provided by the County IMAT to assist the Incident Commander with establishing and supporting an incident communications plan. This plan will identify, organize and assign radio frequencies to each on-scene function or team.

- **Incident Communications Center Manager (ICCM)**: During a single large-scale incident, an incident communications center manager may be provided by the County IMAT to oversee the radio operators staffing the incident communications center(s). This manager will manage all incoming and outgoing message traffic.

- **Radio Operators (RADO)**: During a single large-scale incident, radio operators will be assigned to staff the RACES Radio Truck and/or the IMAT Mobile Command Post. At least two ham radio operators will be assigned and located in the truck to staff the ham radio mobile stations. These operators will maintain communications with the Waldo County ham radio room, the State EOC, other county EOCs and RACES team members located at shelters and municipal EOCs. At least one radio operator will be assigned and located in the mobile command post to staff the radio stations. This operator will maintain communications with the County EOC, the State EOC and other county EOCs.

V. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. **Accounting and Reimbursement:** The County EMA Director will use his county budget and grant funds to purchase any emergency requirements for communications equipment, supplies or repairs. Necessary expenditures greater than the EMA budget will be pre-approved by warrant signed by at least two of the three County Commissioners or charged against the Disaster Recovery reserve account, further described in the Basic Plan. The County EMA Director and Treasurer will track all expenditures. Payment requests and copies of all bills and invoices will be maintained for all expenditures.

2. **Contact information:** All contact information will be maintained on a spreadsheet called "Waldo Resource Datbase" located in the Resource Management folder in the County EMA electronic file system. Contact information is added and updated almost daily; inclusion in this plan is not practical.

B. LOGISTICS

1. **Internet:** As long as the Internet is up and running, it will be the primary means of transferring emergency data between the municipal EM Directors, County EOC and the State EOC and other county EOCs. Municipal EOCs may also use the Internet when they have access to it. The following Internet resources may be used:

a. **E-mail.** The use of e-mail, as practiced daily, will continue during the emergency. This is a quick and easy way to send short messages and attached documents. Damage Assessment, Situation Report and Request for Assistance forms may be submitted as e-mail attachments. The County EOC e-mail address is eoc@waldocountyme.gov. The County text mail address is 2073228684@email.uscc.net .

b. **WebEOC.** This online portal is operated by MEMA for the State, County and town EOCs and other EMA partners. The County EOC Manager or Information Manager will submit incident status information, requests for resources and damage assessment information through WebEOC at https://gateway.maine.gov/eoc7. A username and password are required to enter. These are provided by MEMA.

c. **HAN.** The Health Alert Network is an online portal operated by the Maine Center for Disease Control and Prevention. This portal provides current public health situation reports, alerts and other information. HAN is MEMA's primary means of communicating all alerts to the county EMA directors. HAN is located at https://www.mainehan.org. A password is required to enter.

d. **D4H Live.** Waldo County EMA maintains an online portal called D4H Live Operations, which allows documents to be posted and downloaded; log inputs to be made; online fillable forms to be filled in; and status boards to be updated. All municipal emergency management directors and County EOC staff will have access, which is located at https://d4h.live/login.

e. **D4H Decisions**. Waldo County EMA maintains an online portal called D4H Decisions, which allows documents to be posted and downloaded. It also records information on individual incident and training qualifications of all affiliated volunteers with EMA. All municipal emergency management directors and County EOC staff will have access, which is located at https://woimat.d4h.org/.

f. **Spillman**. Waldo County RCC and all the law enforcement agencies in the County use the Spillman CAD system. Officers use an internal e-mail system to notify one another and the RCC. The system also records all radio traffic on Police, Fire and EMS. The County EMA staff have access to Spillman to help gain situational awareness. During a Level 1 EOC activation, there will be a Dispatcher in the EOC who will be using Spillman to manage information. This can also be displayed within the EOC.

2. **Cellular telephones:** Though convenient, the cellular phone system is not considered to be reliable during an emergency. However, when functioning, cell phones will be used by incident commanders and first responders to communicate when a landline phone is not available. The cellular phone system may be used for voice communications in the EOC as needed. All County EMA and Sheriff's Office staff have government-issued cell phones. The EMA cell phones are blackberry phones which can receive e-mails.

3. **Landline telephones:** When functioning, the telephone system will be used by the County EOC and the RCC to communicate with one another and with the control centers of other emergency management and response organizations, private relief organizations, and the local media. These include the State EOC, municipal EOCs, municipal officials, fire, police and emergency medical services (EMS) departments, shelters, utility companies, hospitals, and other county EOCs and RCCs. The telephone system will be used for voice communications, fax transmissions, and text pager activations. Key County EOC telephone extensions are listed on the following chart. The EMA Director, Sheriff and RCC Director all have GETS Cards that allow greater priority in getting available circuits.

EOC/EMA Landline Phone System

Ext.	Jack #	Description	Purpose
401	63	Director's office	Primary extension for EOC activated at Level 2 or 3. May be used by County Commissioners for privacy.
402	53	Deputy Director's office	Primary extension for EOC activated at Level 2 or 3.
403	61	Communications Planner	Primary extension for EOC activated at Level 2 or 3.
404	C1	EOC Manager	Used by the EOC Manager; usually the EMA Director
406		GIS/Dispatch Room	Used by RCC Dispatcher(s)
408	25	EMA Kitchen	Used to reach EOC staff who are in the Kitchen
409	56	EMA Front Desk	Primary extension for EOC activated at Level 2 or 3.
411	C2	EOC Law Enforcement	Used by the Sheriff's Office rep to take all law enforcement–related calls
412	C3	EOC Public Warning	Used by the Public Warning Manager to take all calls from the media and public.
413	C4	EOC Resource Manager	Used by the Resource Manager to receive resource requests and status update information
414	C9	EOC Mass Care Manager	Used by the Mass Care Manager to take all calls related to warming centers, ARC shelters, pet sheltering and mass feeding
415	C5/83	Radio Room	Used by the RACES staff to take all calls relating to radio traffic
416	C6	EOC Information Manager	Used by the Information Manager to take all calls related to Common Operating Picture and situational awareness issues
417	C7	Damage Assessment	Used by the Damage Assessment Manager to take all calls relating to municipal damage assessment reports and updates from CMP.
419	C8	EOC Finance	Used by the County Treasurer to take all calls relating to EOC finance issues
422	19	Lobby Intercom	Available for the Public to reach the EOC
430	23	EMA Garage	Used to reach EOC staff who are in the Garage
431	22	EMA Garage	Used to reach EOC staff who are in the Garage
432	26	EOC (Exit Side)	Wall phone
433	21	EOC (Office Side)	Wall phone
220		RCC Director	The number to contact the RCC Director
200		RCC	The number to contact the Dispatch Center

Note: "c" in jack number is for the ceiling jacks.

Telephone Number	Purpose	Ceiling Jack #	Wall Jack #
(207) 338-3870	EMA Line 1	10	
(207) 338-3871	EMA Line 2	11	
(207) 338-1890	EMA Fax line	12	
(207) 338-6785	TTY	13	82

4. Satellite telephones: Waldo County EMA maintains one portable satellite phone. It can be used in much the same way as a cell phone, but the user must have clear overhead access to the sky. The IMAT mobile command vehicle has an external antenna hookup so that the phone can be used inside the truck. The satellite phone has coverage throughout most of the State.

5. Two-way public safety radios: The two-way public radios will be used by all emergency responders when in the field to communicate with one another and with the County RCC and EOC. The radio net is not secure and must not be used to transmit sensitive or classified information. The radio system will be used for voice communications and radio-pager activations. Several radio frequencies are retransmitted using repeaters, which allows an individual radio operator to communicate to any other location in the County. Other frequencies are not supported by repeaters and transmit from radio to radio, thereby greatly reducing the range of radio transmissions. The call sign for the Waldo County EOC will be WALDO EOC. The day-to-day EMA Station call sign is WALDO-1600.

For all types of responses the following radio frequencies are utilized by County responders:

Identifier	RX	TX	PL/Decode	PL/Encode
Waldo EMA repeater	156.1425	158.9700	123.0	123.0
Waldo EMA simplex	156.1425	156.1425	123.0	123.0
Waldo EMA tactical	155.7600	155.7600		
Mobile CP Link	155.5200	155.5200		123.0
Waldo UHF-1	453.7375	453.7375		
Waldo UHF-2	458.7375	458.7375		
FIRE South	159.1350	151.1000	123.0	123.0
FIRE North	155.3850	153.9500	123.0	123.0
LE-1 (Sheriff's Office)	156.0300	159.0300	123.0	123.0
LE-2 (Belfast)	154.7325	158.8425	127.3	127.3
Statewide Car to Car	154.6950	154.6950		
Waldo Tac-1	155.8275	155.8275		
Waldo Tac-2	158.9475	158.9475		
Waldo Tac-3	158.9775	158.9775		
CC-1	151.6625	155.4300	123.0	123.0
CC-2	154.8975	159.1050	123.0	123.0
CC-3	159.4650	151.3250	123.0	123.0
CC-4	156.1875	158.9925	123.0	123.0
Harris Mountain	156.1725	159.0825	123.0	123.0
Quaker Hill	155.1750	154.0700		82.5
State Fire	154.3100	154.3100		
Region Net – Mt Ephraim	155.7300	159.4425	162.2	162.2
Region Net - Coogins	154.7250	159.3000	162.2	162.2

Green = primarily used by EMA/EOC for coordination between EOCs and the IMAT.
Yellow = used by RCC to dispatch public safety personnel and for incident commanders to contact RCC.
Blue = used by law enforcement agencies.
Gray = used by EMA and all public safety agencies for coordination.

a. During an emergency, the EMA repeater channel will be used for coordination between the County EOC, the County IMAT mobile command post vehicle and the town EOCs. This channel is also used for administrative communication by the County EMA staff and may be used by the public safety agencies during a day-to-day emergency, if it is not being used by the EOCs during a disaster. The Sheriff's Office uses the channel on occasion as a backup.

b. The EMA simplex and tactical channels may be used as a tactical channel by the County EMA and IMAT or if the Aborn Hill radio repeater is inoperative.

c. The County EMA and EOC communicate with MEMA over the MSCOMMNET digital trunked system; primarily off Mt Ephraim. The EOC may also communicate over the State's RegionNet repeaters, with the closest repeater also at Mt Ephraim. The primary purpose is to maintain voice communications with MEMA/State EOC and the other county EMA/EOCs when telephone communications are out or malfunctioning. A radio check on the Harris Radio, located into the EOC, is performed between the County EMA offices and MEMA on Monday, Wednesday and Friday each week.

d. All municipal fire departments and local EMS services in Waldo County are dispatched on either the Fire/EMS North or Fire/EMS South radio channels. The division is geographic and is shown in the following table and a map shown on page B-9.

Fire North		Fire South	
Belmont	Montville	Belfast	
Brooks	Morrill	Frankfort	Waldo
Burnham	Palermo	Islesboro	Winterport
Freedom	Searsmont	Lincolnville	
Jackson	Thorndike	Northport	
Knox	Troy	Prospect	
Liberty	Unity	Searsport	
Monroe		Stockton Springs	

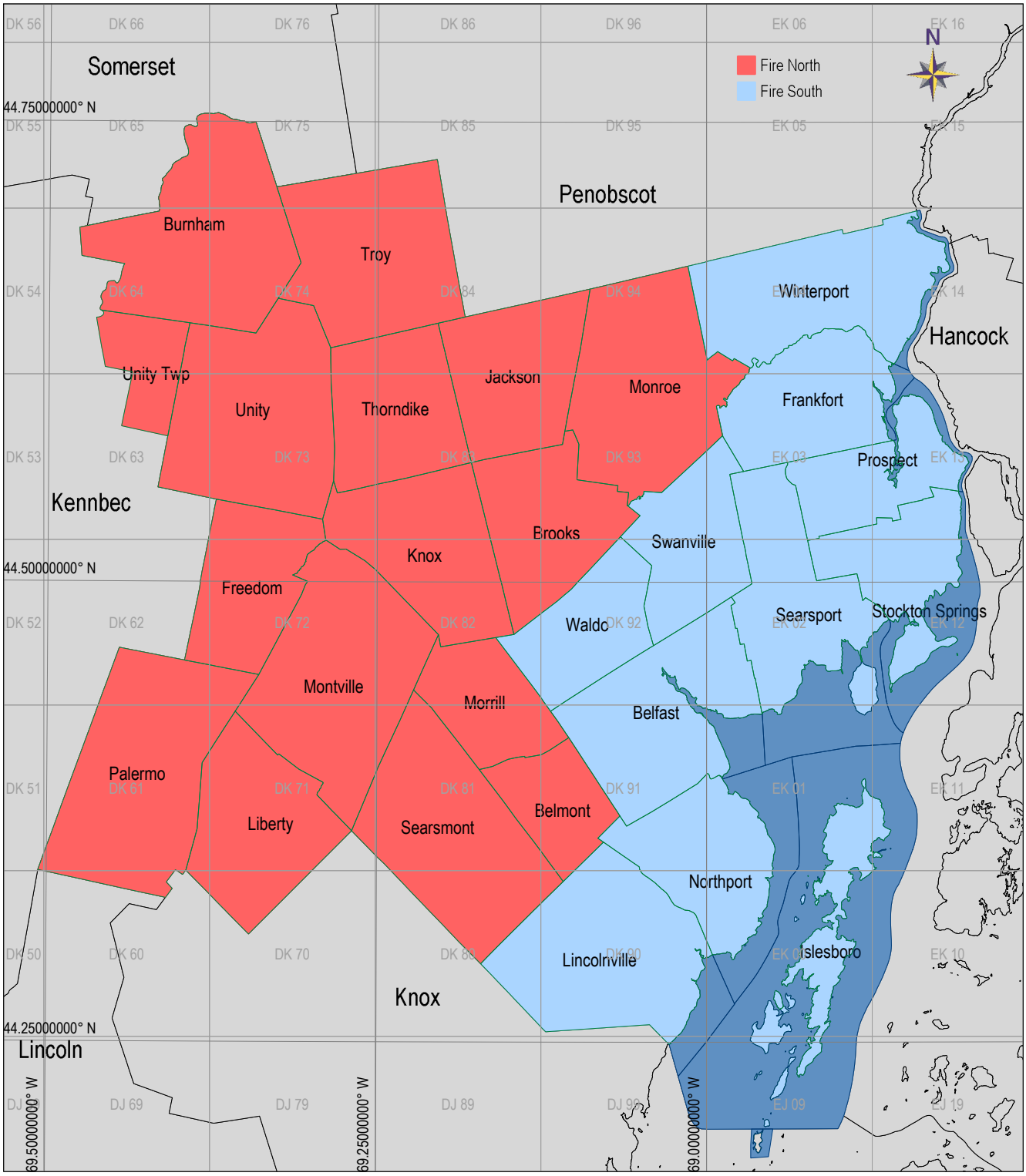
e. LE-1 (also known as SO) is the primary operations channel for the Waldo County Sheriff's Office, Islesboro Police Department, Bayside Police Department and Stockton Springs Constable. Maine State police officers and game wardens who are operating in Waldo County may also utilize this channel to coordinate with local law enforcement and with the RCC.

f. LE-2 is the primary operations channel for the Belfast and Searsport Police Departments. These departments utilize this channel to coordinate with the RCC.

g. Local law enforcement agencies also utilize Statewide Car to Car as a tactical channel.

h. Waldo County EMA maintains three VHF and two UHF tactical radio channels for County radio communications interoperability. All county-wide public safety departments are authorized to use these channels for tactical operations at an incident scene as a common set of frequencies. This eliminates the need for each department to have all the other departments' primary frequencies programmed in their radios. These channels are known as Waldo Tac-1, Waldo Tac-2, Waldo Tac-3, Waldo UHF-1 and Waldo UHF-2.

Waldo County Fire Paging Map



0 mi 5 mi 10 mi

0 km 5 km 10 km 15 km

Map prepared by R.E. Hoey, 2 Nov 2016.
Data from Maine Office of GIS with edits by author. Lasell Is. added to Waldo County to conform with state Unorganized Territory data.

i. Waldo County EMA maintains four VHF tactical repeater radio channels for County radio communications interoperability requiring longer distance radio traffic. These repeater channels are known as CC-1, CC-2, CC-3, and CC-4 (Common Channel). They are narrowband repeater channels for use by fire, police and EMS units and local EM directors throughout Waldo County. These four channels are used for incident management and coordination at an operational level. They are not monitored by the RCC, but they are monitored by the County EMA. Additionally, Waldo County EMA and Unity Fire Department have a joint repeater at Quaker Hill in the Town of Unity which can also be used for incident management and coordination at an operational level.

j. The State has developed an Incident Interoperable Communications CONOP that provides six talk-around public safety radio frequencies for use by an Incident Commander at a major emergency. An Incident Commander who wishes to use any or all of the CONOP frequencies must make a request to the MEMA Director (1-800-452-8735) or Duty Officer, who has the authority to approve a CONOP request.

k. If an event or incident meets any three of the following criteria, the Incident Commander may request that a "CONOP" Level 1 through 6 be activated:

- It involves responses from four or more agencies.
- It is expected to last six or more hours.
- It involves responses from at least three levels of government.
- Normal use of common simplex (local talk-around) channels will not support the Incident Commander's needs.

l. The eight radio channels are:

- Statewide State Police 154.7100
- Nationwide Car to Car 155.4750
- Emergency Medical Services/Land-Air Search and Rescue 155.1600
- State Police Car to Car 154.9350
- Statewide Fire 154.3100
- Statewide Car to Car 154.6950
- Maine Hailing (VCALL 10) ..... 155.7525 PL 156.7
- Maine TAC (select a RegionNet)

m. In addition, the State has a series of interconnected analog VHF radio repeaters located around the State of Maine called RegionNet. When agencies such as county and municipal first responders wish to make contact with the Department of Public Safety Emergency Communications Centers; whether for assistance or to be connected (patched) to a unit within the system, these units should utilize the RegionNets frequencies in their area to contact the SP RCC.

The closet RegionNet for Waldo County is RegionNet Mt Ephraim.

Rx = 155.7300 PL = 162.2 Tx = 159.2850 PL = 162.2

6. Base Stations and Repeaters: The Waldo County RCC and EMA maintain radio base stations and radio repeater transmitters at the following locations:

Tower location	Town	Primary channels	Owner
Congress Street	Belfast	LE1, LE2, Fire North, Fire South, EMA, Knox RCC	County
Aborn Hill	Knox	Fire North, LE-1, EMA, CC-1, CC-2	County
Fletcher Hill	Stockton Springs	LE2, Fire South, LE1 Voting Receive, CC-4	County Tower on Searsport Water property
Mt. Waldo	Frankfort	Fire South Backup	Atlantic Comm
South Liberty	Liberty	CC-3, Fire North Voting Receive, LE1 Voting Receive	Summit LLC
Crocker Road	Belfast	LE2 Backup	Belfast Water District
Point Lookout	Northport	Fire South Voting Receive	Point Lookout
Quaker Hill	Unity	Quaker	Unitel
Harris Mtn	Dixmont	Statewide County EMA	CMP
Town Farm Hill	Frankfort	Fire South Voting Repeater	John Skillings

7. Amateur Radio:

a. The amateur radio network will be operated by FCC-licensed ham radio operators from the Waldo County RACES Team, local ARES (Amateur Radio Emergency Service) volunteers and FCC-licensed ham radio operators. These radios, which have exceptional range and clarity, are operated by volunteers. The ham radio system is not secure and will not be used to transmit sensitive or classified information. It will be used for voice and data communications. Due to their limited number, ham radios will be primarily used to provide communication between the County EOC, the State EOC, other County EOCs, ARC emergency shelter(s), and the Waldo County General Hospital. A County EMA–owned ham radio truck and portable radio kit may both be used in the field for communication between the Incident Commander and the County EOC.

b. The County EOC has radios that can communicate in HF, VHF and UHF. The EOC Radio room can transmit voice and data (packet, APRS, FLDigi, EasyPal and DStar). There is also a dedicated marine radio and public safety radio in the EOC Radio room. Aborn Hill tower site has a VHF ham repeater, a UHF ham repeater, a DMR repeater, and radios for packet and APRS.

c. The County amateur radio operators use the following ham band frequencies:

Channel ID	Rx frequency	Offset	PL Decode
Waldo County W1EMA Repeater	147.270	+600	136.5
Waldo County RACES Packet	145.010		
Maine Emergency Simplex Frequency — Waldo primary	146.430		
Maine Emergency Simplex Frequency — Waldo secondary	147.465		
Maine Emergency Simplex Frequency — Waldo tertiary	146.460		
Maine Emergency Simplex Frequency — statewide	146.520		
Waldo County UHF Repeater	448.500	+	103.5
Waldo County DMR Repeater	145.420	-	CC 12
Waldo County – Belfast Repeater	147.165	+	136.5

d. The Waldo County EOC ham radio room can operate on the following frequency ranges:

80 meters	3.500–4.000 MHz
40 meters	7.000–7.300 MHz
20 meters	14.000–14.350 Mhz
17 meters	18.068–18.168 MHz
15 meters	21.000–21.450 MHz
12 meters	24.890–24.990 MHz
10 meters	28.000–29.700 MHz
2 meters	144.0–148.0 MHz
1.25 meters	222.0-225.0 MHz
70 cm	420.0-450.0 MHz

e. Most of the ham radio emergency operations will be on 80, 40, 20 and 2 meters. Further information can be found in the *Waldo County RACES Plan* and the *Maine Amateur Radio Emergency Service Emergency Communications Plan*.

8. Levels of priority: The Waldo County EOC will utilize the following means to communicate:

	Voice communication	Data Comm	Recall	Public alert
1	Landline phone	E-mail	Fire/EMS radio page	NOAA weather radio
2	Cellular phone	WebEOC/D4H	EMA SMS text page	Emergency Alert System
3	Two-way radio	eStudio	IamResponding	TV and radio media
4	Ham radio	Fax	E-Mail	County EMA website
5	NAWAS	Amateur Radio	Phone tree	Social Media
6	Satellite phone	Runner	Runner	Local cable access TV
7	Facetime/Skype			

9. Resource support

a. MEMA maintains a communications support agreement with Fairpoint NNE that covers most of the Maine counties. A copy of this plan is located in the County EOC.

b. The Waldo County EMA and RCC use Yankee Communications of Benton for radio maintenance, repair and procurement. The EMA Director and Deputy Director are authorized to contact and commit funds for emergency repairs. Yankee Communications' point of contact is Rusty Bell, 453-2000.

c. Waldo County RCC also uses Communications Consulting Service for radio maintenance, repair and procurement. The RCC maintains its own policies and contact information for these vendors.

d. Waldo County EMA also contracts with RCM Communications (622-2758) in Chelsea and Atlantic Communications (848-7590) in Hermon.

ANNEX C: ALERT AND WARNING

I. PURPOSE

The Alert and Warning annex establishes a system to alert emergency response agencies and to warn the public of any probable or immediate hazard situation and the actions to be taken to safeguard life and property. It describes the warning systems in place and the responsibilities and procedures for activating and using them.

II. SITUATIONS AND ASSUMPTIONS

A. SITUATION

The need to alert government officials and warn the public is common to all hazards and can occur at any time. Available warning time will vary with each hazard, from very little in the case of a hazardous materials accident to several days in the case of an approaching hurricane. The County and municipal governments are responsible for notifying not only their own jurisdiction, but also adjacent jurisdictions that could be exposed to the hazard.

B. ASSUMPTIONS

1. The Waldo County and State of Maine warning systems will withstand the initial effects of the hazardous event.

2. Once the County has completed its warning procedures, the Waldo County municipalities will complete all required municipal warning notifications.

3. Alerting systems and equipment are established and maintained in operational condition. These systems include NAWAS, e-mail, internet-based texting, individual telephone calls and radio pagers.

4. Public warning systems and equipment are established and maintained in operational condition. These systems include the EAS (Emergency Alert System), NOAA (National Oceanic and Atmospheric Administration) weather radio, commercial radio and television stations, print media, internet websites, internet-based notification systems, cell-phone-based notification systems, social media, telephone systems, general assistance phone lines, e-mails to group lists and radio pagers.

5. Some people located in the hazard areas may ignore, not hear, or not understand issued warnings. No system is going to reach everyone in the County. Tourists and other visitors may not be tied into the warning systems.

6. Regional radio and television stations are willing to transmit warning announcements.

7. Radio transmissions by the NOAA weather radio can reach all portions of the County.

8. Alerts by NAWAS and from NOAA, MEMA will be considered valid and acted upon.

III. CONCEPT OF OPERATIONS

A. GOVERMENT ALERTING

1. The Waldo County EMA office will receive alerts from Federal and State agencies for all hazards identified in the Basic Plan. Methods include e-mails and telephone calls from the Health Alert Network (HAN) or by State emergency management staff; the NAWAS alert system; or by radio traffic.

2. The Waldo County Regional Communication Center (RCC) dispatchers will immediately contact the Emergency Management Agency (EMA) Director and Sheriff, or their assigned representatives, by phone, radio, pager, text message or e-mail whenever there is the threat of or actual occurrence of a major incident or disaster. The EMA Director and Sheriff will initiate alerting as required. See the Waldo County Emergency Notification Matrix on page C-4 for notifications during specific emergency events.

3. The methods used to notify Waldo County and municipal officials and alert emergency response organizations include landline and cellular telephones, e-mails to key officials, internet-based alerting systems and the radio pagers of local fire and emergency medical services (EMS) responders.

4. Waldo County EMA will alert the County Commissioners, municipal emergency management directors, fire departments and/or municipal elected officials and relay any hazard information that is needed by those parties. The need to alert will be decided by the EMA Director, or if the EMA Director is not available, the most senior member in the EMA office.

5. The County EMA will use telephone, e-mail, text messaging and radio-pager tones to alert municipal officials and responders. The EMA will use telephone and e-mail to alert the County Commissioners, and will request assistance from the County Clerk, as needed, to contact the County Commissioners.

6. If an immediate emergency situation is in progress, the RCC dispatchers have the authorization to alert, by radio pagers, any and all county and municipal emergency responders. The RCC (phone 207-338-2040 or 1-800-660-3398, fax 207-338-6790) is located at 2 Public Safety Way in Belfast and is staffed on a 24-hour basis.

7. Should the Waldo County RCC be out of service, the Knox County RCC may be used as a backup for 911 and radio service for the towns of Waldo County. The Maine State Police headquarters in Augusta will be used as a secondary backup for all 911 telephone traffic.

8. Emergency alerts may be received from the Federal or State government through the NAWAS (the National Warning System).[1] NAWAS stations, which are wall-mounted push-to-talk phones, are located in the RCC Dispatch Room and the EMA Administration office. After hours, when the RCC dispatchers receive a NAWAS warning, they will notify the EMA Director.

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[1] NAWAS is a telephone network used to convey warnings to federal, state and county governments. Its original mission was to warn of a missile launch against the United States. It still supports this mission, but its emphasis is now on natural and technological disasters. Its use is authorized under Title VI of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

9. All fire and EMS responders in Waldo County can be alerted through the radio-pager alert system operated by the RCC. Radio-pager activations are “toned-out” on the Fire North and Fire South radio frequencies. In addition to this system, many of the Fire and Ambulance Departments and County EMA are also alerted through the IamResponding computer service. This service converts the Spillman Computer Aided Dispatch (CAD) radio paging messages to text and sends the texts to those firefighters and EMTs who are included in the system. The firefighters and EMTs have the ability to notify the system, using their phone, if they are responding to the call or not. The RCC and the public safety officials are then able to get a visual report on the response status.

10. Should a county-wide disaster occur, each affected municipality is expected to activate its municipal EOC. Contact between the Waldo County EOC and the municipal EOCs will be used to update public officials and first responders. Each municipality must have procedures in place to alert its first responders from its EOC.

11. Waldo County RCC and EMA utilize the Spillman Response Plan computer-aided dispatching software. This allows the County to define the agencies and units that will respond to a law enforcement, fire, or EMS call at a specified alarm level.

12. Waldo County EMA will alert its affiliated response teams in the following manner:

Team	**Radio page[1]**	**I am Responding**	**SMS Text**	**CallFire[2]**	**Phone[3]**
EMA staff	X		X	X	X
EOC staff					X
Municipal EMA directors	X		X	X	X
Incident Management Assistance Team	X	X	X		X
RACES Team			X	X	X
Search and Rescue Team					X
Pet Shelter Team					X
Decon Strike Team	X	X		X	
Mutual Aid Partners					X

1 DST and IMAT members who are paged out over the radio, will also receive an IamResponding notification

2 Online application that allows a typed message to be converted to voice and mass notify all receipts by telephone

3 Individually call those personnel that you need

Table C-1, Waldo County Emergency Notification Matrix

Contacted entity	Primary initiator	Aircraft crash/rescue	Aircraft down & missing/rescue	Building/bridge collapse	Dam breach	Disease outbreak	Earthquake	Explosion	Hostage incident	Hurricane	Mass casualty incident	Non-petroleum hazmat release	Oil spill, greater than 1,500 gallons	Oil spill, less than 1,500 gallons	Oil spill in a water body	Major flooding	Major forest fire	Major structure fire	School bomb threat	School shooting	Ship/boat sinking	Terrorist attack	Tornado/microburst	Train derailment	Tsunami	White powder incident	Winter storm, severe
Maine Fusion Center	SO																					A					
County EMA Director	RCC	A	A	A	A		A	A	A	A	A	A	A		A	A	A	A	A	A	A	A	A	A	A	A	A
County Hospital	RCC	A	A	C			C	C	A	A	A									A	A	A					
County Sheriff	RCC	A	A	A	A	A	A	A	A	A	A	A	C	C		A	A	A	A	A		A	A	C	C	A	C
Maine DEP	RCC	A	A	C				A				A	A	A	A						A	A		A		C	
Maine DOT Radio Room	RCC	A	A	A	A		C									C					A			A			
Maine Fire Marshal	RCC							A										A									
Maine Forest Service	RCC	C	C														A										
Maine Marine Patrol	RCC	C	C																		A						
Maine State Police	RCC	A	A	A	A			A	A		A	A							A	A		A				A	
Maine Warden Service	RCC		C																								
Municipal fire chief	RCC	A	A	A	A			A			A	A	A	A	A	A	A	A	A			A		A		A	
Municipal harbormaster	RCC	C	C							A					C						A				A		
Municipal police chief	RCC	A	A	A	A			A	A		A								A	A		A				A	
U.S. FAA	RCC	A	A																								
U.S. NTSB	RCC	A	A	A																	A						
U.S. Coast Guard	RCC	C	C								C				A						A	A					
County WCAP	EMA						C			C																	C
County IMAT	EMA	C	C	A				A	C		A						C			C	C	A					
County RACES/ARES Team	EMA	C	C	C				C		A						C	A					C	C				A
County Search and Rescue Team	EMA	C	C	C							C										C						
Maine 211	EMA									C						C											C
Maine American Red Cross chapte	EMA	C	C	C			C	C		A	A					C	C	A									A
Maine Bureau of Labor Standards	EMA			C																							
Maine CDC	EMA					A																					
Maine EAS	EMA																										
MEMA Duty Officer/EOC	EMA	A	A	A	A	A	A	A	A	A	A	A	C		C	A	A			A	A	A	A	A	A	A	A
Maine NG 11 CST	EMA																					A				A	
Maine Wing, Civil Air Patrol	EMA	C	C		C			C		C							C				C	C	C				
Media: newspapers	EMA					A																					
Media: radio	EMA			A	A	A				A		A					A					A					A
Media: television	EMA			A	A	A				A		A					A					A					A
Municipal elected officials	EMA					A	A			A						A											A
Municipal EM directors (affected tov	EMA	A	A	A	A	A	A	A	A	A	A	A	A			A	A	A	A	A	A	A	A	A	A	A	A
Municipal school superintendent	EMA					A		C	C	A		A							A	A							
Neighboring county EMA directors	EMA	C	C	C		C	C			C		C					C					C					C
Neighboring county hazmat teams	EMA	C	C					A				A										A				C	
NERRC	EMA	C	C	C		A		C			A									C		A					
Nursing homes	EMA					A				A		A															
U.S. National Weather Service	EMA									A		A											A				A
Utility: power	EMA			A			C	C		A							A						A				A
Utility: telephone	EMA			A			C	C		A							A						A				A

Contacted entity = the agency or department that should be contacted.

Primary initiator = the agency or department primarily responsible for making the notification.

A = always (entity will always be contacted).

C = conditional (primary initiator will decide whether to contact the entity).

B. PUBLIC WARNING

1. The methods used by the County EMA office to disseminate emergency warnings to the general public include the Wireless Emergency Alert (WEA), the Emergency Alert System (EAS), the NOAA weather radio, Nixle, the County website, social media, broadcast messages on local TV and radio stations and print media's associated websites.

2. FEMA's Integrated Public Alert and Warning System (IPAWS) is an internet-based capability government authorities can use to issue critical public alerts and warnings. Ideally, IPAWS is used to alert multiple alerting systems. However, at this time, MEMA is only authorizing the County EMA officials to access the Wireless Emergency Alerts (WEA) and have purchased subscriptions to the proprietary WEA system called On-The-Go. WEA is a alert system that allows wireless phones and other enabled mobile devices to receive geographically-targeted, text-like messages alerting them of imminent threats to safety in their area. WEA enables the County EMA officials to target emergency alerts within Waldo County through cell towers that broadcast the emergency alerts for reception by WEA-enabled mobile devices. Requests for a local IPAWS activation will be validated by the County EMA Director or his Deputy. Requests may come from local Public Safety Officials, municipal Emergency Management Directors, or a municipal chief executive official. If time allows, the EMA Director will seek secondary verification on the request. This may be information provided by the RCC, reports from first responders, a live televised account or State/Federal notifications. The Waldo County EMA Director and EMA Deputy Director are designated in writing to be the County's alerting authorities for issuing emergency broadcasts with WEA. The area of responsibility includes all of Waldo County. Further details on the use of WEA is included in this Annex, under Admin and Logistics.

3. EAS is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide the communications capability to the President to address the American public during a national emergency. The system also may be used by state and local authorities to deliver important emergency information. An EAS activation request may come from local Public Safety Officials, municipal Emergency Management Directors, or a municipal chief executive official to the Waldo County EMA Director or Deputy. Should the EMA Director not be available, the RCC will request authorization from the RCC Director or the Waldo County Sheriff. The EMA Director or Deputy will draft the message and initiate the alert by contacting the MEMA Duty Officer. If unable to reach the MEMA Duty Officer, the EMA Director will contact the National Weather Service Forecast Office in Gray (1-800-482-0913 or 207-688-3216) to initiate the EAS. The MEMA duty officer or Augusta PSAP will activate the EAS by transmitting the EAS signals that are relayed through the state EAS Relay Network. The Network then alerts local broadcast stations and cable systems in the affected areas. Procedures and forms for requesting an EAS broadcast are included in the Waldo County EMA SOPs.

4. Working with the Federal Communication Commission's (FCC) Emergency Alert System, the NOAA Weather Radio is an "All Hazards" radio network. NWR also broadcasts warning and post-event information for all types of hazards. The NOAA weather radio system serves the entire County. It provides weather information and emergency warning of hazard situations such as severe weather, national security threats, and nuclear power incidents. The County EMA Director will contact the National Weather Service Forecast Office in Gray (1-800-482-0913 or 207-688-3216) to initiate the system.

5. NIXLE is a community information service that allows government agencies to communicate with residents in real time, delivering information to geographically targeted consumers via cell phone text messages and e-mails. The County has subscribed to a free version which is very limited. There are less than 100 people signed up for text alerts. The EMA office does utilize this system when there is time during a disaster event. Typical use is to disseminate weather predictions and the locations of emergency overnight shelters. The agency login address is https://agency.nixle.com/login/. The EMA Director has the password. Residents can sign up for the service at http://www.nixle.com.

6. The County EMA office, with assistance from the County Information Technology (IT) vendor, can place a "ticker" on the top of the County EMA website announcing short messages. This is usually used to disseminate the locations of emergency overnight shelters.

7. The County EMA has established organizational accounts with Facebook and Twitter. When there is sufficient time, non-time-critical disaster information (such as shelter locations) and storm preparedness information is posted on these social media mediums.

8. The County EMA Director or Sheriff may contact regional radio and television stations for the purpose of initiating warning announcements. Such announcements must contain information regarding what has occurred, what areas are affected, what activities the general public is expected to take, the duration of the activities, and the caller's authority to make the announcement. Contact numbers for the main broadcast stations near Waldo County are as follows:

Radio Stations	**Phone**
Blueberry radio stations	944-4239
Cumulus radio stations	989-5631
Maine Public Radio stations	1-800-884-1717

TV Stations	**Phone**
WLBZ TV Channel 2	942-4821
WABI TV Channel 5	947-8321
WVII TV Channel 7	945-6457

9. Several print newspapers in the area maintain online information websites. When there is sufficient time, non-time-critical disaster information (such as shelter locations) and storm preparedness information is e-mailed to the newspaper contacts and they have posted on their websites our information.

10. Each municipality in the County is responsible for the dissemination of emergency public warnings through emergency vehicle sirens and door-to-door sweeps by local emergency responders. The municipalities will operate their warning systems as outlined in their own respective plans, procedures and guidelines.

11. The County EMA will also contact the school superintendent's office of affected school districts, the Waldo County General Hospital EOC or emergency room, and area nursing homes to pass on emergency alert information. This is accomplished by e-mail and phone calls.

12. Emergency vehicles with public address systems may advise the public of the specific hazard and the protective actions that they should take.

13. For more on the public warning function as it relates to County residents and visitors with special needs, see Section III-C of Annex F, Mass Care.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following EOC staff positions are tasked with warning duties during an emergency.

- **EMA Director:** Oversees, directs and tracks progress of all alert and warning actions. Has the authority to activate all county alert and warning systems. The EMA Office monitors the NAWAS circuits during normal business hours.

- **RCC Director:** Maintains the County's alerting system for emergency responders. The RCC monitors the NAWAS circuits on a 24-hour basis and relays all warnings to the EMA.

- **Public Warning Manager:** Coordinates with local media to provide emergency information to the public.

V. ADMINISTRATION AND LOGISTICS

A. CONTACT INFORMATION: Contact information for all officials and agencies that may need alert notification is located in the MS Excel spreadsheet titled Waldo Resource Database, which is located on the EMA computer system at: W:\5 - Resource Mmgt.

B. NAWAS: System malfunctions should be reported to the MEMA IT office (624-4431), as soon as possible. The NAWAS is continuously monitored by the Maine Public Safety TCC in Augusta.

C. EAS ACTIVATION PROCEDURES

1. The County must request the Maine Public Safety RCC or MEMA activate EAS on our behalf.
    - Fill out an EAS Regional Activation Request form. All information requested on the form must be entered.
    - Telephone the RCC 624-7076 or MEMA 624-4000 to advise them you are preparing an EAS request which will be faxed shortly.
    - FAX the form to the RCC number above during non-business hours or to either RCC or MEMA during business hour.
        - Maine Public Safety RCC Fax# 287-4805
        - Maine Emergency Management Agency Fax# 287-3178

2. Upon receipt, the RCC or EOC will review the completed request. The reviewers will determine if the requests meet EAS program guidelines. If there are any discrepancies you will be contacted for clarification.

3. Within Waldo County, the following officials are authorized to request an activation of Maine EAS. Contact these officials in the order listed until one is reached.

- County EMA Director or Deputy
- County RCC Director or Shift Supervisor

4. Contact should be made with the County EMA or RCCs in the adjoining counties, if these counties will also be impacted by the event. A common message for emergency information should be drafted and submitted as one request for EAS activation.

5. **Sample Local EAS Message**

"*We interrupt this program to activate the Maine Emergency Alert System for an announcement from the Waldo County Emergency Management Agency. Important information will follow*."

a. **CEM = Civil Emergency Message**

Stay Away From Impacted Area

Effective immediately and extending until further notice, the Waldo County Emergency Management Agency has requested that all persons living, working or traveling in the vicinity of (*geographic description of area to stay away from*) stay away from the area. A (*forest fire, hazardous materials release or terrorist attack*) is or has occurred and the public is at risk within this area. If you are in need of overnight shelter, please contact 211 for information on the locations of shelters that have been activated. Do not call 911 unless you have a serious personal emergency.

Shelter-In-Place – Hazardous Materials Release

Effective immediately and extending until further notice, the Waldo County Emergency Management Agency has requested that all persons living, working or traveling in the vicinity of (*geographic description of area to stay away from*) take immediate shelter indoors. A hazardous materials release has occurred and the public is at risk within this area. Close all doors and windows and turn off any device that exchanges air with the outdoors. Stay in an interior room with as few windows and doors as possible. Do not call 911 unless you have a serious personal emergency.

b. **EVI = Immediate Evacuation Order**

Evacuate the Area

Effective immediately and extending until further notice, the Waldo County Emergency Management Agency has requested that all persons living, working or traveling in the vicinity of (*geographic description of area to stay away from*) evacuate the area. A (*dam breach, forest fire, hazardous materials release or terrorist attack*) is or has occurred and the public is at risk within this area. To protect yourself and your family from this dangerous situation, leave your home or workplace immediately for a safe destination outside the hazard area. Take only pets and essential items such as medications with you. If you are in need of overnight shelter, please contact 211 for information on the locations of shelters that have been activated. Do not call 911 unless you have a serious personal emergency.

"*This concludes programming of the Maine Emergency Alert System. All broadcast stations and cable systems serving the Southeast Region are requested to rebroadcast the preceding announcement, which was issued by the Waldo County Emergency Management Agency. We may now resume normal operation.*"

D. IPAWS-WEA ACTIVATION PROCEDURES

1. Before activating the WEA in response to an emergency situation, the authorizing official should consider the following criteria:

- Does the hazardous situation require the public to take immediate action?
- Does the hazardous situation pose a serious threat to life or property?
- Is there a high degree of probability the hazardous situation will occur?
- Do other means of disseminating the alert ensure rapid delivery of urgent information?

2. Once it has been determined that a WEA message will be sent, the authorizing official will use the "On-The-Go Alerting" app which is loaded on the County EMA iPad computers. Each authorized official will have their own separate username and password that must be kept secured.

3. Alert recipients should be instructed to listen to local television and radio stations, check their cell phone text messages, go to the County EMA Facebook page and/or call 338-3870 to receive further information.

4. All WEA authorized officials have completed the necessary training (IS-247a and IS-251) and have been approved as a Collaborative Operating Group (COG) in order to use this system. Testing will be completed annually with all authorized officials.

5. For further guidance on using the On-The-Go Alerting app, see the OTG Alerting operator's guidance document dated January 1, 2014.

6. Information is posted on the County EMA website educating the public on the alert system.

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Waldo County Emergency Operations Plan

ANNEX D: EMERGENCY PUBLIC INFORMATION

I. PURPOSE

Waldo County must be able to disseminate official information and instructions to the public before and during a potential or actual emergency or disaster. This annex describes the means, organization and process by which this information will be provided by the Waldo County government in a timely and useful manner. Immediate warnings is discussed in Annex C. This section will focus on follow-on information and the process of working with the broadcast, internet and print media.

II. SITUATIONS AND ASSUMPTIONS

A. SITUATION

1. Mass casualty incidents, forest fires, hazardous materials incidents, explosions, and terrorist attacks will require an immediate release of emergency public information. This will be accomplished using the Emergency Alert System (EAS), the NOAA weather radio system, social media and broadcast requests to regional television and radio stations as explained in Annex C.

2. In the case of an earthquake that causes structural damage or a wide-scale utility outage (telephone, power or Internet), there will be no opportunity to alert the public before the event. Instead, the County Emergency Management Agency (EMA) will provide short and long term recovery information to the public through the broadcast, print and social media.

3. Because there is usually substantial advance warning before floods, severe weather such as hurricanes or blizzards, and disease outbreaks (epidemics or pandemics), the County EMA office may have hours or days to get the public's attention. The office will use the County EMA website and social media sites, e-mails, NIXLE and the broadcast and print media to warn the public of the approaching dangers and to provide preparedness or recovery information. The State EMA may utilize the Emergency Alert System, as necessary. The National Weather Service will utilize the NOAA weather radio to alert the public to approaching severe weather.

B. ASSUMPTIONS

1. Regional radio and television stations are willing to transmit public information announcements, and local newspapers are willing to print detailed recovery information.

2. National news agencies may send media crews to Waldo County. This will greatly complicate and could overwhelm the county EMA public information response capability. In such cases, public information support will be requested from the State of Maine.

3. Transmissions by NOAA weather radio can reach all portions of the County.

4. The internet will remain up and running and will allow online tools, such as websites, social media and internet-based mass notification system to function.

5. The percentage of non-English-speaking residents is so small that a means of providing public information in other languages will not be undertaken by the County EMA office. Although there may be a few tourists or immigrant workers who do not speak English, they will most likely be with families or groups that have the capability of translating. However, should there be a need for interpreting or translation services, resources in the Administration and Logistics section of this annex will be used.

6. Some regional television and radio broadcast stations are without emergency power and may be off the air for the duration of any emergency that causes electrical power outages.

III. CONCEPT OF OPERATIONS

A. GENERAL

1. At the start of any disaster or when the threat of a disaster becomes clear, the Waldo County Regional Communication Center (RCC) shall immediately contact the County EMA Director by all means possible. The County EMA Director will contact the emergency management directors of the municipalities affected by the disaster to relay all available disaster information. If the County EMA Director is not available, the RCC shall initiate a radio page to the fire departments of all effected municipalities.

2. The County EMA Director shall initiate the release of emergency public information during any major emergency or disaster. If the County EMA Director is not available, either the RCC Director or the County Sheriff shall initiate the release of information.

3. The County EMA Director may activate the County Emergency Operations Center (EOC) in the event of a disaster or anticipated disaster, at which time the Public Warning Manager will report to the EOC to release emergency public information to the internet, broadcast and print media.

4. The Waldo County government has two release points for emergency public information; the Sheriff's Office and the County EMA office (or the EOC, if it is located elsewhere). The County EMA Director will be in contact with the PIOs from the Maine Emergency Management Agency (MEMA) and (if applicable) other responding agencies to ensure that one single coordinated message is released to the public. This coordination constitutes Maine's Joint Information System; when a physical Joint Information Center is activated, it will most likely be located at the State EOC. All Joint Information System and Joint Information Center activities shall be conducted in accordance with National Incident Management System (NIMS) guidelines.

5. Emergency public information activities shall be prioritized as follows:

- Production and dissemination of emergency public information
- Media relations
- Response to public inquiries
- Monitoring and control of rumors

6. Emergency public information is instructional and focuses on warnings, information about protective measures and the general progress of events, and similar messages. See Annex C for more information on the methods and messages.

7. Emergency public information tasks will vary depending on how much advance warning of the event exists, as described in the next two sections.

B. PREPARING FOR A FORECAST EVENT: When an emergency or disaster is anticipated, the EMA Director will carry out the following.

1. Review the County Emergency Operations Plan and EOC Job Aids and prepare to carry out emergency public information tasks. These documents are located on the EOC Plans shelves.

2. Establish and maintain contact with the internet, broadcast and print media.

3. Release emergency public information on the forecasted event that identifies the hazard, estimates the time of impact, suggests property protection measures, lists typical supply items needed for at least three days, provides evacuation instructions, if necessary, informs on how often additional public information will be released, and lists telephone numbers for further information.

4. Monitor media reports.

C. RESPONDING TO EVENTS NO WARNING: When an emergency is imminent or under way, the EMA Director will carry out the following steps:

1. Determine what public protective actions (evacuation or sheltering-in-place) is necessary. Release this information to the public through the methods identified in Annex C. Some tasks include:

a. Request activation of the EAS by the MEMA Duty Officer.

b. Contact the National Weather Service office in Gray (1-800-482-0913 or 688-3216) to request an emergency message be transmitted on the NOAA weather radio.

c. Contact regional radio and television stations and request the broadcast of emergency public information.

d. Update the County EMA website with current public information.

e. Transmit an emergency alert message through Nixle to county residents who have signed up for the service. (See Annex C).

2 Ensure that “immediate danger” public information releases identify the hazard, identify the areas at risk, advise on personal protection measures, list the actions being taken by emergency response personnel, inform on how often additional public information will be released, and list telephone numbers for further information.

D. RECOVERY

During the recovery phase, the EMA Director or designated staff member will do the following:

1. Continue to release emergency public information focusing on restoration of essential services, travel conditions, restrictions, and available assistance programs.

2. Monitor media reports and telephone inquiries for accuracy, and respond as needed to correct rumors.

3. Ensure that "recovery" public information releases report on the current situation assessment and government actions, provide survival instructions to those still affected, identify where and how to get help, list health information, identify restricted areas, inform on how often additional public information will be released, and list any telephone numbers for further information.

E. INTERNAL COORDINATION

1. Currently, there are no trained Public Information Officers (PIO) in the County government, except for the County EMA Director and his Deputy. Should one become available, the EOC Manager shall assign a PIO. Normally, the County EMA Director will be the only point of dissemination of official emergency public information to the media from the County government. The accuracy of all emergency public information will be verified by the EMA office.

2. Should the incident be of such complexity that a Media Center is required, the Media Center may be located in the gymnasium of a local school or at another location that is large enough and has sufficient parking available. The County EMA has several facility use agreements that will serve this purpose and the EOC Manager will make the determination which will be used depending on the requirements of the incident. The media will receive press releases and briefings during a major emergency at the Media Center.

3. Local media representatives who are known by County EMA staff will be provided a media badge that will allow them access to the Media Center. Media representatives not known to County EMA staff must provide (a) identification and (b) a telephone number to their main office. A call to the media representatives' main offices will be made in order to authenticate their work credentials so that a media badge can be issued.

4. If a disaster occurs that is large or unusual enough to attract the national media in large numbers, the County does not have the facility or the financial or personnel resources to manage the situation. In such a case, the County EMA office will immediately request public information resources from MEMA. If the disaster involves a criminal or terrorist incident, the public information responsibility will be handed off to the Maine Department of Public Safety. The Waldo County government will assist the Maine Department of Public Safety PIO with personnel and facilities.

F. INTERJURISDICTIONAL COORDINATION

1. Each municipality is responsible for providing emergency public information for any disaster that falls solely within its jurisdiction. The municipality, through the municipal EM Director or Fire Chief, may request public information assistance from the County EMA.

2. The County is responsible for providing and coordinating public information for disasters that involve more than one municipality. The County EMA may request that municipal representatives become a part of a county-wide Joint Information System and coordinate with the County EOC.

3. If a municipality requires the use of the EAS or NOAA weather radio system, it will request them through the County EMA office, which will in turn request the use of the EAS from MEMA and the NOAA weather radio system from the National Weather Service office in Gray.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. The following EOC staff positions are tasked with Emergency Public Information responsibilities during an emergency.

- **EOC Manager**: Initiate release of emergency public information. Determine the location of the Media Center. Act in the role of PIO in small-scale emergencies. Act as the spokesman, briefing TV and Print media reporters.

- **Public Warning Manager:** Produce and disseminate emergency public information through social, internet, television, radio and print media. Receive and respond to public inquiries. Release information on the county website and NIXLE online tool.

V. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. Press Releases will be released on the Waldo County EMA "*Official Press Release For Current Emergency*" form when being released in person, faxed or e-mail as a scanned document.

2. The EOC Manager or Public Warning Manager will maintain a chronological record of media contacts and releases of information and copies of all media releases.

B. LOGISTICS

1. When there is a need to release written emergency public information in a foreign language, Google Translate will be used to develop the message.

2. Should there be a need for a foreign language interpreter, the County EOC will request assistance from the local high school foreign language teachers, through the State Judicial System, or the State EOC.

3. **Emergency Public Information**

a. Review of the means to disseminate public information

1) County Website
2) NIXLE
3) Social Media (Facebook and Twitter)
4) E-Mails to EM Directors, Fire Chiefs, Town Offices, School officials and large groups
5) E-Mails to area newspapers and their associated websites
6) Phone calls to local TV and Radio stations
7) Phone call to 211
8) Paper notices to schools to send home with school children
9) Posters & flyers located at medical clinics, grocery stores, post offices, general stores, etc
10) Cable TV access channel
11) Town Office marques

b. Where to go to find additional emergency public information.

1) County Facebook account
2) County website: http://www.waldocountyme.gov/ema/user/WEMA_Preparedness.html
http://www.waldocountyme.gov/ema/user/WEMA_SituationReport.pdf
3) MEMA website: http://www.maine.gov/mema/prepare/
4) FEMA website: http://www.ready.gov/
5) Phone Number 211 (general assistance, locations of shelters and warming centers)
6) Phone Number 338-3870 (Waldo County EMA)

c. Types of Information to Release

1) Description of the Severity and Duration of the Hazard
2) Evacuation Instructions
3) Shelter-In-Place Instructions
4) Locations to Avoid or Road Detours
5) Overnight Shelters and Warming Centers established
6) Property protection measures
7) 3-day disaster supply kits
8) Where to find additional information
9) Safety measures

Waldo County Emergency Operations Plan

ANNEX E: PROTECTIVE ACTIONS

I. PURPOSE

This annex details the ways in which the Waldo County government will assist the municipal governments with recommending and implementing protective actions to protect the public. Actions include the orderly and coordinated evacuation of residents and visitors, instructions for the public to shelter-in-place, and for the coordinated activities for restricting access to and encouraging the public to stay away from dangerous areas.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. An immediate evacuation of residents and visitors may be required for hazardous materials (hazmat) incidents, terrorist attacks, and aircraft accidents. Such an event could take place at any location within the county, but the need to evacuate will be more likely to occur in populated areas. Localized evacuations may be required during large forest fires. This is more likely to occur in the rural areas of the County. Evacuation will be accomplished by the municipal emergency responders on scene. Evacuation information will be released using the Emergency Alert System, the NOAA weather radio, broadcasts from regional radio and television stations and the assistance of municipal and county law enforcement personnel.

2. Because local flooding, hurricanes and forest fires are advance-notice dangers, the County Emergency Management Agency (EMA) office may have hours or days to evacuate the public from the danger areas. These events could take place at any location within the county. The County EMA office may use the Internet, telephone and radio calls to municipal emergency managers, broadcast and print media contacts, the Emergency Alert System, the NOAA weather radio, and sirens and public address systems staffed by county and municipal emergency responders to warn the public of the approaching danger and to provide evacuation information.

3. A post-disaster evacuation may be required from damaged structures following a hurricane that causes structural damage. This could take place at any location within the county. Evacuation efforts will be accomplished by the municipal emergency responders on scene.

4. It is unlikely that a utility outage (power, phone or Internet), winter storm, tropical storm cyber-attack or disease outbreak will require county residents to evacuate.

5. During an evacuation, special attention will need to be paid to the evacuation of the three nursing homes, one hospital and 24 public schools, nearly 70 daycare facilities and to the release of evacuation information to visitors of the County. Nursing home residents and hospital patients have special medical and transportation needs; some could die during evacuation. School and daycare children will need to be safely reunited with their parents without causing further traffic congestion and confusion. The sheer number of visitors to the County will need to be considered due to the potential for increased traffic congestion and confusion.

6. No municipal or county officials in Waldo County have the authority to mandate evacuations. The Governor, who does have this authority, may delegate it to a local official.

7. A need for residents and visitors to shelter-in-place may be required for hazardous materials (hazmat) incidents and terrorist attacks involving chemical and radiological materials. Such an event could take place at any location within the county, and sheltering in place will depend on the time of the day, wind direction and speed, topography and degree of forestation. Shelter-in-place information will be released using the Emergency Alert System, the NOAA weather radio, broadcasts from regional radio and television stations and the assistance of municipal and county law enforcement personnel. Should an anhydrous ammonia release incident occur at the Penobscot McCrum Frozen Foods in Belfast, there is an area emergency siren in place to alert local residents to shelter-in-place. Should an anhydrous ammonia release incident occur at the GAC chemical plant in Searsport, the town maintains an automated telephone alert system alert local residents to shelter-in-place.

8. There may be a need to request/require the public to stay away from a dangerous area. This would most likely occur from an aircraft accident, flooded area, a hazardous materials release (including WMD), a mass casualty incident, or a mass shooting incident. Emergency information will be released using the Emergency Alert System, the NOAA weather radio, broadcasts from regional radio and television stations and the assistance of municipal and county law enforcement personnel. State and Federal law enforcement resources will be requested to secure any large areas, since there are too few local law enforcement officers available to do so.

B. ASSUMPTIONS

1. There will be some spontaneous evacuations before it is announced to do so and most residents will refuse to evacuate, regardless of the threat. The County and municipal governments have no legal authority to enforce evacuations, unless the authority is delegated to them by the Governor.

2. It is not expected that more than a few hundred county residents and visitors will need to be evacuated because of an aircraft accident, flood, forest fire, hazmat spill, or terrorist attack. Large numbers of evacuees may result from hurricanes. For the purpose of this annex, evacuations will only be reviewed for hurricanes, hazmat spills, and weapons of mass destruction events. Special attention may be focused on populations with functional need issues related to evacuations.

III. CONCEPT OF OPERATIONS

A. For emergencies that take place within a single municipality and do not overtax municipal emergency responders, evacuations will be handled by that community. The County will become involved when the scope or severity is so great as to require greater assistance and coordination, when the event involves multiple jurisdictions, or when one or more municipalities request assistance from the County EMA office.

B. Emergency evacuations may be required during a hazmat incident or terrorist attack. In those cases, the Incident Commander will recommend evacuations to relocate those in danger. The municipal Emergency Operations Center (EOC) or County EOC (if requested) will coordinate the evacuation efforts with the Incident Commander. The Incident Commander will control all access to the evacuated area using fire department, law enforcement and public works personnel.

C. Regional evacuations with advance warnings of several days may be necessary for immediate coastal areas in case of a hurricane. For planning purposes, a category II hurricane is considered the worst case scenario. The municipal officers will recommend evacuations within their communities; however, they should coordinate their orders with the County EMA so that the County EMA can help to resolve any conflicts between multiple evacuation orders.

D. The majority of residents and visitors will evacuate using their own vehicles. Hospital and nursing home residents will need to be transported in ambulances, vans and buses, at least some of which will need to be wheelchair-accessible. School buses from RSU 3, 20 and 71 and vans from Waldo Community Action Partners (WCAP) are available, under mutual aid agreements, for this purpose.

E. Each school in the County has an emergency plan identifying locations to which the children from that school will be evacuated during an emergency. All of the evacuation points have telephone communications; however, shelter space as well as parking space for parents picking up their children may not be adequate.

F. The County EMA will utilize the broadcast and print media, the Emergency Alert System, the NOAA weather radio, the County website, social media, e-mail groups and Nixle to keep the public informed about evacuation activities and the actions that they should take.

G. The County EMA will coordinate evacuations involving multiple municipalities within the county, and will coordinate with Hancock, Penobscot, Somerset, Kennebec and Knox counties on hosting of evacuees.

H. For more information on the requirements of the public with special needs, see Annex F, Mass Care.

I. The County or Municipal EOC will notify residents when it is safe to return to their homes.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following responsibilities will be carried out during an emergency evacuation.

- **Incident Commander:** Recommends evacuation of the public. Provides direction for an incident scene's traffic control and for securing the perimeter of the evacuated area.

- **Local Emergency Management Director:** Oversees the coordination of local evacuation operations and recommends evacuation routes to the County EMA Director.

- **County EOC Manager:** Oversees the coordination of evacuation operations affecting several towns and recommends evacuation routes to MEMA. Coordinates with MEMA to provide temporary traffic control devices, barricades and signage. Utilize Hurrevac for Hurricane evacuation planning and situational awareness.

- **County Public Warning Manager:** Updates the broadcast media and alerting services (EAS, NOAA, NIXLE, websites, social media) on evacuation information and instructions.

- **Mass Care Manager:** Coordinates with ARC Shelters and municipal warming centers regarding functional need requirements to determine what issues are present and to coordinate solutions.

- **Human Services Manager:** Coordinates with municipal government, non-profit organizations, health care facilities, care givers and individuals with functional needs to determine what issues are present and to coordinate solutions. Issues may exist during population warning, evacuations/transportation and sheltering-in-place. Coordinate with the Mass Care Manager and the Public Warning Manager.

- **County Sheriff/Law Enforcement:** Provides property protection when requested. Enforces law and ensures order. Provides traffic control.

- **EOC Dispatcher:** Ensure that the TTY telephone is set up and operational. Direct any calls relating to functional needs to the Individual Assistance Coordinator. Direct any calls for traffic control to the EOC Law Enforcement representative.

V. TYPES OF EVACUATION

A. EVACUATION BY LAND

1. Mutual aid agreements have been signed with the local school districts (RSU 3, 20 and 71) and with Waldo Community Action Partners (WCAP) for vehicles to transport evacuees, including wheel chair users. WCAP has small vans and the school districts have large school buses. See the agreements located in the Mutual Aid binder on the EOC plans shelves for additional detail.

2. In order to allow residents to travel to County evacuation shelters, the following routes should be given priority for debris clearance and emergency repairs. This will need to be coordinated with the Maine Department of Transportation through the State EOC or the Department of Transportation Radio Room. (Islesboro road clearance will be accomplished by the Town of Islesboro.)

Shelter	Town	Priority route(s) to shelter
Troy Howard Middle School	Belfast	Routes 1 and 52
Mount View School	Thorndike	Routes 220, 137, and 139
Lincolnville Elementary School	Lincolnville	Routes 52 and 173
Searsmont Community Center	Searsmont	Routes 3 and 131
Searsport Middle School	Searsport	Route 1
Islesboro Central School	Islesboro	Main Street

3. The following table gives estimated times for clearing the primary hurricane evacuation routes of traffic jams in Waldo County, based on a report by Post, Buckley, Schuh and Jernigan for the U.S. Army Corps of Engineers.

Bottleneck location/ critical roadway segment	Clearance times (hours)							
	Category 1		Category 2		Category 3		Category 4	
	Occupancy		Occupancy		Occupancy		Occupancy	
	Low	High	Low	High	Low	High	Low	High
U.S. 1A between Old Belfast Road in Frankfort and State Route 69/139 in Winterport	2.1	3.9	2.6	5.1	3.3	7.0	3.6	7.3
U.S. 1 between State Routes 7/137 and 141 in Belfast (Veteran's Bridge)	4.5	5.1	4.8	5.7	5.4	6.7	5.6	6.9
U.S. 1 between State Route 52 in Camden and State Route 173 in Lincolnville	1.7	2.4	1.9	2.9	2.2	3.7	2.4	3.9

4. Should Waldo County be faced with an approaching hurricane, the County EOC/RCC will coordinate with Maine Department of Transportation, Maine State Police and the County Sheriff's Office to attempt to keep traffic moving on U.S. Routes 1, 1A, and 3. Consideration may be given to detouring some traffic to the following routes:

US 1A (Frankfort)	West on Loggin Road to State Route 139; east on State Route 139
US 1 (Belfast)	Patterson Hill Road to Kaler Road to Oak Hill Road to City Point Road to State Route 3
US 1 (Lincolnville)	West on State Route 137 to State Route 52 South

5. The State has posted a number of tsunami/hurricane evacuation routes around Maine coastal counties. Waldo County has signage posted in the following locations:

Town	Route	Directing to route	For vehicles coming from the
Winterport	1A	69 North	South
Prospect	1 and 3	173 West	East
Prospect	173	1A North	East
Stockton Springs	1 and 3	1A North	South
Searsport	1 and 3	1 and 3	East
Belfast	1	3 West	South
Belfast	1 and 3	3 West	North
Liberty	220	3 West	North

6. The purpose will be, as much as possible, to get traffic coming from Hancock County across the Penobscot Narrows Bridge to head north to Bangor and I-95; to get traffic in Searsport to go to Bangor instead of south on Routes 1 and 3; and to get traffic on Route 1 in Belfast to head toward Augusta and I-95. This primarily involves visitor traffic. Local traffic densities are not high enough to create jams on the numerous local roads heading north out of Waldo County.

7. Should traffic be backed up on the Veteran's Bridge in Belfast, the Belfast Police and Fire Departments and Waldo County Sheriff's Office will direct traffic onto the pre-identified alternate routes. The Belfast Public Works Department and the Waldo County EMA have barricades and temporary evacuation route signs that can be used to lessen the personnel requirements.

B. EVACUATION BY AIR

Residents and visitors may need to be evacuated by air if there is a medical emergency or they are encircled by a forest fire or flood. Medical evacuees will be airlifted by LifeFlight, Forestry or Army National Guard helicopters. See Annex G for preplanned LifeFlight temporary landing locations. Helicopters will land either at temporary landing zones (helispots) identified by local first responders or at the Belfast or Islesboro airports. People trapped by forest fires or flooding will be airlifted from helispots identified by local first responders using helicopters from the Army National Guard, the U.S. Coast Guard or the Maine Forest Service.

C. EVACUATION BY SEA

1. Passengers on a sinking vessel in Penobscot Bay will need to be evacuated to land by emergency response watercraft and by private (commercial or recreational) boaters. The U.S. Coast Guard operates watercraft out of Rockland and Southwest Harbor, both outside Waldo County. The Maine Marine Patrol operates watercraft out of Rockland and Castine, also outside Waldo County. The Searsport Harbormaster and the Islesboro Ambulance Service both operate year-round watercraft. The Belfast, Northport, Lincolnville, and Stockton Springs Harbormasters and the Belfast Fire Department operate seasonal watercraft. Further details on a mass rescue at sea are covered in Attachment 8, Maritime Incidents.

2. Should there be a need to evacuate the island Town of Islesboro for an out of control wildfire, there will need to be an “All Hands” effort to evacuate from 500 to 2,500 people, depending on the time of year. The island population swells in the summer months due to the “summer folk”. A request to Maine DOT for all area ferries to respond to Islesboro to transport people only will be made. Automobiles must be left behind on the Island. It will be critical that lanes of traffic be kept open at the Ferry Landing on Islesboro in order to allow buses to be used to transport people and for fire apparatus to depart from the Landing. An attempt will be made to get a County EOC liaison onto the Island Town EOC to help coordinate information and resource requests. Smaller vessels will need to be brought in at other landings around the island to rescue people stranded by the wildfire. Buses will need to be set up at the Lincolnville Beach Ferry Landing site in order to transport the evacuees. The evacuees will be transported to the Red Cross Shelter established at the Troy Howard Middle School in Belfast. Calls should be made to car rental facilities at the Bangor International Airport to send representatives to the shelter in Belfast to coordinate car rentals for the summer tourists. This will greatly reduce the overnight shelter population. The ARC shelter should also provide a phone list of all hotels in the Belfast-Searsport area. Many of the evacuees will want to stay in a hotel instead of sleeping on a cot in a gym.

VI. SPECIAL EVACUATION REQUIREMENTS

A. Waldo County General Hospital, Harbor Hill, Tall Pines or Bayview Manor resident facilities will present special evacuation requirements. These facilities have large numbers of residents who are non-ambulatory or have special medical requirements. Each of these facilities is required by the State Fire Marshal to have a fire evacuation plan in place; however, not all may have sufficient plans to deal with the residents after they have been moved outside the facility. The County EOC will assist with coordinating school buses and contracted ambulance services.

B. Waldo County General Hospital is a 25-bed facility; it does have an agreement with the Shriners to use their facility, across the road from the hospital, as an aggregate care facility (hospital auxiliary for minor health issues). They also have portable cots. They will need transportation support from the schools and area ambulance services.

C. Harbor Hill is a 45-bed nursing home that has an agreement with RSU 71 to use the East Belfast Elementary School gymnasium as a temporary shelter. They will need transportation and cot support. The staff has a very good disaster plan and has exercised it. Harbor Hill is a Genesis Healthcare Facility with a large number of facilities. Within hours, the Harbor Hill residents will be relocated to other Genesis healthcare facilities.

D. Tall Pines nursing home and assisted living center has 58 elderly residents. On average, all except for around 16 are ambulatory. They do not have an evacuation shelter agreement; however, Waldo County EMA has communicated with RSU 71 about providing the Captain Albert Stevens Elementary School gymnasium as a temporary shelter. They will need transportation and cot support. Permanent relocation of residents will be worked by the Tall Pines administrator.

E. Bayview Manor is a 30-bed assisted living facility. This facility has not always met state and local emergency requirements; problems have included issues with their sprinkler system. They do not have a plan to deal with their residents if they have to evacuate and are not able to return to the facility. Waldo County EMA has communicated with RSU 20 about providing the Searsport Middle School gymnasium as a temporary shelter. They will need transportation and cot support. Permanent relocation of residents will be worked by the Bayview administrator.

F. All School Districts have plans in place for the evacuation of their individual schools. These plans pre-identify evacuation routes and sites. The Schools have procedures in place to account for all students and to notify parents where to pick up their children. The County EMA and IMAT will be used, when requested by the school district superintendent or school principal, to assist with the management and coordination of a school evacuation. Buses from other school districts may be needed to augment or support the evacuation. Security will be needed at the evacuation sites and law enforcement units will be requested through the County RCC.

G. The Waldo County Jail Facility contains a low-risk re-entry program and a 72-hour lockup. Should there be a need to evacuate the facility, inmates located in the 72-hour lockup will be transported by special van to the Two Bridge Jail in Wiscasset. The residents in the re-entry program can be transported by school bus or may be moved by transport vehicles in groups.

VII. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. The County EOC staff will record the current status of the evacuation and the estimated number of evacuees on the EOC status boards. It is highly unlikely that the County EOC has any way of determining the number of evacuees who drive their own vehicles, which will be the vast majority. Evacuation routes will be indicated on the appropriate EOC map boards or electronic displays. he primary information to be tracked will be requests for evacuation assets from Town EOCs and the special facilities.

2. Municipal emergency management directors will report their community's evacuation activities to the County EOC. The County EOC will inform the State EOC of the county's status.

B. LOGISTICS

1. If residents of one or more municipalities within the County are evacuated, the host areas may lack adequate resources to support the evacuees. The County EOC Resource Manager will coordinate the transportation of essential consumer goods (food, fuel and medicine) to the host area(s) using County vans, cruisers or rental trucks, mutual aid vehicles or State vehicles.

2. Municipal and County emergency responders may require additional personnel, water, food, vehicles, generators and fuel to maintain sustained operations. The County EOC will coordinate assistance from one municipality to another, may purchase and distribute additional supplies to emergency responders, and/or will request additional personnel, vehicles, equipment and supplies from neighboring counties and/or the State EOC as needed.

3. The County EMA has mutual aid agreements with RSU 3, RSU 20, RSU 71 and the Waldo Community Action Partners (WCAP) to provide buses for transporting the public. The RSU school districts have large buses and small handicap accessible buses. Waldo CAP has small buses, which are all handicap accessible and various personal vans which may not.

Waldo County Emergency Operations Plan

ANNEX F: MASS CARE

I. PURPOSE

The Mass Care annex provides information on the actions taken to protect evacuees and other disaster victims from the effects of the disaster by establishing mass care facilities and services. A mass care facility is a government or private facility that is used to receive and care for people who are in need of shelter, food, water, sanitation and other assistance. This annex will primarily describe the services of overnight emergency sheltering, warming centers, mass feeding, family reunification, emergency transportation, individual assistance and human services.

II. SITUATIONS AND ASSUMPTIONS

A. SITUATION

1. Historically, there has not been a major need for a large overnight emergency sheltering program in Waldo County. On several occasions in the past, area motels were used to shelter fewer than a dozen people. The largest shelter operation took place during the January 1998 ice storm, when nearly 300 people were sheltered at the MBNA facility for about a week. In December 2013, a shelter was opened at the Troy Howard Middle School for 3 days and sheltered, at its peak, 36 people and 12 animals.

2. Mass care shelters will be established if a significant number of people are forced from their homes by an uncontrolled forest fire, hurricane, extended wintertime power outage, hazardous materials (hazmat) incident or terrorist attack. A forest fire, hazmat incident or terrorist attack is likely to be very local and should only require a single short-term shelter. A hurricane or winter storm that causes a regional power outage may require one or more long-term shelters and other locations to supply drinking water and meals.

3. The magnitude, intensity, extent, duration, and impact on the County and municipalities will determine the level of mass care needed.

a. Coastal flooding: Most flooding that is severe enough to force residential evacuations will be caused by coastal storm surge from a direct-hit hurricane. Municipal flood zone ordinances have kept new residential development out of the 100-year flood zone, but storm surge inundation modeling data illustrate that storm-induced coastal flooding will be more severe. Residents who can afford to have oceanfront property are far more likely to stay in hotels than to request the government provide emergency overnight sheltering.

b. Power outage: A hurricane or major winter storm could affect the County by severely damaging or destroying the power transmission system. This occurred in the most of the State of Maine in January 1998 and in the mid-coast areas in December 2013. These storms forced many residents from their homes because they had no way to heat their homes without electricity. A winter storm of the same destructive capability could require a need for one or two overnight emergency shelters to be activated in the County for between 2 to 14 days. The County EMA would activate the shelter that is closest to the affected population during a winter storm and the Mt. View School Complex shelter for a hurricane.

c. Forest fire: A forest fire would most likely affect only a small portion of the County. Most evacuees would be taken in by family or friends or housed in motels.

d. Hazmat release or terrorist attack: An emergency caused by an accidental release of hazardous materials or an intentional release of chemical or radiological agents by terrorists would most likely be a localized event that would not cause evacuations from major areas of the County. In some cases, residents will shelter in place. Mass care facilities outside the affected area will be activated to provide meals, water and temporary shelter if needed. Most evacuees would be taken in by family or friends or housed in motels.

4. SHELTER DEMAND: The following table presents a high-end estimate by the U.S. Army Corps of Engineers of the number of people who might require shelter in case of a hurricane. They assume a 100% participation rate by residents. For the purpose of planning, the County EMA is using a 2.5% of county population as a "likely" worst case scenario. In this case, we will assume a maximum of 1,000 people for emergency overnight sheltering needs.

		Maximum evacuating		Maximum public shelter demand
	Population	People	Vehicles	
Residents[1]	39,498			
Visitors[2]	3,907			
Category 1 hurricane		5,974	3,106	1,011 people
Category 2 hurricane		8,336	4,335	1,358 people
Category 3 hurricane		12,012	6,239	1,898 people
Category 4 hurricane		12,868	6,673	1,981 people

[1] Estimated permanent county population in 2016
[2] Low-occupancy estimate

5. SHELTERS: The County EMA Director is responsible for determining that an overnight mass care shelter be activated. The responsibility for setting up and staffing mass care shelters, training shelter workers, and coordinating shelter logistics is assigned to the American Red Cross (ARC), per an agreement signed by representatives of the State of Maine and the ARC. Volunteer staffing of the Maine ARC is sufficient to provide a small shelter management team at a single shelter in Waldo County. It is assumed that ARC personnel from out of state will be called in to assist the Maine ARC with sheltering operations. This occurred in the January 2013 event. Out of state ARC personnel were in place within 48 hours. Amateur radio operators may be deployed to shelters if there are telephone outages.

6. WARMING CENTERS: Municipalities in Waldo County have the option of establishing their own daytime warming centers for residents; however, they will not be reimbursed by the ARC. There may be partial reimbursement by the Federal Emergency Management Agency (FEMA) if there is a Presidential disaster declaration. Municipalities that do open warming centers should notify the County EOC, who will notify the State EOC and 211. Warming centers, which are only open during the day, provide a heated facility with food and water.

7. MASS FEEDING: There may be a need for mass feeding if residents are running low on basic food items and area grocery stores, general stores and restaurants are not open or do not have food stocks available. In this case, food may be brought in through the State from the Federal

government, commercial sources or through donations. Food will be disbursed using the same process for other supplies as defined in Annex H Resource Management. Food will be distributed to the municipal governments who may use community organizations to cook the food at "public suppers" or to distribute to local residents to cook at home. Food may also be distributed to local food pantries. The County EMA maintains a very detailed contact listing of all food pantries in the County. Additional information is located in the State EOP section "Maine Multi-Agency Feeding Plan."

8. PET SHELTER: The County has the capability of establishing one emergency pet shelter that would be located next to a Red Cross-managed overnight general shelter and would take the household pets of the shelter residents. At this time, the team has the equipment and training to take care of domestic cats and dogs and only those that are not sick, injured, or overly aggressive. The pet owners would need to bring all medications and medical records and be willing to care for their pet at the pet shelter. The County Pet Shelter Team would set up and operate the Pet Shelter and the Team would provide basic food. Any special diets or foods would need to be provided by the pet owner. Any animals that are not owned by residents of the Red Cross shelter will be turned over to the local Animal Control Officer.

9. TRANSPORTATION: In some cases, those who wish to go to the overnight emergency shelter do not have their own transportation to get to the shelter. The County EMA has a mutual aid agreement in place with WCAP to provide transportation on an as needed basis. The county reimburses WCAP for fuel and driver's salary. As a part of the public information program that announces the opening of a shelter will also include information on this transportation capability.

10. FAMILY REUNIFICATION: The process of reunify children and parents will not be carried out by the County government. Should children show up at a shelter or should first responders encounter and brought to the shelter, the State Department of Health and Human Services (DHHS) will be contacted through the State EOC. DHHS has outreach workers in parts of the state that could be contacted if an unaccompanied minor is not reunify with his family. In Maine, if the police were called to handle an unaccompanied minor, their standard protocol is to call Child Protective Services. The goal of the police and CPS would be to keep the child until the child is reunited with an appropriate family member or guardian. However, not every instance of an unaccompanied minor showing up at a Red Cross shelter warrants calling the police or CPS; due diligence should be made first to reunify the child locally before escalating to the state. MRSA Title 22, Chapter 1071, §4011-A is the guidance for all reporting to CPS. The 24/7 toll-free number is 800-452-1999. (The intent of the statute is to report abuse or neglect, but OCFS can serve as the basis for any referrals of unaccompanied minors, even if abuse or neglect is not involved.)

11. INDIVIDUAL ASSISTANCE AND HUMAN SERVICES: Should the disaster event cause severe hardships for residents, assistance may be provided through the Federal, State and municipal governments, non-profit groups and charities. The County government has no statutory responsibilities or capabilities to provide general or individual assistance. The County EOC will help to coordinate the collection of individual assistance information and will provide this information to state and municipal governments involved. The County EOC will also assist with locating and supporting FEMA Disaster Recovery Centers (DRCs) if requested. The County EOC will act as an information conduit for individual assistance information.

B. ASSUMPTIONS

1. Sufficient time will be available to establish mass care facilities for a large forest fire, hurricane or wintertime power outage.

2. A hazmat or terrorist incident will not provide sufficient time to establish mass care facilities for immediate use. However, the incident will most likely be local in nature and short in duration, and a single overnight accommodation may be all that is required. Hotels and motels will be utilized as much as possible.

3. Municipalities will take responsibility for the safety and well-being of their residents. This will include establishing warming centers, coordinating mass feeding, and collecting information on individual assistance and human services and reporting this information to the County EOC or DHHS, whichever is most appropriate for the given situation.

III. CONCEPT OF OPERATIONS

A. OVERNIGHT EMERGENCY SHELTERS

1. The County EMA Director will request the activation of ARC-supported overnight emergency shelters, as needed. The final decision to open an ARC-supported shelter will be made by the ARC, which will also oversee its management. When there is a warning period prior to a disaster striking the County, the County EMA Director will contact the ARC to initiate pre-incident planning. The ARC considers five or more displaced families to require mass care assistance. When fewer than 12 residents are affected, they will usually be housed in area motels.

2. The ARC has signed agreements and facility surveys on file with all of the identified overnight shelters in the County. The County EMA also has a copy of these documents. The following table is a list of all shelters in Waldo County. A map of ARC shelters in the County is at the end of this annex.

Name	Town	Short-term capacity	Long-term capacity	Generator in place	ARC Supported
Troy Howard Middle School	Belfast	165	82	Yes	Yes
Islesboro Central School	Islesboro	215	107	Yes	No
Lincolnville Central School	Lincolnville	200	100	Yes	Yes
Searsmont Community Center	Searsmont	70	35	Yes	No
Searsport Middle School	Searsport	330	165	Yes	No
Mount View School Complex	Thorndike	878	440	Yes	Yes
Total capacity		1858	929		

Table F-1 Shelter Capacity

3. Should there be an extreme need to increase the shelter capacity, classrooms in the schools that have been activated as shelters will also be used as dormitories. In the case of Mount View, an additional 1,400 people could be sheltered.

4. The County EMA and ARC have classified the following as regional mass care overnight shelters, which will be the first established by the ARC:

- Troy Howard Middle School in Belfast
- Mount View High School in Thorndike
- Lincolnville Central School in Lincolnville

5. The Troy Howard Middle School shelter will be activated first, if safe to do so (a hurricane could structurally impact this shelter). This school is located in the most densely populated are of the County. If a very large shelter population is needed or if the disaster is a hurricane, then the Mount View School Complex shelter would be activated.

6. Other shelters will be opened if there is a significant need in the section of the County in which the facility is located or if Waldo County opens a joint shelter with another county. For example, Lincolnville Central School could be opened to serve Waldo and Knox counties.

7. The County EOC will support, as it can, the Red Cross with volunteer staff and logistics support. The County EOC will track the status of the resident population and assist by providing equipment, supplies and communications support. The Maine Chapter of the ARC will be responsible for opening a shelter, providing shelter management staff, and registering and tracking shelter residents. These tasks are described in the Statement of Agreement between the State of Maine and the American National Red Cross, located in the Mutual Aid Agreement book on the EOC Plans shelf. Shelters will report their occupancy level and current status to the County EOC at least twice a day, more often as needed.

8. If necessary, the County EOC will dispatch RACES ham radio operators to as many shelters as possible in order to maintain communications with them.

9. Nursing homes and the hospital will be evacuated to shelters that are separate from those designated for the general public. The Harbor Hill facility will evacuate to East Belfast School. Tall Pines will utilize the Captain Albert Stevens School. Bayview Manor will evacuate to the Searsport Middle School.

B. MUNICIPAL WARMING CENTERS

1. Should Waldo County experience a region-wide, long-term power outage during the winter months, there may be a need to provide disaster relief to the County residents. Without power, many residents will not have access to drinking water, cooked food, warmth, functioning bathrooms and showers and lighting. They may not have access to information such as the status of the storm; repairs to the power grid; what services and assistance are being provided; available overnight sheltering; and general news of the event happenings.

2. Each municipal government should investigate establishing a “Warming Center” for their residents. Two of more municipalities may consider collaborating on a single facility that would serve all towns in the collaborative effort. The program would be overseen by the Local Emergency Management Director (EMD), but staffed by a local volunteer group, such as a church.

Town	Warming Center Name	ADA	Kitchen	Heated during outage	Water during outage	In Place Generator	Generator Hookup	Phone
Belfast	Troy Howard Middle School	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Belmont	Town Office	Yes	Yes	No	No	No	No	Yes
Brooks	Varney Building	Yes	Yes	Yes	Yes	Yes	Yes	No
Burnham	Town Office	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Frankfort	Congregational Church	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Freedom	Portable Bld @ Town Office	Yes	No	Yes	Yes	Yes	Yes	No
Islesboro	Town Office	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Jackson	Community Center	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Knox	Town Office	Yes	No	Yes	Yes	Yes	Yes	Yes
Liberty	Walker Elementary School	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Lincolnville	Central School	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Monroe	Town Office	Yes	No	Yes	Yes	Yes	Yes	Yes
Montville	Fire Station	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Morrill	Community Center	Yes	Yes	No	No	No	No	No
Northport	Town Office	Yes	No	Yes	Yes	Yes	Yes	Yes
Northport	Elementary School	Yes	Yes	No	No	No	No	Yes
Palermo	Amercian Legion Post	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Prospect	Community Center	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Searsmont	Searsmont Community Center	Yes	No	Yes	Yes	Yes	Yes	Yes
Searsport	Public Safety Building	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Searsport	Middle School	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Stockton Springs	Town Office	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Swanville	Town Office	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Troy	Elementary School	Yes	Yes	No	No	No	No	Yes
Unity	Fire Station	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Waldo	Community Center	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Winterport	Victoria Grant Community Ctr	Yes	Yes	Possible	Yes	No	Man Disc	No

Table F-2 Warming Center List

3. The Local EMD will coordinate with the Board of Selectmen/Councilors or City/Town Manager in order to gain approval to activate the Warming Center.

4. Once activated by the Local EMD, the Warming Center volunteers should be notified and a work schedule developed. The Warming Center must be staffed at all times while it is open. By having the Local EMD activate the volunteers, the volunteers are covered by the State for Worker's Compensation and Liability under Title 37B, Chapter 13. All the volunteers should be brought together and briefed on the hours of operation, the services to be provided, and any communication, utility and facility related issues.

5. Municipal Warming Centers will not be expected to provide any medical assistance, mental health assistance, financial assistance, general assistance, or social services. The warming centers are not expected to provide sheltering for pets.

6. **Preparedness Activities**

a. Locate an appropriate facility. It should have ADA Handicap accessible access, bathroom toilets, drinking water (could be bottled if necessary), lighting, heat, electrical backup generator, tables and chairs, and a telephone.

b. Locate and recruit volunteers or a volunteer organization (such as a church group, Masons, American Legion, etc) to staff the Warming Center.

c. Provide Warming Center Operations just-in-time training to those pre-identified volunteers.

d. Acquire a first aid kit for the Warming Center.

e. Advertise to the Town residents that the town has a Warming Center, what it is, what it does, when it would be open and how they can find out when it is open.

7. **Operational Activities**

a. Develop a work schedule for the volunteers. Have the volunteers sign in and out on the work schedule. These hours can be counted as soft match towards public assistance grants from FEMA, should the disaster receive a presidential declaration.

b. Assign a Warming Center Manager and Deputy Manager from the volunteers. Issue a radio to the Warming Center so they can communicate with the Town EOC.

c. Place a large sign board out by the road to let residents know that this facility is now a Warming Center and that it is open. Post open hours and the Warming Center phone number if there is room on the message board.

d. Set up a Sign-In Desk. Have all visitors sign in and sign out. This is to keep an accurate track of who was there and when.

e One or more volunteers should be used to provide hot food, coffee, tea, cold drinks and snacks. Many organizations in the area are very experienced in public suppers and this could be treated in that same light. Consider advertising around town that there will be a free public supper at the Warming Center. This will be a good opportunity to brief residents on what is happening and what they can be doing.

f. Have games and/or other entertainment for visitors. This can include card games, board games, books, coloring books, crayons and an AM/FM radio.

g. Set up an Information Board inside the Warming Center. The Town can post news bulletins, news reports, and storm information. Residents could post offers of supplies and services or their need for assistance (such as snow plowing, fire wood or animal care).

h. Track all of the Warming Center's expenditures and copies of all receipts.

i. Periodically update the County EOC (338-3870) of the status of the Warming Center.

C. MASS CARE FOR PEOPLE WITH FUNCTIONAL NEEDS

1. Many people with functional needs are, during normal circumstances, able to function on their own or with a support system. The National Response Framework's broad definition of "special needs" focuses not on formal diagnoses but on additional needs that people may have before, during, and after an emergency in areas including (but not limited to) communication, transportation, supervision, medical care and maintaining independence.

2. Individuals who may need additional assistance during an emergency include those who live in an institutionalized setting, are elderly, are children, are from a culture other than the predominant culture in the area, have limited or no English proficiency, do not have access to transportation, or have a disability. The National Organization on Disability defines the following types of disability:

- Sensory disability — hearing or visual limitations, including total blindness or deafness
- Mobility disability — little or no use of one's legs or arms; need for a wheelchair, scooter, walker, cane, or other device as an aid to movement
- Cognitive or developmental disability — a condition that affects one's ability to listen, think, speak, read, write, do math, or follow instructions

3. Addressing functional needs may involve assistance with notification, evacuation, transportation, sheltering, medical services, temporary lodging and housing, transition back to the community, and cleanup.

4. The U.S. Census (2014) has estimated that in Waldo County (total population 39,051), the following numbers of people have disabilities or are institutionalized:

- 18 in correctional facilities
- 163 in nursing homes
- 264 in college dormitories or off-campus college housing (Unity College)
- 89 in other supervised group housing
- 676 with a sensory disability
- 1,102 with a physical disability
- 697 with a mental disability
- 6,389 with some level of disability (include many from above)

Special assistance will be provided for populations with functional needs in the following ways.

a. **Transportation**:

1) Nursing home transportation will be augmented by local ambulances and school buses. Hospitals will be augmented by local ambulances, school buses, and vans from WCAP. County holding cell inmates will be transported in the County corrections vans.

2). The County EMA has agreements with the school districts and WCAP to provide wheelchair-accessible buses and vans during an emergency for evacuation or transport to a shelter. They would be managed by County EOC staff, who would communicate by cell phone or radio with the school bus drivers and by cell phone with the WCAP van drivers.

b. **Medical and personal care**: Nursing home residents will be cared for by nursing home staff, augmented by local responders and volunteers (who will be supervised by the nursing home staff). Off-duty hospital staff will be recalled to assist with the evacuation and sheltering of hospital patients.

c. **Supervision**: School staff will care for students until they are reunited with their parents. Jail guards will supervise inmates.

d. **Shelter**: Nursing home residents will be sheltered at East Belfast, Searsport and Captain Stevens schools or at nursing homes outside the disaster-affected areas. Hospitals and clinics outside the disaster-affected areas will provide shelter to hospital patients. Each school in Waldo County has a plan that designates evacuation sites and parental pickup locations. County jail/holding cell inmates will be relocated to other county jails or to the Maine State Prison.

5. All County-identified and ARC-supported shelters are compliant with the Americans with Disabilities Act. As long as it can be accomplished safely and adequate resources are available, people with a disability will be located within the general population dormitory of an activated shelter. If this is impossible due to incompatibility of populations, unsafe conditions, or insufficient resources (such as electrical outlets), another dormitory room may be established in the same shelter. For example, the Mount View School Complex has two gymnasiums. If nursing staff is limited, the second gymnasium can be set up as a functional needs shelter dormitory. If an individual with a mental disability is unable to deal with the noise in a crowded shelter dormitory, a classroom could be set up as a dormitory room for the individual.

6. In terms of bedding, the County EMA maintains folding cots only. Any specialized bedding will have to be provided either by the individual who needs it or by a contracted source. The State EMA has developed a list of functional needs resources that may be requested.

7. **Communication**

a. The County EOC and the RCC both have TTY telephones, but only the Communication Center has a TTY phone that is operational 24 hours a day, 365 days a year. The County EMA will set up the EOC TTY phone whenever the EOC is fully activated during a disaster.

b. In an emergency, municipal fire departments and other agencies may assign personnel to travel door-to-door and check on all residents, especially the elderly. If they encounter people with emergency requirements, they will report them immediately to the municipal EOC. If that EOC is unable to deal with the issue, it will be reported to the County EOC. If the County EOC is unable to deal with the issue, it will be reported to the State EOC.

D. DISASTER RECOVERY CENTERS

1. Following a Presidential disaster declaration that authorizes provision of individual assistance, FEMA may open a Disaster Recovery Center (DRC) to provide direct customer service. In the absence of a DRC, disaster survivors can register for assistance through a toll-free FEMA number (1-800-621-3362) or on the FEMA website, www.fema.gov. Waldo County has a signed support agreement to establish a DRC at the University of Maine Hutchinson Center.

2. FEMA may not open a DRC after every disaster declaration or in every county covered by the disaster declaration. FEMA may use a mobile DRC that travels to various publicly announced locations within the county, spending one or two days at each. The period of time a DRC is open depends on the number of visitors; its closure will occur following a public announcement by FEMA. Neither the State nor FEMA will pay for the rent or utilities of a DRC. The County EMA will ask the University of Maine to waive its fees for use of the Hutchinson Center.

3. If the Hutchinson Center is used as a DRC, the atrium will be used for registering disaster assistance applicants, and a computer lab will be used for FEMA office space. A classroom may be used as an interviewing area. The Hutchinson Center has wireless Internet capability.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following EOC staff positions are tasked with mass care duties during an emergency.

- **County Commissioners:** will have the overall responsibility to provide policy and financial support to maintain the County's mass care assets.

- **EOC Manager:** will oversee and track county-wide mass care facility status, consult with the municipal EOC and the ARC to determine which shelters should be opened, and contact the ARC to request mass care facility management and operation support.

- **Radio Room:** will ensure that radio communications are maintained with mass care facilities in the County, and may use ham radio volunteers to augment communications.

  Public Warning Manager: will provide mass care information, such as location and availability of shelters, to the general public through the municipal EOCs and local media.

- **Mass Care Manager:** Acts as the liaison with the American Red Cross for sheltering operations. Coordinates with municipalities regarding their community warming centers. Coordinates resource needs for shelters and warming centers. Coordinates resources for providing mass feeding, transportation to shelters and human services. This position may be filled by a Red Cross volunteer or a County employee.

- **Human Services Manager**: Locates and coordinates with Federal, State, local and non-profit general assistance functions. Manages and coordinates Individual Assistance information. Works for the Mass Care Manager.

- **Pet Shelter Team:** The County has a small Pet Shelter Team to shelter cats and dogs belonging to the ARC shelter residents. This is a portable capability.

- **Social Services Liaison:** Provides liaison between the County EOC and WCAP. Coordinates social services for the county and provides social service information to the EOC. Establishes contact with all other social service agencies in the County.

- **Volunteer Organizations Active in Disaster (VOAD) Liaison:** Provides liaison between the County EOC and Maine VOAD. Coordinates VOAD participation in the emergency. Provides management of all VOAD entities operating within the County.

V. ADMINISTRATION AND LOGISTICS

A. ARC SHELTERS:

1. The manager of each shelter will track the number of people staying in the facility and the amount of supplies used. The Shelter Manager will be responsible for all shelter staff and residents. All expenditures will be recorded and receipts will be saved. ARC-approved shelters will be reimbursed by the ARC.

2. The ARC has signed shelter agreements and surveys on file for facilities they will operate as shelters during a disaster. The County EMA has copies.

3. The ARC will pay shelter-related costs only for activities that are under their administrative control or authorized by them, or when prior written agreements have been made for another organization to provide emergency services on ARC's behalf.

B. MUNICIPAL WARMING CENTERS:

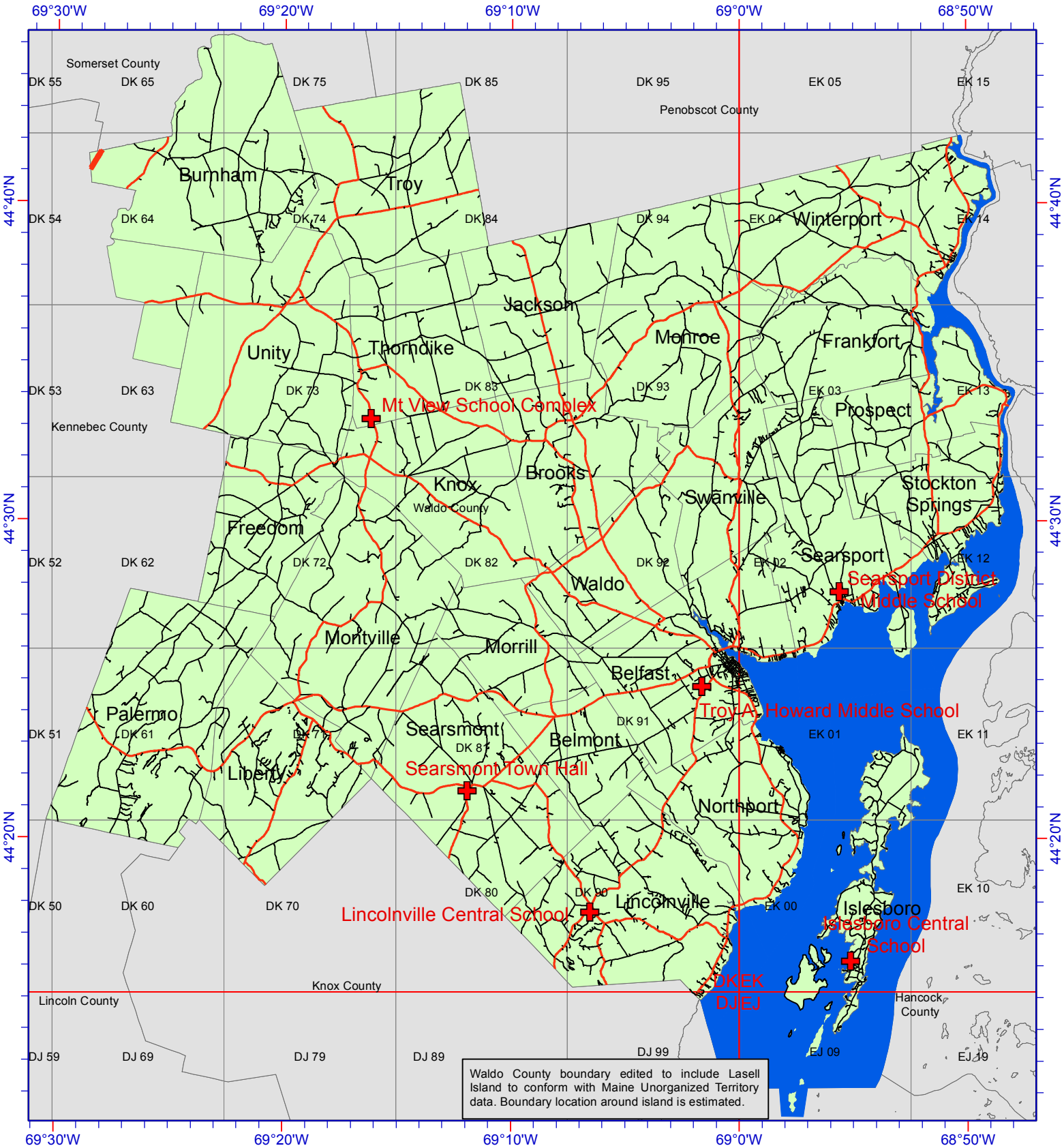
1. Each town is responsible for accounting for volunteers, visitors and expenditures. Open hours and the status of the warming center should be provided to the County EOC Mass Care Manager.

C. COUNTY EOC:

1. The County EOC will consolidate all expenditure records for any mass-care-related costs and will provide copies to MEMA.

2. WCAP may provide a liaison to the Waldo County EOC to coordinate the social service requirements of mass care recipients. WCAP has vans that can transport individuals with disabilities to local shelters. The County will reimburse WCAP for driver's hours and bus fuel.

Waldo County American Red Cross Shelter Map



Map prepared by R.E. Hoey, 27 Sep 2016.
USNG layer created at Waldo County EMA.
Other data from the Maine Office of GIS.
NAD83, USNG 19T.

Waldo County Emergency Operations Plan

ANNEX G: HEALTH AND MEDICAL SERVICES

I. PURPOSE

This annex provides information on mobilizing and coordinating local public health and medical services needed during emergency response and recovery operations. It describes the health and medical programs in place and the responsibilities and procedures for using them. This annex applies to large-scale emergencies and disasters that would cause enough casualties or fatalities to overwhelm local medical, health, and mortuary capabilities.

II. SITUATIONS AND ASSUMPTIONS

A. SITUATION

1. The Waldo County Emergency Management Agency (EMA) has determined that there is the potential for a mass casualty incident as the result of a transportation accident (aircraft, ship, multi-passenger ground vehicle), a hurricane, a hazardous materials release, an explosion or an outbreak of a contagious disease. In Waldo County, due to limited emergency medical services, a mass casualty incident is any event involving at least 5 severely injured victims requiring transport. However, the final decision to declare a MCI is the responsibility of the Incident Commander.

2. The most likely mass casualty incident would include a transportation accident involving multiple cars, a tour bus or school bus, or an aircraft or passenger ship. Health and medical services in the County are not likely to be damaged or destroyed by the incident, and medical facilities and transport from neighboring counties would be available to assist.

3. Historically, no hurricane have caused mass casualties in Maine. A hurricane severe enough to cause mass casualties would likely overwhelm the health and medical system in the County.

4. A large number of inhalation and contact casualties could occur from a hazardous materials incident or a terrorist attack using weapons of mass destruction. Waldo County General Hospital (WCGH) has a small decontamination team, equipped and trained to operate at the hospital. The Waldo County EMA also supports a small decontamination team, equipped and trained to operate anywhere in the County. No Waldo County emergency medical services (EMS) personnel has personal protective equipment or the training required to deal with hazmat contaminated victims.

5. A natural or intentional disease outbreak has the possibility of creating a very large number of casualties, perhaps the greatest mass casualty event possible in the County. Disease could greatly degrade health and medical capabilities by infecting hospital staff and EMS responders. If an outbreak affects the entire state or country, help from outside the County might not be available.

6. In nearly all incidents involving mass casualties, a county-wide response with mutual aid from the surrounding counties and from the State will be required in order to effectively handle the incident.

7. There are no mass casualty support trailers located within Waldo County.

B. ASSUMPTIONS

1. Health and medical resources located in Waldo County will be available for use during the disaster; however, some of these resources may themselves be affected by the disaster.

2. Evacuations from the hospital may be required due to the disaster. Temporary facilities may need to be used to continue medical operations.

3. Volunteers will come forward to help perform health and medical services. Unaffiliated volunteers will need to be credentialed by DHHS before they can be used during the disaster.

4. The Waldo County government does not have the authority to control, manage or assume responsibility for medical facilities, temporary infirmaries or overflow facilities for hospitals.

5. The Waldo County EMA will not assume responsibility for patient tracking.

III. CONCEPT OF OPERATIONS

A. The initial responsibility for ensuring public safety rests with municipal governments. The County EMA will coordinate efforts by municipalities and private or nonprofit medical and disaster relief organizations (such as hospitals and the American Red Cross), and will request assistance from the State as needed.

B. The Incident Commander at an incident scene will establish an EMS Group Supervisor to coordinate emergency medical responders on scene. The Incident Commander and staff will coordinate directly with the nearest hospital for support and for delivery of the victims. When there are multiple incidents ongoing simultaneously around the County, coordination of victim logistics will be accomplished through the municipal and County Emergency Operations Centers (EOCs).

C. Health and medical assets in Waldo County include one hospital, eight health clinics, nine EMS and/or rescue units, a health officer in each municipality and individual medical practitioners. There are no public health and medical assets under the control of the County government; however, the state has assigned two public health nurses and a district public health coordinator to cover Waldo County.

D. The County EMA Director will contact local school districts to request school buses for the transport of disaster victims. Hospital administrators and staff members will coordinate with other regional hospitals for assistance or for admission of patients when local facilities are overwhelmed. Assistance for volunteer and private EMS units are coordinated by the Maine EMS Region Offices.

E. When emergency decontamination of victims is needed, it will be carried out by local fire departments. Technical decontamination of hazmat team response personnel will be handled by the Waldo County Decon Strike Team (DST).

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following EOC staff positions are tasked with public health and medical duties during an emergency.

- **Resource Manager:** will coordinate with the Northeastern Maine Regional Resource Center, WCGH and the clinics on resource requests.

- **Medical Liaison:** will be assigned by WCGH to the County EOC during events that require close coordination between the two, according to a signed agreement between WCGH and the Waldo County EMA. The medical liaison will coordinate with the Resource Manager for resource requests and will provide victim information (non-privacy info) and status of the Hospital and associated clinics. The Medical Liaison will also be the point of contact for non-affiliated clinics in the County.

- **Public Health Liaison**: will be assigned by the Maine CDC Public Health Liaison located in Rockland during events that require close coordination between the County and the State. The Public Health Liaison will help to coordinate all public health activities in Waldo County, to include working with the municipal health officers.

V. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. Municipal fire departments, ambulance services and area hospitals handle daily emergencies on a regular basis and deal with one another directly. Waldo County has one hospital, but patients are also regularly sent to hospitals in Knox, Somerset, Kennebec and Penobscot counties. This Health and Medical Annex will be implemented during an emergency or disaster that is larger and more taxing than the daily emergencies. Since the Waldo County government has no firefighting or medical units, the County EOC will be opened for the purpose of coordinating with the individual municipalities, ambulance services, hospitals, and medical personnel and making official requests to the State EOC for health and medical assistance, expertise and resources.

2. The County EOC may assist local responders by requesting assistance and services from local mental health professionals. The County EOC will request state public health resources through the DHHS Regional Office, the Public Health Liaison or the State EOC when these services are needed.

3. Incident commanders will request LifeFlight services through the Waldo County Regional Communication Center (RCC). LifeFlight is based at Eastern Maine Medical Center in Bangor. A list of pre-identified LifeFlight landing zones is provided in the following section.

4. The State of Maine has developed and implemented a credentialing and qualification review process for all medical volunteers prior to their assignment. This program is called Volunteer Maine and is managed by the Maine Department of Health and Human Services.

5. Agreements for mutual support and assistance have been signed in order to better utilize each agency's resources. Support agreements relating to health and medical services include the following:

- WCGH and Waldo County EMA, 2016
- Waldo Community Action Partners and Waldo County EMA, 2016

B. LOGISTICS

1. **Medical facilities and professionals:** The following table summarizes the medical facilities in Waldo County and the number of professionals employed there.

Facility	Number of MDs, DOs, PAs and NPs	Number of RNs and CMAs	Number of CNAs	Phone numbers
Waldo County General Hospital (Belfast)	64	210	50	338-2500 (opr) 930-6701 ext 4501 930-6702 ext 4502 930-6703 ext 4503 338-6820 (fax)
Arthur Jewell Community Health Center (Brooks) *	1 MD 1 NP	1 CMA		722-3488 722-3183 (Fax)
Islesboro Health Center	3 PAs	0	0	734-2213 734-8392 (Fax)
Lincolnville Regional Health Center *	1 MD 1 NP	0	0	236-4851 236-0776 (Fax)
New Horizons Health Care Center (Unity)	2 MD 1 DO 1 PA	3 CMAs		948-2100 948-3018
Seaport Community Health Center (Belfast)	8 MDs 1 DO 4 NPs	1 RN 9 CMAs		338-6900
Searsport Physical Medicine *	0	0	0	548-2475 548-2470 (Fax)
Stockton Springs Regional Health Center *	2 MD 1 NPs	0	0	567-4000 567-4084 (Fax)
Donald Walker Health Center (Liberty) *	1 NP	1 CMA	0	589-4509 589-3104 (Fax)
Winterport Community Health Center	2 MDs 1 NP	5 CMAs		223-5074 223-5953 (Fax)

MD = medical doctor; DO = doctor of osteopathy; PA = physician's assistant; NP = nurse practitioner; RN = registered nurse; CMA = certified medical assistant; CNA = certified nursing assistant
* = affiliated with WCGH

2. Waldo County General Hospital: WCGH has its own logistics capabilities through which it can obtain additional equipment, supplies, transportation and the use of additional facilities. WCGH maintains 25 beds, including four intensive care beds, and two ventilators. WCGH may provide a health and medical liaison to the County EOC to coordinate efforts between the two entities. The County EMA Director will contact the State EOC to fill unmet medical needs.

3. Medical examiners: There are no medical examiners in Waldo County. The Incident Commander will ask the County RCC to contact an available medical examiner–appointed physician, who serves as a fill-in for the Medical Examiner whenever there are fatalities at an incident. Mortuary services are provided by two local funeral home directors. The Incident Commander will ask the RCC to contact the nearest mortuary services–qualified funeral home director whenever there are fatalities at an incident. The County EMA Director will request additional Mortuary resources through the State EOC.

4. Social services agencies: The Waldo County EMA does not have the authority to collect personal information about people in the county who may need special services during an emergency. Instead, Waldo County EMA has identified and established contacts with local social service agencies that service this population. Social service agencies will strive to keep their client databases up to date and to coordinate with the County EOC whenever there are client needs that cannot be met by their organization and additional assistance is required. The County EMA has written agreements with Waldo CAP.

The following social service agencies are active in Waldo County.

Agency	Population served
Belfast Public Health Nursing	General public
Department of Human Services	Welfare recipients
Head Start	Preschool children
Kno-Wal-Lin	Disabled and elderly
Mid-Coast Mental Health	Mental health patients
RSU 3	School children
RSU 20	School children
Partners for Change	Drug and alcohol rehabilitation clients
Salvation Army	Economically disadvantaged
Spectrum Generations	Senior citizens
Sweetser	Children with behavioral issues
Veterans Administration	Military veterans
Waldo Community Action Partners	Welfare recipients
Waldo County Child Development Services	Preschool children
WCGH Home Care	Elderly
Waldo County Hospice	Terminally ill patients
Waldo County Preschool & Family Services	Preschool children

5. Nursing homes and assisted living centers: The following table lists the facilities in Waldo County with a large number of medical staff.

Facility	Number of staff	Phone number
Tall Pines	79 total (combined RNs, LPNs and CNAs)	338-4117
Harbor Hill	112 total (combined RNs, LPNs and CNAs)	338-3666

6. Funeral homes: There are two funeral homes in Waldo County.

Facility	Phone number	Location	Storage capacity
Crabiel & Riposta	338-9191	182 Waldo Avenue, Belfast	20–23 corpses
Young	548-2545	31 West Main Street, Searsport	None (chapel only)

7. LifeFlight: The County RCC or an EMT on scene will normally contact Lifeflight and request a mission. Lifeflight needs a landing zone. A number of year-round and seasonal landing zones have been pre-identified in Waldo County. The year-round landing zones are as follows.

Location	Name	Town	Latitude	Longitude
2 Wright Brothers Drive	Belfast Municipal Airport	Belfast	44d 24' 31.7"	69d 00' 39.5"
Morrill Road	Fire Department parking lot	Belmont	44d 23' 53.6"	69d 08' 02.0"
Augusta Road	Sand and salt pile	Belmont	44d 22' 28.7"	69d 07' 48.0"
Underpass Road	Town dump	Brooks	44d 32' 36.7"	69d 09' 22.7"
Main Road South	Boat landing parking lot	Frankfort	44d 35' 26.2"	68d 51' 54.2"
Pleasant Street	Freedom Ball Field	Freedom	44d 31' 35.2"	69d 17' 43.7"
State Route 7	Vogel & Vogel parking lot	Jackson	44d 34' 42.8"	69d 08' 06.5"
187 West Main Street	Fire Station parking lot	Liberty	44d 24' 12.6"	69d 19' 27.8"
37 Main Street South	Community Center parking lot	Searsmont	44d 21' 32.9"	69d 11' 55.5"
Main Street South	Robbins Lumber Log Yard	Searsmont	44d 20' 2.5"	69d 12' 04.1"
Main Street South	Robbins Lumber Log Yard	Searsmont	44d 19' 49"	69d 12' 17.6"
Belfast-Augusta Road	Robbins North	Searsmont	44d 24' 19"	69d 12' 10.9"
Mortland Road	Searsport Soccer Field	Searsport	44d 27' 51.7"	68d 55' 41.5"
Mt Ephraim Road	Slip Stevens/Mount Ephraim	Searsport	44d 31' 53.4"	68d 57' 28.5"
Route 1	Route 1/Old Textile Mill	Searsport	44d 25' 58.0"	68d 57' 21.7"
Route 1	Route 1/Old Cobb Lobster	Searsport	44d 26' 14.4"	68d 56' 23.0"
Church Street	Stockton Springs Elementary School	Stockton Springs	44d 29' 49.5"	68d 51' 29.2"
Greenhouse Lane	Greenhouses	Thorndike	44d 34' 39.9"	69d 16' 51.9"
Mount View Road	Mount View Complex	Thorndike	44d 33' 18.3"	69d 16' 13.3"
Reid Road	Reid Road	Thorndike	44d 34' 08.3"	69d 12' 12.6"
295 Depot Street	Fire Department parking lot	Unity	44d 36' 47.5"	69d 20' 48.0"
289 School Street	Mac's Hardware	Unity	44d 36' 47.6"	69d 20' 51.5"
139 School Street	Unity Raceway	Unity	44d 36' 41.4"	69d 20' 59.6"

The seasonal landing zones are as follows.

Location	Name	Town	Latitude	Longitude
Brown Road/Bog Road/ Monroe Highway	Brown Road intersection	Brooks	44d 34' 19.7"	69d 05' 51.5"
Loggin Road	Baseball field	Frankfort	44d 36' 56.7"	68d 56' 06.9"
Main Road North	Field on Main Road North	Frankfort	44d 36' 53.8"	68d 52' 08.2"
Swanville Road	Field on Swanville Road	Frankfort	44d 35' 25.4"	68d 57' 25.9"
West Bay Road FAA ID 57B	Islesboro Airport	Islesboro	44d 18' 08"	68d 54' 38"
Abbott Road	Football field on Abbott Road	Knox	44d 31' 32.7"	69d 14' 36.8"
Belfast Road	Pasture at Knox Corner	Knox	44d 31' 58.1"	69d 16' 09.2"
33 West Main Street	Walker School	Liberty	44d 23' 53.6"	69d 18' 51.3"
ATV access trail	Cameron Mountain	Lincolnville	44d 15' 59.9"	69d 04' 30.8"
523 Hope Road	Lincolnville Central School field	Lincolnville	44d 17' 33"	69d 06' 32"
Camden Road	Old landing strip	Lincolnville	44d 16' 29.3"	69d 05' 48.6"
2672 Belfast Road	Perry Thomas's field	Lincolnville	44d 19' 35.2"	69d 03' 56.0"
Camden Road	Proposed fire department location	Lincolnville	44d 17' 11"	69d 06' 00"
East Main Street	Gesner Park	Monroe	44d 37' 06.3"	69d 00' 30.6"
36 West Main Street	Monroe Elementary School	Monroe	44d 36' 49.0"	69d 01' 15.2"
Center Road	Center Road	Montville	44d 26' 38.6"	69d 14' 38.2"
2 South Main Street	Gladys Weymouth School field	Morrill	44d 26' 34.1"	69d 08' 46"
South Main Street	Jethro Pease	Morrill	44d 24' 46.3"	69d 08' 16.5"
Turner Ridge Road	Baseball field	Palermo	44d 21' 41.3"	69d 27' 21.8"
Arnold Lane	North Palermo landing strip	Palermo	44d 27' 05.5"	69d 23' 52.7"
Bangor Road	Field on Bangor Road	Prospect	44d 33' 44.6"	68d 52' 2.4"
Main Street	Field behind Post Office	Stockton Springs	44d 29' 25.8"	68d 51' 12.9"
Hatch Road	Hatch Road field	Stockton Springs	44d 31' 31.6"	68d 53' 5.6"
Route 1	Perry's Store	Stockton Springs	44d 29' 38.1"	68d 50' 33.0"
Ryan Road	Ryan’s Field	Stockton Springs	44d 32' 13.5"	68d 49' 39.5"
Steamboat Wharf Road	Sandy Point Beach parking lot	Stockton Springs	44d 30' 22.9"	68d 48' 26.8"
U.S. Rte 1	Stockton Springs ball field	Stockton Springs	44d 26' 14.4"	68d 56' 23.0"
Cape Jellison Road	Warren Collins property	Stockton Springs	44d 27' 37.4"	68d 51' 24.4"
Steamboat Wharf Road	Water plant at Sandy Point	Stockton Springs	44d 30' 26.7"	68d 48' 42.1"
Brooks Road	Field on Brooks Road	Thorndike	44d 34' 21.7"	69d 14' 44.5"
Hunt Road	Field on Hunt Road	Thorndike	44d 38' 00.2"	69d 13' 06.9"
Palmer Road	Field on Palmer Road	Thorndike	44d 36' 34.1"	69d 14' 22.8"
Ward Hill Road	Field on Ward Hill Road	Thorndike	44d 36' 23.8"	69d 16' 15.7"
Main Street	Field of Dreams	Unity	44d 37' 08.6"	69d 19' 37.6"
Route 131	Ball field by town office	Waldo	44d 29' 13.9"	69d 06' 16.3"
408 East Waldo Road	Providers Farms field	Waldo	44d 29' 18.1"	69d 03' 47.1"
Airport Road	Winterport Dragway	Winterport	44d 38' 49.2"	68d 54' 02.6"

VI. AUTHORITIES AND REFERENCES

- MRSA Title 22 Health and Welfare, Chapter 153, Local Health Officers
- MRSA Title 22 Health and Welfare, Chapter 250, Control of Communicable Diseases
- MRSA Title 22 Health and Welfare, Chapter 711, Medical Examiners Act
- 2013 Waldo County EMS Mutual Aid Compact
- 2010 Waldo County Mass Casualty Incident Response SOP

Waldo County Emergency Operations Plan

ANNEX H: RESOURCE MANAGEMENT

I. PURPOSE

Waldo County must be able to identify and utilize all available resources in order to respond to and recover from an emergency or disaster and to save lives and property. This annex describes the means, organization, and process by which the County will find, obtain, allocate, and distribute resources to satisfy needs that are generated by an emergency or disaster.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The Waldo County Emergency Operations Center (EOC) will oversee the management of local, county and state resources located in the County during a disaster. During a disaster event, the municipal government will provide emergency responders, public works, and general welfare support to its residents and visitors. All firefighting resources are located at the municipal level; there are no County firefighting assets. Mutual aid agreements between municipalities will be implemented in order to further increase available emergency resources. Waldo County will provide law enforcement support through the County Sheriff's Office and emergency management support through the County Emergency Management Agency (EMA).

2. Flooding will require additional resources such as watercraft, barricades, detour signs, sandbags and sand, pumps, generators and heavy equipment. Since the County does not maintain sufficient numbers of these resources, the County EOC will forward unmet resource needs to the Maine Emergency Management Agency (MEMA). The County EMA does have on hand a small number of empty sandbags.

3. Wildland fires will require additional resources such as wildland firefighters, helicopters, fire pumps, engines and heavy equipment. Since the County does not maintain these resources, the County EOC will forward unmet resource needs to MEMA.

4. Severe winter storms will require additional resources such as generators, fuel, snowplow trucks and heavy equipment. Since the County does not maintain these resources, the County EOC will forward unmet resource needs to MEMA.

5. High wind events will require additional resources such as wood chippers, chain saws, generators, fuel, and heavy equipment. Associated utility failures will also require additional transmission line crews and trucks. Since the County does not maintain these resources, the County EOC will forward unmet resource needs to MEMA.

6. Transportation-related mass casualty incidents will require additional resources such as watercraft, divers, additional ambulances and crews, LifeFlight helicopters, mass casualty supply trailers and heavy equipment. Since the County does not maintain these resources, the County EOC will forward most of the unmet resource needs to MEMA. The Incident Commander at each incident may request LifeFlight directly. Emergency medical services and hospitals will request additional ambulances from neighboring communities and counties through the RCC. The EOC will contact the Maine State Police and Warden Service dive teams to request divers.

7. Hazardous materials (hazmat) incidents will require additional resources such as hazmat response teams and spill cleanup contractors. The County does maintain and operate a local Decontamination Strike Team (DST); however, the County EOC will request follow-on technician-level hazmat response teams through MEMA. The party responsible for the spill will be responsible for hiring a spill cleanup team.

8. Response to terrorist use of weapons of mass destruction will require additional resources such as the FBI, WMD Regional Response Teams, the Maine National Guard Civil Support Team and spill cleanup contractors. The County EOC will request hazmat response teams and the Maine National Guard Civil Support Team from MEMA. The Sheriff's Office will request the FBI through the Maine State Police. The Medical Examiner will be needed, along with specialized Federal medical teams.

9. Disease outbreaks will require additional resources such as public health and medical personnel, laboratories and facilities. Since the County does not maintain these resources, the County EOC will forward unmet resource needs to MEMA.

10. The Waldo County government provides regional law enforcement, emergency management and radio dispatch communications. All other personnel, communications, vehicles, equipment and supply resources are provided by the municipalities, the State or private organizations.

11. The County EMA supports the Waldo County Search and Rescue (SAR) Team, which performs rural/wildland searches. The team also has a certified diver.

12. EMA has a RACES team of amateur radio operators who can assist the EOC and IMAT with emergency communications.

13. The following table identifies the types of resources that may be needed depending on the type of hazard event.

Hazards	Personnel/Teams											Facilities			Equipment/Materials												
	Law Enforcement	Firefighting	EMS	Public Works	Haz Mat	Medical	Public Health	Wild Fire	Agriculture	USAR	SAR, Rural	Office Building	Shelter	Warehouse	Blankets	Cots	Food	Fuel	Generators	Heavy Equip	MCI Trailer	Pumps	Radio Comm	Sand bags	Tarps	Traffic Equip	Water, Potable	Wood Chipper
Building/Structural Collapse	X	X	X	X		X	X			X		X								X	X					X		
Cyber Attack																	X	X	X				X				X	
Epidemic/Pandemic	X		X			X	X										X											
Explosion	X	X	X	X	X	X	X			X										X	X							
Flooding	X	X		X																X		X		X		X	X	
HazMat Release (EHS)	X	X	X	X	X	X							X								X							
High Winds (Hurricane)	X	X	X	X		X	X			X			X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
High Winds (Tornado/Microburst)		X	X						X												X					X	X	X
School Violence	X	X	X			X															X		X					
Severe Winter Weather	X	X		X		X							X	X	X	X	X	X	X	X			X				X	X
Terrorism	X	X	X	X	X	X	X					X								X	X		X					
Transportation Accident (MCI)	X	X	X			X														X	X							
Wildfire, major	X	X	X	X		X		X	X		X		X		X	X	X	X	X	X		X	X				X	

Table H.1 Resources Needed by Hazard Type

B. ASSUMPTIONS

1. All local fire departments, police departments, medical and emergency medical services, and public works departments may need to sustain themselves for the first 24 to 48 hours of an emergency, depending on the scope and complexity of the incident. Residents must be able to sustain themselves for up to 72 hours. Federal support may take two to three days or more to arrive.

2. Local hospitals, nursing homes and schools and the county jail have the personnel and transportation resources to evacuate their special-needs populations. Transportation-related mutual aid agreements are in place to provide additional transportation resources.

3. Unsolicited donations and unaffiliated volunteers will arrive and will need to be managed. The amount of donations and volunteers will be greatly increased if there is focused and sustained national media coverage.

4. Some parties to mutual aid agreements may not be able to fulfill their commitments if they are heavily affected by the disaster. Contract service agreements may also not be fulfilled if the contractor is heavily affected by the disaster.

5. The Waldo County EMA has signed mutual aid agreements with the fifteen other counties to assist with Emergency Operations Center (EOC) and specialized response teams during a County emergency. Assistance will be limited if the emergency is statewide. The Maine Emergency Management Agency (MEMA) and State EOC will provide assistance as needed and as available. A Statewide Mutual Aid Agreement has been authorized by the Maine Legislature and is overseen by MEMA.

6. Emergency service agencies will exhaust their own resources, including mutual aid agreements, before requesting resource support from the County EMA. The County EMA can provide incident management and communication resources. The County EMA will consolidate resource requests and forward them to MEMA for any resource requests that it cannot fill by the County. A sample resource request form is provided at the end of this annex.

III. CONCEPT OF OPERATIONS

A. EOC ACTIVATION: The Waldo County EMA Director will activate the County EOC in accordance with guidance in the Basic Plan. A Resource Manager will be assigned at the time of EOC activation. Depending on the scope of the disaster and available staff, the Resource Manager may have assigned a Donations Manager, Volunteer Manager, Supply Manager, Warehouse Manager and Storage Area Manager and Distribution Manager. The Resource Manager will identify receiving areas and warehouses as soon as possible.

B. PROCESSING REQUESTS: The Resource Manager will coordinate with municipal EOCs, emergency responders and partner agencies to identify what resources are needed, by whom, in what quantity, where, at what time, and why. All municipal and county-wide requestors must submit their resource requirements to the County EOC Resource Manager in order to acquire resources from the State and Federal governments.

C. RESOURCE PRIORITIZATION: Because response resources may be scarce in the first hours of a major emergency, priorities will need to be established. The EOC Manager, with support from the County Commissioners, will prioritize resource requests. Resources will be allocated in the following order:

1. Helping disaster victims in immediate danger of injury or death
2. Helping first responders in immediate danger of injury or death
3. Ensuring the sustained health of disaster victims
4. Protection of water, land, and air quality
5. Protection of public property
6. Protection of private property
7. Recovery activities

D. RESOURCE STATUS:

1. The Resource Manager or Supply Manager will log and track all resource requests which will be classified as “Pending”, “Enroute”, “Assigned”, or “Returned”. The current location and status, the requester and provider and dates and times should be recorded.

2. Any resources requested or funded at the County level will be ordered by the Resource or Supply Manager. This information will be tracked on an EOC whiteboard, in a spreadsheet or in D4H Live operations.

3. The Resource Manager, Warehouse Manager or Storage Area Manager will inventory and store all supplies and equipment in secure and weather-resistant facilities or in trailers on paved surfaces. Warehouses and forklifts will be leased for the duration of the incident if needed. A current inventory will be located in the EOC.

4. For the purpose of tracking resources, resources will be categorized as:

Category	**Examples**
Personnel	Any individual emergency responders or response teams along with their vehicles and equipment - IMAT, RACES, firefighters, EMTs, law enforcement officers, hazmat team members, etc
Volunteers	Unaffiliated and spontaneous individuals who wish to volunteer their time and services
Facilities	Warehouse, office buildings, meeting spaces, etc.
Equipment	Vehicles, watercraft, pumps, generators, construction equipment, snowplows, Fire apparatus, aircraft, chainsaws, barricades, signage, etc.
Supplies	Expendable items - food, water, blankets, ice, sandbags, fuel

5. It should be noted whether the resource being tracked is government-owned, leased, lent, or donated.

6. As much information on the capability of the resource should be identified. This will include the certification levels of responders, professional qualifications of volunteers, the facility space provided and does it have utilities, and the specifics of a piece of equipment. An example would be a 25,000 watt, trailer-mounted, diesel-fueled, electric generator that is 3-phase.

E. DISTRIBUTION PROCESS

1. The Resource Manager or Distribution Manager will coordinate transportation of the resources from the supplier to the requestor. The Distribution Manager will ensure that high-priority resources are dispatched quickly and that incident commanders and site checkpoint staff are notified of incoming resources. Cargo trucks will be rented for the duration of the incident if needed. An account will be established at the nearest functioning gas station in order to refuel the trucks.

2. A system of Staging Areas and Commodity Points of Distribution (C-POD) may be established if the Federal Emergency Management Agency (FEMA) is providing large quantities of supplies, such as food, water, blankets, and tarps. In Waldo County, Staging Areas will either be a County-operated warehouse or large paved area. Each municipality will have at least one C-POD location where the County-managed supplies will be taken. The municipal EOCs will then determine how the supplies will be distributed to their residents. They may have residents pick up the supplies at that location, they may locate caches of supplies at various locations or they may deliver the supplies to residents; especially to elderly shut-ins.

3. Should FEMA deploy large quantities of supplies into Maine, the State EOC will establish State Staging Area(s), through which all FEMA supplies will be processed for accountability. Designated state staging areas include the Bangor International Airport, Sanford Regional Airport and the Augusta State Airport. Trucks carrying supplies will be directed from the state staging areas to the counties requesting supplies. Donations to the State from private donors will be stored at a Multi-Agency Warehouse. Within Waldo County, both FEMA-provided and donations will be taken to the County Staging Area which has been established.

4. Waldo County warehouses and storage areas will account for all supplies, offload the supplies from delivery trucks, break the supplies down into smaller packages, store the supplies and eventually ship the supplies out to municipal or critical facility supply drops. Whenever possible, a warehouse will be used (as opposed to an outside storage area).

5. **County Staging Areas** (warehouses and storage areas):

- County EMA Pole Barn (1,000 sf)
- County EMA Garage (900 sf)
- County Garden Pole Barn (2,000 sf)
- Belfast Municipal Airport Hangers
- Belfast Municipal Airport – Runway10-28
- Bank of America facility parking area (Belfast)
- Unity College parking areas

6. Each County POD will be staffed by a storage area or warehouse manager, forklift operator and two to four laborers, and will have the following equipment: forklift, dumpster, traffic cones, rope, package tape, strapping cutter, flashlights, gloves, safety vests and a radio or cell phone. Volunteer organizations that could be asked to staff the County Staging Area are listed below.

- Waldo County Search and Rescue
- Maine Militia
- Unity College Search and Rescue
- Waldo County Kiwanis
- American Legion Post 138, Winterport
- American Legion Post 157, Stockton Springs
- American Legion Post 163, Palermo
- American Legion Post 183, Brooks
- American Legion Post 43, Belfast
- American Legion Post 50, Unity
- AmVets Memorial Post 150, Liberty
- AmVets Memorial Post 6829, Belfast
- Veterans of Foreign Wars 3108, Belfast
- Veterans of Foreign Wars 6131, Northport
- Maine VOAD

7. The County EOC will rent the necessary number of cargo trucks in order to deliver the supplies to the municipal and critical facility supply drops. Potential vehicle rental companies include:

- LineX (UHaul), 79 Waterville Road, Belfast, 338-2697
- Dutch Chevrolet (Enterprise), 6 Belmont Avenue, Belfast, 338-6190
- Andy's Power Equipment (UHaul), 369 Augusta Road (Route 3), Belmont, 342-2192
- Searsport Automotive (UHaul), 357 West Main Street, Searsport, 338-3425
- Terry Sawyer (UHaul), 416 Cross Road, Swanville, 338-6412
- UHaul Rent a Space (UHaul), 1481 North Main Street, Winterport, 223-5671

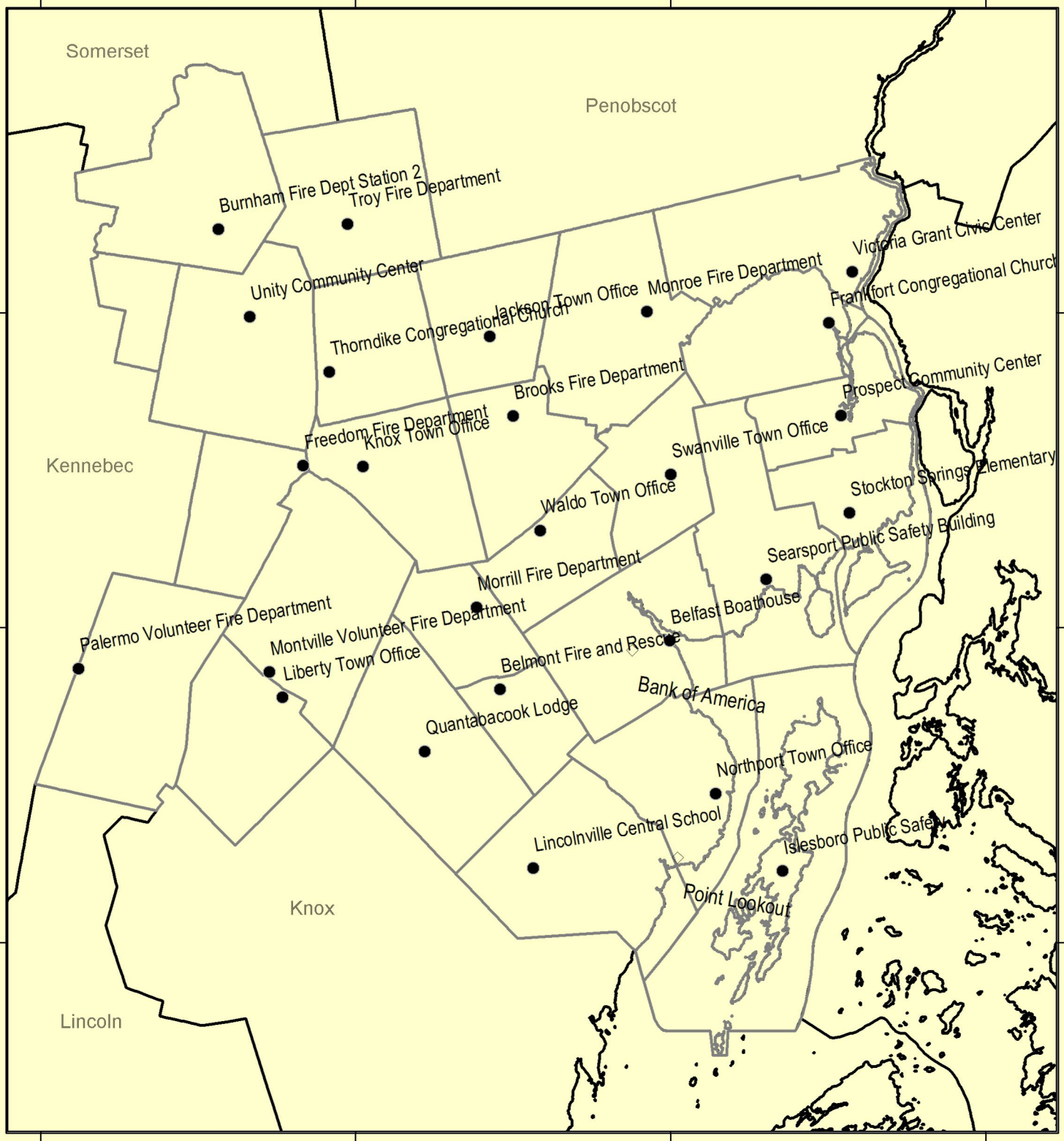
8. Local sources of forklifts include the following:

- City of Belfast Public Works Department, 338-2375
- EBS Building Supplies and Hardware, Belfast, 338-4080
- Point Lookout Resort and Conference Center, Northport, 789-2015
- Facilities Department, Unity College, Unity, 948-3131
- Eagle Rental, Waterville, 873-0500
- United Rentals, Bangor, 942-7770
- Kennebec Equipment Rental, Bangor, 947-3381
- NES Rentals, Bangor, 942-5990
- TB Equipment and Rental, Bangor, 262-0014
- Town of Winterport, 223-5028

9. **C-POD**s: Supplies will be delivered in rental vans or pickup trucks to supply drops around the County or the municipality or critical facility can provide their own cargo transportation to come to the County Staging Area to pick up their allocated supplies.

a. MUNICIPAL: The municipal EOC will account for, warehouse and distribute the supplies to local residents. The municipal EOC may use local public works or fire department personnel to deliver supplies to homebound residents. Other residents will drive to the municipal C-POD to acquire their supplies. Municipal C-POD locations will include the following.

Points of Distribution and Supply Drops; Waldo County, Maine



0 mi 5 mi 10 mi 15 mi

0 km 10 km 20 km 30 km

Author: R.E. Hoey, 28 Dec 2016.
Data from Maine Office of GIS and Waldo Co. EMA.
NAD1983.

◇ POD

● Supply Drop

N

Municipal Commodity Points of Distribution (C-PODs)

Town	Facility	Street address	Phone #
Belfast	Boathouse	34 Commercial Street	338-3370
Belmont	Fire Station	9 Morrill Road	342-5722
Brooks	Fire Station	19 Purple Heart Highway	722-3254
Burnham	Fire Station #2	247 South Horseback Road	948-2369
Frankfort	Congregational Church	42 Main Road South	223-5546
Freedom	Fire Station	75 Pleasant Street	382-6177
Islesboro	Public Safety Building	150 Main Road	734-2253
Jackson	Fire Station	731 Moosehead Trail	722-3439
Knox	Town Office	10 Abbott Road	568-3907
Liberty	Town Office	7 Water Street	589-4318
Lincolnville	Lincolnville Central School	523 Hope Road	763-3555
Monroe	Fire Station	11 Back Brooks Road	525-3515
Montville	Fire Station	63 S. Mountain Valley Highway	342-5544
Morrill	Fire Station	52 Weymouth Road	342-3300
Northport	Town Office	16 Beech Hill Road	338-3819
Palermo	Fire Station	33 North Palermo Road	993-2296
Prospect	Community Center	959 Bangor Road	567-3661
Searsmont	Masonic Hall	14 New England Road	342-5411
Searsport	Public Safety Building	3 Union Street	548-6372
Stockton Springs	Stockton Springs Elementary School	113 Church Street	567-3404
Swanville	Town Office	6 Townhouse Road	338-5834
Thorndike	Congregational Church	91 Gordon Hill Road	568-3653
Troy	Fire Station	731 Bangor Road	948-2283
Unity	Community Center	32 School Street	948-3763
Waldo	Town Office	54 Gurney Hill Road	342-5400
Winterport	Victoria Grant Community Center	40 Park Drive	223-5055

b. CRITICAL FACILITIES C-PODs: There may be several critical facilities that have significant supply requirements for a number of functional needs residents. Supplies will be delivered in rental vans or pickup trucks to several large retirement homes, if the supplies are needed. The facility director will account for, warehouse and distribute the supplies to the facility's residents/patients.

Town	Facility	Street address	Phone #
Belfast	Harbor Hill	2 Footbridge Road	338-5307
Belfast	Tall Pines	34 Martin Lane	930-7031
Searsport	Bayview Manor	40 West Main Street	548-2415
Belfast	Waldo County General Hospital	118 Northport Avenue	338-2500

F. FACILITY RESOURCES: A number of temporary emergency management facilities may need to be established. The facilities are listed below.

Facility	Potential site	Town	Note
Evacuation shelters	Troy Howard Middle School	Belfast	Surveyed and agreed
	Islesboro Central School	Islesboro	Surveyed and agreed
	Lincolnville Central School	Lincolnville	Surveyed and agreed
	Searsmont Community Center	Searsmont	Surveyed and agreed
	Searsport Middle School	Searsport	Surveyed and agreed
	Mount View School Complex	Thorndike	Surveyed and agreed
Pet shelters	Troy Howard Middle School	Belfast	Surveyed and agreed
	Mount View School Complex	Thorndike	Surveyed and agreed
SNS point of dispensing	Location info is FOUO[1]	Belfast	Surveyed and agreed
Alternate care center	Lion's Club	Belfast	Surveyed and agreed
Family assistance center	Comfort Inn	Belfast	No agreement
	Univ. of Maine Hutchinson Center	Belfast	Surveyed and agreed
	Unity College	Unity	No agreement
Helibase	Belfast Airport	Belfast	Already used as such
	Islesboro Airport	Islesboro	Already used as such
Disaster Recovery Center	Univ. of Maine Hutchinson Center	Belfast	Surveyed and agreed
	Belfast Armory	Belfast	No agreement
	Unity College	Unity	No agreement
FBI joint operations center	Point Lookout Resort	Northport	Surveyed and agreed
	Univ. of Maine Hutchinson Center	Belfast	Surveyed and agreed
	Belfast Armory	Belfast	No agreement

[1] Strategic National Stockpile (Location is For Official Use Only. The location for Waldo County's SNS POD can be found at - W:\7 - Planning\Public Health Planning\State SNS Plan)

Facility	Potential site	Town	Note
VOAD Lodging	Comfort Inn	Belfast	No agreement
	Grange Halls	Various	Surveyed and agreed
	Point Lookout Resort	Northport	Surveyed and agreed
	Snowmobile Clubs	Various	No agreement
	VFW or American Legion Hall	Various	No agreement
Volunteer Reception Center	Taratine Club	Belfast	No agreement
	Local Church	Various	No agreement
	Grange	Various	No agreement
	Lion's Club, Masonic Temple, etc	Various	No agreement
	Snowmobile Club	Various	No agreement
	Community Center	Various	No agreement

Portable Facility: Should there be a need for a portable facility, the County EOC will contact Maine Trailer for portable office trailers. Contact information is:

- 1701 Hammond Street, Bangor, ME 04401
- Bus. 1-800-244-5718
- Fax. 848-2287

Cost for an 8'x 20' office trailer is $150/month. Stairs are $25. $165 to deliver each way.

G. PERSONNEL RESOURCES

1. Waldo County response personnel and their team resources are listed below.

County Sheriff's Office

- Three senior officers
- 12 full-time patrol officers
- Four part-time patrol officers
- Two detectives
- 12 full-time corrections officers
- 10 part-time corrections officers
- 18 cruisers
- Three passenger vans
- One equipment trailer
- Per State Statute 30-A ss 382 Special Deputies may be appointed from the citizenry in times of war, if the governor declares a state of emergency or if the MEMA Director states that a disaster is imminent.

County EMA

- Two full-time Emergency Managers
- One full time communications planner (contracted)
- Able to draw on personnel from several County departments to staff EOC
- Incident Management Assistance Team — 12 volunteers
- ARES/RACES Team — 16 amateur radio volunteers
- Pet Shelter Team — 4 volunteers
- Hazmat Decontamination Strike Team — 12 volunteers
- Search and Rescue Team — 36 volunteers
- Mobile Command Post vehicle
- Radio Communications Truck
- Shelter supplies trailer
- Pet shelter supplies trailer
- Two 5 kW trailer-mounted generators
- One 25 kW trailer-mounted generator

2. Spontaneous or unaffiliated volunteers are individuals or groups that:

- arrive unsolicited at the scene of a disaster
- may or may not be a resident of the affected community
- may or may not possess skills necessary to respond to the current disaster
- are not associated with any part of the existing emergency management response system

a. During the disaster, unaffiliated volunteers will be managed by the Resource Manager or a Volunteer Manager. The Volunteer Manager will work with a state-operated Volunteer Reception Center (VRC), overseen by the State EOC, to register, stage, assign and deploy unaffiliated volunteers and personnel to a task that has been identified. If available, these volunteers may be managed by the Maine Volunteer Organizations Active in Disasters (MeVOAD) group or actually assigned to a MeVOAD-associated organization.

b. The MeVOAD is a collection of non-profit organizations that volunteer their services in time of disasters. The member organizations select a board of directors and a chairperson from among themselves in order to organize the activities of the member organizations.

c. The County EOC will identify a local facility that may be used as a VRC. Coordination will need to be accomplished with the facility owner. The facility should be located as near to the County EOC as practical, should not be in a hazard zone and should have plenty of parking. The State VRC team will staff and operate the VRC and be in communications with the County EOC. Lists of volunteers and their qualifications will be provide by the VRC to the County EOC. The County EOC Resource Manager will link volunteers and unfilled disaster assignments and relay the information back to the VRC. One area of need will be for warehousing and distribution.

H. DONATIONS: During the disaster, unsolicited donations will be managed by the Resource Manager or a Donations Manager. The Donations Manager will work with the other EOC staff members and the American Red Cross to determine who can use donations. The EOC will consider donations on a case-by-case basis. The County will not accept cash donations. Instead recommend the donor to donate cash to the American Red Cross or United Way. The EOC will not handle pharmaceuticals; refer the donor to the Maine CDC. The EOC will not accept clothes and household goods; refer the donor to the Goodwill Store in Belfast or another charity of their choice. The County EOC should also coordinate with WCAP to be a receiver of donations. Donations of water, food and other commodities will be considered. Donations of materials and equipment that may be useful for public safety agencies will be coordinated with local agencies.

I. MUTUAL AID RESOURCES

1. There are several levels of mutual aid agreements in Waldo County. Many municipal fire departments have their own automatic and call agreements. The County Sheriffs have agreements with one another. The County EMA has facilitated County-wide fire department and EMS mutual aid agreements. There are State EMA coordinated mutual aid agreements, such as with the American Red Cross, which the counties can call upon. There is also a Statewide Mutual Aid Agreement that has been codified in State Statute, whereby every political sub-division of the State is included in the agreement. The County EMA also has many agreements.

County EMA Mutual Aid Agreements:

Resource provider	Type of resource support
14 other county EMAs	EMA support
Waldo County General Hospital	Liaison to County EOC
Waldo Community Action Partners	Liaison to County EOC
All county fire departments	Links all county fire departments
All county emergency medical services	Links all county emergency medical services for mass casualty response
RSU 3, 20 and 71	Bus transportation
County Search and Rescue Team	Search and rescue services
Unity Search and Rescue Team	Search and rescue services
All county Granges	Use of Grange halls; volunteering by members
Point Lookout Resort and Conference Center	Office, warehouse, lodging and shelter space
University of Maine Hutchinson Center	Hosting of Disaster Recovery Center
Bank of America	Hosting a Point of Distribution site
Waldo County Technical Center	Hosting alternate EOC
Central Maine Power	Information link to electric company
Fairpoint New England	Information link to phone company
Unitel Telephone	Information link to phone company
Foster's Family Pet Care Center	Free pet food
Maine VOAD	Volunteers and donations
Belfast Area Chamber of Commerce	Business disaster planning and information Donations of goods and services
Boy Scouts of America, Waldo District	Volunteers

Potential Mutual Aid Agreements not yet signed

Resource provider	Type of resource support
U.S. Farm Service Agency	Information link to local farming entities
Waldo County Soil and Water Conservation District	Information link to local farming entities
Waldo County Triad	Volunteers
Veteran Groups	Volunteers and Facilties
Unity Barn Raisers	Volunteers
Waldo County 4-H (University of Maine Extension)	Pet shelter staff
Maine Organic Farmers and Gardeners Association	Pet shelter staff and food distribution
Mid-Coast Mental Health Center	Liaison to County EOC

I. AGRICULTURAL AND NATURAL RESOURCES: The County of Waldo does not have any authorities or responsibilities regarding agricultural or natural resources. However, should a municipal EOC or a local farmer have a disaster-related resource need, the following agencies may be contacted.

- Waldo County Soil and Water Conservation District
- UMaine Cooperative Extension – Waldo
- Maine Organic Farmers and Gardeners Association
- Maine Department of Agriculture, Conservation and Forestry
- USDA Farm Service Bureau
- USDA Animal and Plant Inspection Service

K. FEDERAL SUPPORT: There are many possible resource needs that the County will not be able to fulfill, and the State either does not have or is severely limited. These may be fulfilled by the Federal Government. Some examples include:

- Fuel (gasoline, diesel, propane)
- Very Large Generators
- Fixed Wing Aircraft, especially SAR aircraft and cargo aircraft
- Rotary Aircraft, especially those with lift capability
- Aerial reconnaissance and imagery
- Urban Search and Rescue
- Marine Oil Spill and Cleanup
- Terrorist Attack investigation
- Aircraft Crash Investigation and recovery
- Mass Fatality Management
- Security

L. RESOURCE DEMOBILIZATION:

1. The Resource Manager will ensure that facility and equipment resources no longer needed by the requestors are returned to the suppliers in the best condition possible.

2. Time sheets should be collected on all personnel and unaffiliated volunteers. This will be needed for reimbursements and for possible soft-match allocations to federal disaster aid.

3. Good contact information needs to be kept throughout the disaster response on any resources loaned out to municipalities and partner agencies. If accountability and a chain of custody is not maintained, the County may be required to pay for the asset.

M. REIMBURSEMENTS:

1. All timesheets, contracts, invoices and other expenditure records must be provided to the Finance Officer. (This position is staffed by the County Treasurer.)

2. Possible reimbursements may come from the Federal Government, State government, those criminally responsible for the incident, insurance companies and hazmat spillers.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. ORGANIZATION

Position	Filled by	Supervised by	Location
EOC Manager	County EMA Director	County Commissioners	County EOC
Finance Officer	County Treasurer or deputy	County Commissioners	County EOC
Resource Manager	County staff	EOC Director	County EOC
Donations Manager	Volunteer	Resource Manager	County EOC
Volunteer Manager	Volunteer	Resource Manager	County EOC
Supply Manager	Volunteer	Resource Manager	County EOC
Warehouse Manager	Volunteer	Supply Manager	Warehouse
Storage Area Manager	Volunteer	Supply Manager	Supply Area
Distribution Manager	Volunteer	Supply Manager	Warehouse
Drivers	Volunteer	Distribution Manager	Warehouse

B. ASSIGNMENT OF RESPONSIBILITIES

The positions described in the previous section will carry out the following responsibilities during an emergency.

- **EOC Manager:** Assigns a Resource Manager or completes the resource management tasks; develops a resource priority schedule.

- **Finance Officer:** Oversees the financial aspects of meeting resource requests, including record-keeping and budgeting.

- **Resource Manager:** Identifies and coordinates requirements, orders and manages resources, coordinates the transport of the resources, and accepts and manages donations and volunteers (or delegates these tasks to the Donations Manager and Volunteer Coordinator if available). Monitors resource shortages and advises on need for action. Identifies facilities that may be used to store resources and donations.

- **Donations Manager:** Tracks the inventory of donated goods and determines what entity can use them. Works with the Supply Manager on the inventory, storage and delivery of donated goods.

- **Volunteer Manager:** Tracks the number, status, location and capabilities of unaffiliated volunteers and personnel from VOAD. Determines what entity can use the volunteers. Coordinates with the State-operated Volunteer Reception Center to track the volunteers. Coordinates transportation for the volunteers.

- **Supply Manager:** Manages, tracks and completes the requests for all government-provided or contracted vehicles, equipment, supplies, materials and services.

- **Warehouse Manager:** Inventories and stores all materials and items in secure and weather-resistant facilities. There should be a warehouse manager at each warehouse location.

- **Storage Area Manager:** Inventories and stores all materials and items in a secure paved parking area. There should be a storage area manager at each storage location.

- **Distribution Manager:** Coordinates the delivery of resources from the warehouse to requestors. Is responsible for and communicates with the cargo trucks and drivers. Each warehouse that is established will have a Distribution Manager.

- **Drivers**: Those tasked with driving filled cargo trucks from the County warehouse(s) or storage area(s) to the Supply Drops.

V. ADMINISTRATION AND LOGISTICS

1. The State of Maine Mutual Aid Agreement Request for Assistance form will be used by municipal requestors and the County EOC Resource Manager to request, approve and track the status of resource requests. All phone calls, e-mails, faxes, radio calls and mailings of resource information will be logged. Resource status information will be tracked on a Resource whiteboard, on a spreadsheet or in D4H Live Operations.

2. An up-to-date disaster resources database is maintained by the Waldo County EMA on the county computer network at W:\5 - Resource Mmgt\Waldo Resource Database.xls.

Form #1 -- Maine Emergency Request for Assistance Form

Event Title	
Mission # **Assigned by MEMA**	

Requesting Agency	
Point of Contact (Name)	
Phone/Fax	
E-Mail	
Date/Time Request Made	
Description of Requirement	
Resource Required Detailed Information to include Kind/Type	
Date/Time Resource Needed	
Estimated Release Date/Time	
Duty Hours for Personnel	
Staging Area/Report to Location	
Lodging Provided? Where?	
Feeding Provided? Where?	
Requirements for Materials Offloading? Forklift?	
Requirements for Transportation?	

Coordinating County EMA	
Point of Contact (Name)	
Phone/Fax	
E-Mail	

Resource Provider	
Point of Contact (Name)	
Phone/Fax	
E-Mail	

Waldo County Emergency Operations Plan

ANNEX I: DAMAGE ASSESSMENT

I. PURPOSE

This annex describes the actions to be taken and forms to be completed by the Waldo County EOC and local governments in Waldo County to assess the damage caused by a disaster.

II. SITUATION AND ASSUMPTIONS

A. SITUATION:

1. When extensive public infrastructure, property damage, injuries, or loss of life occurs, a damage assessment expedites response and recovery operations and may make towns eligible for FEMA Public Assistance and individuals eligible for Individual Assistance.

2. The primary hazards that will cause damages that need to be assessed will be flooding, forest fires, severe summer storm (such as a tropical storm or hurricane), or a severe winter storm (blizzard or ice storm). Historically, most storm damages in Waldo County have resulted in damaged roadways and storm water management systems (culverts, drainage ditches, etc.).

B. ASSUMPTIONS:

1. All damages to roadways will be assessed by municipal officials (selectmen, EM Director, road commissioner or public works director) or the Maine Department of Transportation (MeDOT), depending on who is responsible for day-to-day road maintenance.

2. Municipal governments will willingly submit damage assessment information to the County for collection and submittal to the State EOC. The municipal officials will submit Form 7s by fax, e-mail, D4H Live Ops or hand delivery.

3. The County EMA Director, working with the County Facility Manager, will assess any damages to County real property and will submit their assessment to the State EOC.

III. CONCEPT OF OPERATIONS

A. The County EOC has five damage assessment measures that may be required for a Stafford Act disaster declaration.

1. Measure 1 – **Initial Damage Report**: Immediately following the onset of a disaster, the municipal EM Director, Fire Chief or EOC should submit a Situation Report that lists out what public infrastructure, major facilities, or utilities have been damaged or impacted. The formal situation report is preferred, but an e-mail, radio call or telephone message may be acceptable. The County EOC will record all damage information in D4H Live, whiteboards or on paper forms. Critical damage information should be inputted to WebEOC. Immediate calls to the State EOC or MEMA Duty Officer may be made, as necessary.

2. Measure 2 – **Initial Damage and Injury Assessment** (MEMA Form 7): Within 24-72 hours following the onset of a disaster, and if it is felt that there is enough damages to warrant a Stafford Act declaration, the County EOC will contact the municipal EM Director or EOC and request the submission of a MEMA Form 7. The Form 7 is used to record the initial cost estimates of the public damages on page 1 and the private damages on page 2. The EOC Manager and/or Damage Assessment Manager will review and consolidate the reports and forward the information to the State EOC. It is designed to measure impact as it relates to States of Emergency by the Governor and disaster declarations by the President. The Stafford act requires that a state have a certain level or threshold of damage costs before a disaster declaration can be approved. The FY2017 Threshold for the State of Maine is $1,899,556. The Waldo County threshold is $140,017. The State threshold must be met first in order for any counties to get approved.

3. Measure 3 – **Detailed Damage Cost Estimate**: During the December 2013 Ice Storm disaster event, FEMA required for the first time, detailed breakdowns of the damage cost estimate. The County EOC will work with the municipal EOCs, EM Directors, Selectmen and/or Road Commissioners, to acquire detailed cost estimates that show line item costs developed from unit quantities, unit pricing and any actual contractor or rental costs. Video and digital photographs of any damages and emergency repairs should be made to prove that damages actually occurred. This information will become vital during the next measure.

4. Measure 4 – **Preliminary Damage Assessment (PDA):** Should the State Governor declare a state of emergency and file a request for a Stafford Act declaration with FEMA, the FEMA Director may authorize a Preliminary Damage Assessment. The FEMA PDA staff may try to complete a telephone survey. It is important for the County EMA Director remind the FEMA PDA representatives that they must complete an on-site assessment of all the damage areas in the County. This assessment is to be completed by State and Federal damage assessment personnel with input from municipal officials. The County EOC is the liaison between these teams and local officials. There could be two separate FEMA PDA teams completing assessments. A Public Assistance PDA will be accomplished to assess damages to publicly owned property, roads and other infrastructure. An Individual Assistance PDA will be accomplished to assess private damages to homes and businesses.

5. Measure 5 – **Project Development**: Should a Stafford Act disaster declaration be approved by the President, State and Federal personnel conduct a more detailed survey for cost estimates for repairs to public property. Public assistance projects (described below) are developed during this stage.

B. There are two types of Stafford Act disaster assistance resulting from severe disaster damage:

1. Public Assistance is a reimbursement program that provides funding on a percentage basis to eligible public entities that have suffered damages as a result of a Stafford Act declared disaster and whose damages are within a geographic area authorized for public assistance. Funding under this program is limited to repairing or restoring damaged items and facilities to their pre-disaster condition and will only be provided once all other means of funding have been exhausted. The Federal government will provide 75% reimbursement for any approved recovery projects. The State government is expected to provide 15% of the reimbursement, with the local government picking up the remaining 10% of the project costs.

2. Individual Assistance is either financial or direct assistance to individuals, families and businesses whose property has been damaged or destroyed and whose losses are not covered by insurance. It is meant to help with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

C. The damage assessment process will involve the collection of damage data on county-wide roads, public infrastructure, private property and the electrical power transmission lines within the County.

1. Roads: Municipal officials will report road closures and damages, to include debris in the roads, to the County RCC and EOC. The EOC will need to work with the RCC to create one consolidated database. This information will be used by the County EOC to coordinate resource requests and to allocate resources according to county-wide priorities. This information will be tracked on D4H Live, WebEOC, a whiteboard or by hardcopy.

2. Infrastructure: Municipal officials will report building, equipment and water/sewer system damages to the County EOC. This information will be used by the County EOC to coordinate resource requests and to allocate resources according to county-wide priorities. This information will be tracked on D4H Live, WebEOC, a whiteboard or by hardcopy.

3. Power Restoration: Municipal officials will report powerline damages to the County EOC. This information will be consolidated by the County EOC and provided to Central Maine Power (CMP). The EOC will provide CMP with information on high priority locations requiring power restoration. The EOC will work with CMP to acquire their power restoration plans and priorities. This information will be tracked on D4H Live, WebEOC, a whiteboard or on hardcopy.

4. Private Property: Municipal EOCs will investigate and seek out private property damages from their residents, farms and businesses. This information will then be reported to the County EOC.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Each municipality is responsible for assuring that an initial situation appraisal is conducted. The local emergency management director is responsible for coordinating with the municipal officials involved in the collection of damage assessment information in their communities. Depending on the municipality, this may involve the board of selectmen, municipal manager, road commissioner, public works director, code enforcement officer and/or fire department.

B. Residents and businesses may report their private damages to the municipal office or to the United Way 211 program. Some residents may call the County EOC and the County will be responsible for documenting the information. 211-collected information will be sent to the State EOC who will provide Waldo County-based information to the County EOC. The County EOC will also collect this information from the municipal EOC. Resident and business contact information should be maintained so that, should Waldo County be declared a Federal disaster area, making residents eligible for individual assistance, those residents and businesses may be contacted to set up visits by representatives of the FEMA. Residents will need to register with the FEMA Disaster Recovery Center. They should be told to also report their damage information to their insurance company.

C. The County EOC will consolidate all of the private and public damage assessment reports and send a consolidated county damage assessment report to the State EOC.

D. The following are tasked with damage assessment duties in the County EOC during an emergency.

- **EOC Manager**: Oversees the collection, recording and submittal of damage assessment information. Provide subject matter expertise on the FEMA Public and Individual Assistance programs.

- **Public Warning Manager**: Provides media releases and reaches out to area business, non-profits, social service agencies and others to educate the public on individual assistance and to request private damage information.

- **Damage Assessment Manager**: Collects public and individual damage information and records this information in D4H Live Ops, a whiteboard or on paper. Sends all collected MEMA Form 7s to the State EOC. Tracks road and infrastructure damages. Maintains contact with the private power company and tracks electrical transmission restoration information. Provides individual assessment report information to the Mass Care Manager.

- **Mass Care Manager**: Coordinates with Damage Assessment Manager to build a list of residents with Individual Damage information. Uses this information to work with WCAP, VOAD and other non-governmental organizations (NGOs) to provide assistance to those in need.

V. ADMINISTRATION AND LOGISTICS

A. Initial damage reports from the municipalities to the county may be verbal, but should be followed up with information on a Situation Form. The Damage Assessment Manager will record and track the status of all collected information. The DA Manager will need to be proactive and make contact with municipal officials if they have not contacted the EOC in a reasonable time.

B. The County EOC will want to put out a call to the municipal officials for the MEMA Form 7. Submission should be within 24-72 hours, depending on the severity of the event. The Damage Assessment Manager will record and track the status of all collected information. Copies of all Form 7s will be sent to the State EOC. This may be accomplished by scanning and e-mailing or by faxing. Should phone and internet services be down, the Radio room can transmit the data.

C. Should a Stafford Act declaration be possible, the County EOC will encourage the municipal officials to produce and submit Detailed Damage Cost Estimates from the damages to their road, utilities and structures. These estimates should include line item costs developed from unit quantities, unit pricing and any actual contractor or rental costs. Video and digital photographs of any damages and emergency repairs should also be submitted.

D. Should a Stafford Act declaration be approved, a FEMA Kick Off Meeting will be scheduled for municipal officials. A FEMA Form 90-49 Request for Public Assistance will be required from each municipality or non-profit.

Waldo County Emergency Operations Plan

ANNEX J: DEBRIS MANAGEMENT

I. PURPOSE

This annex describes the methods, organizational format, and process by which the Waldo County EOC will assist municipal governments with debris management following a disaster event. Assistance will come in the form of technical assistance, resource coordination and efforts to facilitate activities between the municipalities and the State and Federal governments. The plan also contains information and references for local jurisdictions for the development of local plans that will identify the local jurisdiction's debris management organization, assignment of responsibilities, designation of temporary debris storage sites and other items as the jurisdictions desire.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The Waldo County government has no authority, involvement or oversight for debris management, to include anything related to recycling, trash removal, sanitation, public health, land use, building codes, public works, road work, engineering, or contracting. As such, the County EOC will not manage debris. It will track, facilitate and coordinate debris management information between municipal officials and the State and Federal governments.

2. Flooding that damages storm water management systems could create construction debris, such as broken culverts. This debris will be taken care of by the road contractor when the new storm water system is constructed and will not be an emergency issue for the municipalities.

3. Ice storms and high wind events could drop trees and wires in roadways. The power and telephone utilities will be responsible for the cleanup of broken poles and cut wires. The municipality will be responsible for removing tree debris from the roads.

4. Disease outbreaks, hazardous materials releases, and school violence incidents are not likely to create a debris management issue.

5. Forest fires and a terrorist attacks could cause the destruction of some buildings. The landowners of the destroyed properties are responsible for the debris management of their own property.

6. Debris resulting from a transportation-related mass casualty incident (such as a vehicle, boat or aircraft crash) will be the responsibility of the commercial or private carrier whose vehicle was involved in the accident.

7. A major hurricane (Cat 4 and 5) has not struck the State of Maine in recorded history; over 400 years. Maine has been hit with several Category 1 hurricanes, although very infrequently. Should there be a major hurricane strike on the Maine coast, this would most likely be the only hazard event that could cause more than just vegetated debris. However, only a very small percentage of buildings in the county would be impacted by coastal storm surge. It is not expected that the debris load would overwhelm existing regional waste disposal systems.

B. ASSUMPTIONS

1. All local fire departments, police departments, medical and emergency medical services, and public works departments may need to sustain themselves during the first 72 hours of an emergency, depending on the scope and complexity of the incident. Residents will need to sustain themselves for more than 72 hours. It is expected that Federal resource support will take more than three days to a week to arrive.

2. Debris on private property will be the responsibility of the property owner.

3. Municipalities must be prepared to conduct emergency debris removal on their own during the initial phases of a disaster and must consider public safety as their top priority.

4. Higher demands will be placed on public and private resources for debris management following a disaster event.

5. A coordinated municipal effort will be required to effectively collect, remove, and dispose of debris following a disaster.

6. Most municipalities are members of large regional waste disposal systems, such as the Municipal Review Committee, and will be disposing of their debris through these regional programs.

7. Following a disaster event, compliance with environmental protection laws and regulations is still a requirement. Municipalities must be aware of these requirements and ensure compliance.

III. CONCEPT OF OPERATIONS

A. All roadway vegetated debris will be the responsibility of a municipal government or the Maine Department of Transportation (DOT). This plan will not deal with Maine DOT responsibilities.

B. In those municipalities that have public works employees, tree debris clearance will be taken care of by the public works department. In towns that do not, tree debris clearance will be accomplished by road commissioner-supervised contractors and/or the fire department.

C. Most towns either have or will rent a wood chipper and will chip the tree debris along the side of the road. In many cases, large tree trunks will be cut up for firewood and distributed through the general assistance program to needy residents or donated to the Waldo County Woodshed (a 501(c)(3) nonprofit that provides firewood to low-income and fix-income County residents). This will be accomplished by the town’s public works department, by temporary part-time hires or by local contractors.

D. In some cases, tree debris may be piled up and burned. In those cases, the town’s fire department will complete the Maine Forest Service burn permit and oversee the burn operation.

E. Early in a disaster, municipalities may clear tree debris from state-maintained roads for emergency response access. It may be some time before the Maine DOT is able to clear all of the roads the DOT is responsible.

F. Each municipality should appoint a local Debris Manager to organize the response.

G. Each municipality within the County should develop a debris management plan that will assign debris management responsibilities, identify temporary debris storage sites, and establish procedures for the debris management operations.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. The following officials have debris management responsibilites. The organizational structure may vary from town to town.

Position	Supervised by	Location	Task
Board of Selectmen or Town Manager	N/A	Town Office	Oversee all debris management operations and expenditures.
Road Commissioner or Public Works Director	Board of Selectmen or Town Manager	Town Office or public works office	Supervise all debris disposal operations.
Fire Chief or Public Works Director	Board of Selectmen or Town Manager	Roadways	Manage all road clearance of tree debris.
County EMA Director	County Commissioners	County EMA office	Maintain situational awareness and oversee resource acquisition.

B. Officials of Affected Municipalities

- Clear roadways and assess debris to be collected.
- Distribute debris separation instructions and collection schedules to residents.
- Maintain proper documentation of local expenses for purposes of reimbursement and historical records.
- The Code Enforcement Officer and Health Officer will inspect any buildings sustaining major damage.

V. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. For debris management costs to be reimbursable by FEMA, the debris must have been caused during a Stafford Act declared disaster for which public assistance is approved, and must be in the designated disaster area.

2. Time sheets, rental agreements, and invoices will be maintained by the town office personnel and provided to the Federal Emergency Management Agency (FEMA) public assistance project officer at the appropriate time.

3. The Public Works Director, Road Commissioners or Board of Selectmen should keep track of the hours of employees, hours the wood chipper is in operation, number of trees disposed of, and all costs associated with tree debris removal and disposal.

4. The following types of contracts may be used in conducting debris management operations.

a. Time and Material: Under a time and material contract, the contractor is paid on the basis of time spent and resources utilized in accomplishing debris management tasks. FEMA policy requires that the use of time and material contracts be limited to the first 72 work hours following a disaster event.

b. Unit Price: A unit price contract is based on weight (tons) or volume (cubic yards) of debris hauled, and must be used after the first 72 work hours following the disaster event. It requires close monitoring of collection, transportation, and disposal to ensure that quantities are accurate. A unit price contract may be complicated by the need to segregate debris for disposal.

5. Documentation of debris management activities is extremely important for potential reimbursement of costs. It is important to record all debris activities performed, costs and authorizations granted.

6. Each municipality must maintain complete and accurate records of their costs for debris removal in order to justify costs for reimbursement under the state and federal disaster assistance rules.

7. At a minimum, documentation needs to address the following:
- Labor, equipment, rental fees and material costs
- Administrative expenses
- Disposal costs
- Types of debris collected, amounts of each type, and location of origin

8. FEMA eligibility criteria can be found in the *FEMA 325 Public Assistance Debris Management Guide, July 2007*.

9. More information can be found in *FEMA 327 Public Assistance Debris Monitoring Guide, October 2010*.

B. LOGISTICS

1. Maine DOT will clear State and Federal roadways, which include principal arterials, minor arterials, major collectors and minor collectors. Municipalities will clear the routes from Maine DOT roadways to critical facilities.

2. Because Federal requirements for debris management, contract management and administration are so complex, time-consuming and expensive, the County EMA recommends that each municipality complete all debris management with in-house resources or by renting wood chippers and hiring temporary part-time help, much as the Town Clerk hires ballot clerks.

3. Should municipalities seek Federal reimbursement under a Stafford Act disaster declaration, they will need to meet all requirements in the *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* ("Uniform Rules"), which are codified at 2 C.F.R. §§200.317 through 200.326.

Waldo County Emergency Operations Plan

ANNEX K: ELECTRICAL POWER RESTORATION

I. PURPOSE

This annex describes the methods, organizational format, and process by which Waldo County will coordinate, resource, prioritize and complete electrical power restoration and recover following a storm event that caused long-term, widespread power outages.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The Waldo County EMA will be the coordination entity between Central Maine Power (CMP) and the impacted municipal officials and public safety agencies.

2. Long-term widespread electrical power outages may result from severe winter and summer storm, such as ice storms, blizzards, hurricanes, tropical storms and major thunderstorms.

3. Extremely long-term, intrastate power outages could result from an Electromagnetic Pulse (EMP) event, a Coronal Mass Ejection (CME) event or an international cyber-attack on the nation's power grid. A catastrophic event will be covered in Appendix 2.

4. The State of Maine has an "Energy Assurance and Emergency Management Plan" written in 2011 by the Governor's Office of Energy Independence and Security. This plan provides a strategy to address a potential or actual energy emergency caused by a supply disruption, a rapid and unsustainable increase in energy prices or other energy emergency situation.

5. Electrical outages in Waldo County have the greatest impact to residents, businesses and government entities. Many residents rely on medical oxygen produced by mechanical devices powered by electricity. Many do not have backup power or oxygen.

6. The County Sheriff's Office, Emergency Management Agency, Regional Communications Center and Correction's Facility all have backup power generators. The three primary radio tower sites are also backed up by generators. The two County courthouses have no backup power.

7. Gasoline, diesel and propane issues will be discussed in limited detail since backup generators require these fuel types. During an electrical power outage, there could be problems with the supply of these fuels.

8. The heating systems for most homes and businesses require electricity to operate. This can become a severe challenge during the coldest months of the year. The primary reason for activating ARC emergency shelters will be due to multi-day regional power outages during the winter months.

9. The public safety radio communications is totally dependent on electrical power. There are backup generators for transmission sites, however, the portable radios and radio pagers for the responders may not have backup power and will die within a day or two.

B. ASSUMPTIONS

1. All local fire departments, police departments, medical and emergency medical services, and public works departments may need to sustain themselves during the first 24 to 48 hours of an emergency, depending on the scope and complexity of the power outage. Residents may need to sustain themselves for up to 72 hours.

2. Propane is the fuel used for the Waldo County facility power generators. It is assumed that adequate supplies of propane will be available from local fuel suppliers.

3. Depending on the fuel level, the County generators should be able to go at least a week.

III. CONCEPT OF OPERATIONS

A. POWER RESTORATION: All electrical power restoration effects are the responsibility of the private electrical supply companies. Most of Waldo County is covered by Central Maine Power (CMP). A road section in the Town of Winterport is covered by Emera Maine.

1. CMP and the County EMA have an Operating Guideline for a Communication & Coordination Plan that is reviewed and approved annually. The guideline describes the process of coordinating power restoration information in prolonged power outages.

a. CMP will keep the County EMA Director apprised of all power restoration efforts for the County, and the County will notify and coordinate with the local officials. The purpose is to reduce the amount of coordination by the power company and to allow the County EOC to manage the information flow to the towns. The County EOC will provide the restoration information to each municipality via the local EOC, EM Director or Fire Chief.

b. CMP will notify the County EMA Director that the CMP Storm Operations Center has been activated.

c. Upon receipt of CMP's activation message, the County EMA Director will promptly activate the EOC and staff it to meet this emergency.

d. Once the County EOC has been staffed, the EOC Manager, Damage Assessment Manager or Power Outage Manager will coordinate with CMP to update status activities. They will also obtain information pertaining to which towns are affected, the estimated number of customers without power, and the estimated/anticipated duration of the power outages. They will then mutually establish a time schedule for future coordination calls to provide and/or obtain additional information/updates on power restoration efforts.

e. The EOC will notify all municipalities that this communication plan is in effect.

f. Each time updates are received from CMP, this information will be disseminated by the EOC staff to the respective municipalities' EM Director or EOC.

g. Information from municipalities to be e-mailed to the designated CMP point of contact.

2. It will be critical that electrical power is available to critical facility and key infrastructure. This will normally be provided by backup electrical power generators fueled by gasoline, diesel or propane. At the first indication that there will be an extended power outage, the local and County EOCs should refill all propane and petroleum fuel tanks. See Section V for more information.

B. SITUATION AWARENESS:

1. Local fire departments, road commissioners and EM Directors will forward all information relating to the status of electrical transmission lines, towers and poles, and critical facilities without electrical power to the County EOC as soon as possible. This information will be tracked in the County EOC. Critical information will be passed onto the State EOC.

2. When notified of an impending severe storm, the County EMA Director will open dialogue with the following power restoration-related entities in order to provide event information that will lead to more effective decisions and action:

Entity	**Information to Relay**
Maine EMA/State EOC	County Status Update
County Commissioners, Dept Heads & RCC	Activating EOC and alerting employees. Need to top off all vehicles and generators.
Town EM Directors and Fire Chiefs	Need to top off all vehicles and generators.
Waldo County General Hospital	Need to top off the hospital generator. Activating Hospital and employees.
Local School Districts	Need to top off all vehicles and generators. Decision to close schools.
Local Nursing Homes	Need to top off all generators. Need to order additional food and supplies.
Major Fuel Suppliers	Need to top off delivery trucks. Warn of surge in fuel requests, with government getting priority deliveries.
Public Water and Sewer Departments	Need to top off all generators.
Central Maine Power and Emera Maine	Discuss restoration priorities.
American Red Cross – Maine Chapter	Alert ARC to possibility of shelter activations and mass feeding needs.
Telephone Companies	Preparedness to provide long term power for their telephone exchange facilities

3. The County EMA staff will monitor the following information services in order to determine if emergency electrical measures will need to be taken:

- Central Maine Power website and e-mails
- Bangor-Hydro Power website and e-mails
- National Weather Service (NWS) and briefings
- WebEOC and SEOC telephone conferences
- D4H Live

4. Coordinate and provide information to the local media as indicated in Annex D.

5. The EOC shall test all communications, to include:

- Public Safety Radio – EMA, CC-1, CC-2, CC-3, CC-4, Quaker, and Harris
- State Radio System MEMA ALL and Region Net (Mt Ephraim & Coogans)
- Ham Radio (VHF/UHF/HF)
- Satellite Phone
- GETS Card
- Text Messaging

6. Coordinate with CMP on the expected duration of the power outage. If it appears that it may be necessary (length of time, nighttime temperatures, number of people requesting sheltering, etc), then coordinate with the American Red Cross for establishing a shelter or putting people up in a hotel. Refer to Annex F.

7. Participate in Conference Calls with the State EMA and with the Municipal EM Directors.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The following EOC staff positions have roles and responsibilities during extended wide-area power outages:

- **EOC Manager**: Evaluates the power outage restoration efforts and makes decisions and recommendations to mitigation the issues.

- **Public Information Officer:** Works with local media to provide power outage duration and location information to the public. May issue information on local shelters, warming centers and mass feeding locations.

- **Resource Manager:** Tracks all power generation resource requests from municipalities, quasi-municipal entities and critical facilities. Provides a consolidated report to the EOC Manager for prioritization. Tracks the status of all deployed generator resources acquired from other agencies. Submits requests for additional power generation equipment and fuel supplies to the State EOC.

- **Damage Assessment Manager:** Coordinates the power outage information between CMP and the municipalities. Records the locations of all power outages on status charts.

- **Power Outage Manager:** Maintains contact with the power companies and tracks electrical transmission restoration information. Works for the Damage Assessment Manager.

- **Mass Care Coordinator:** Acts as the liaison with the American Red Cross for sheltering operations. Coordinates with the local emergency warming shelters.

V. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. The status and location of all power generation resources requested by the municipalities will be tracked on resource tracking forms and status boards. A person from the requesting community will need to sign for the power equipment. The original signed form will be kept with the Resource Manager and a copy will be provided to community.

2. All power outage and restoration information will be tracked in D4H Live Operations, on white boards or on hardcopy. The Damage Assessment Manager or Power Outage Manager will consolidate this information and provide to the Information Manager for submission to the State EOC through WebEOC or by radio transmission.

B. LOGISTICS

1. County backup power generation equipment

Gen Make	Location	Type	Watts	Phase	Fuel	Tank (gals)
Cummins	EOC	Stationary	100,000	3	Propane	1,600
Generac	EOC	Stationary	30,000	3	Propane	
Kohler	RCC	Stationary	35,000	1	Propane	400
Kohler	Jail	Stationary	35,000	3	Propane	800
Briggs & Str	Aborn Tower	Stationary	15,000	1	Propane	200
Generac	Stockton Tower	Stationary	8,000	1	Propane	100
Winco	Crocker Site	Stationary	6,000	1	Propane	100
Lister	EMA Barn	Trailer	25,000	3	Diesel	50
Honda	EMA Barn	Trailer	5,500	1	Gasoline	4.22
Northstar	EMA Barn	Trailer	5,000	1	Gasoline	4
Alton	EMA Garage	Portable	3,000	1	Gasoline	3.2
Honda	EMA Garage	Portable	900	1	Gasoline	0.55
Honda	MCP Truck	Portable	1,850	1	Gasoline	1.08
Honda	MCP Truck	Portable	1,850	1	Gasoline	1.08
Honda	Radio Truck	Portable	1,850	1	Gasoline	1.08
Honda	Radio Truck	Portable	1,850	1	Gasoline	1.08

2. Fuel Suppliers with backup power

Company Name	Location	Type	Fuel Type	Phone #
JP Wentworth	Brooks	Station	Gasoline/Diesel	722-3177
B + M Market	Belmont	Station	Gasoline/Diesel	342-4141
Patterson's Store	Burnham	Station	Gasoline/Diesel	948-3388
Hilltop Store	Knox	Station	Gasoline/Diesel	568-6197
Circle K	Liberty	Station	Gasoline/Diesel	589-3034
Drake's Corner Store	Lincolnville	Station	Gasoline/Diesel	763-4001
Northport Grocery	Northport	Station	Gasoline/Diesel	944-8327
Troy General Store	Troy	Station	Gasoline/Diesel	948-2128
Weaver's Roadside	Waldo	Station	Gasoline/Diesel	342-5697
Consumer's Fuel	Belfast	Delivery	Propane	338-2000
Waldo County Oil	Troy	Delivery	Propane	948-2600
Downeast Energy	Waldo	Delivery	Propane	342-4040 800-773-3050
Irving	Brewer	Delivery	Propane	991-9241
Maritime Energy	Rockland	Delivery	Propane	594-4487
RH Foster	Bangor	Delivery	Propane	947-3835

3. Critical Infrastructure that may require additional backup power

Critical Infrastructure	Municipality or Entity
Fire Station	Burnham
Ambulance Garage	Arthur Jewel Health Center Unity Volunteer Ambulance Garage
Nursing Homes	BayView
Warming Centers	Belmont Town Office Troy Elementary School Winterport Victoria Grant Community Center
Public Safety Radio Tower Sites	Mt Waldo
Water and Sewer	NorthportVillage Corp Water Dept, Morrill Village Water District Sandy Point Water Company
Fuel Tank Farm	Sprague Energy
Propane Supplier	Maine Energy

4. Municipal Facilities and Critical Infrastructure with Backup Generators

Municipality	Location	Gen Size (kW)	Fuel Type	Transfer
Belfast	Fire Station	25	Propane	Auto
Belfast	Police Station		Diesel	Auto
Belfast	Sewer Dept	35	Diesel	Auto
Belfast	Water District	10	Propane	Auto
Belfast	Waldo County General Hosp	500	Diesel	Auto
Belfast	Troy Howard Middle School	150	Diesel	Manual
Belfast	Harbor Hill			
Belfast	Tall Pines			
Belmont	Fire Station	10	Gasoline	Manual
Brooks	Fire Station	12	Propane	Auto
Brooks	Varney Community Center			
Burnham	Town Office			
Frankfort	Fire Station			
Frankfort	Congregational Church	10	Gasoline	Manual
Freedom	Fire Station/Town Office	15	Gasoline	Manual
Islesboro	Public Safety/Town Office		Diesel	Auto
Islesboro	Central School			
Islesboro	Community Center			
Jackson	Fire Station	10	Gasoline	Manual
Jackson	Community Center	15	Propane	Auto
Knox	Town Office	10	Gasoline	Manual
Liberty	Fire Station	15	Gasoline	Manual
Liberty	Walker Elementary School			
Lincolnville	Fire Station	20	Propane	Auto
Lincolnville	Central School		Propane	Auto
Monroe	Fire Station/Town Office	20	Propane	Auto
Montville	Fire Station	8	Gasoline	Manual
Morrill	Fire Station	14	Propane	Manual
Northport	Fire Station/Town Office	26	Propane	Auto
Palermo	Fire Station	10	Gasoline	Manual
Prospect	Fire Station/Town Office & Community Center	15	Diesel	Manual
Searsmont	Fire Station	15	Auto	Propane

Municipality	Location	Gen Size (kW)	Fuel Type	Transfer
Searsmont	Town Office	15	Auto	Propane
Searsport	Public Safety/Town Office	35	Auto	Propane
Searsport	Middle School		Manual	Propane
Searsport	Water District			
Searsport	Sewer Department			
Searsport	Irving Fuel Tank Farm	Private Ownership		
Searsport	Sprague Terminal	Private Ownership		
Stockton Springs	Fire Station	12		Auto
Stockton Springs	Town Office	10		Manual
Swanville	Town Office	10	Gasoline	Manual
Thorndike	Fire Station	15	Propane	Auto
Thorndike	Town Office	6.5	Propane	Auto
Thorndike	Mount View School	500	Propane	Auto
Troy	Fire Station	10	Gasoline	Manual
Unity	Fire Station	10	Gasoline	Manual
Waldo	Fire Station	15	Gasoline	Manual
Waldo	Town Office			
Winterport	Fire Station	22	Propane	Auto
Winterport	Water and Sewer	22	Propane	Auto

5. Should there sufficient time before a catastrophic event occurs, such as a Category 3 hurricane, which will cause a long term regional power outage, the EMA office will attempt to acquire additional supplies. These will include:

- Bottled Water
- Can and Box Food
- Paper Plates, Plastic cups and Plasticware
- Toilet Paper and paper towels
- Hand sanitizer
- Propane Cylinders
- Gasoline
- D, AA, and AAA Batteries

Waldo County Emergency Operations Plan

ANNEX L: CRITICAL INFRASTRUCTURE RESTORATION

I. PURPOSE

A. Following a local disaster, the Waldo County EOC will be expected to coordinate the response and recovery of local critical infrastructure. Critical infrastructure are systems and assets that are vital to the community and that the incapacity or destruction of such systems and assets would have a debilitating impact on physical security, economic security, public health or safety, or any combination of those matters.

B. The purposes of the critical infrastructure are twofold:

1. To provide coordinated, short-term, and focused County assistance to municipalities and private interests that have experienced impaired or lost critical facilities and/or infrastructure that may impact public health and/or create life-threatening and unsafe situations.

2. To provide for monitoring and reporting of the operational status of local critical facilities and infrastructure during emergency situations.

II. SCOPE

Specific County EOC assistance may include planning services, coordinating emergency repair of government-owned communication infrastructures and coordinating emergency restoration of critical public infrastructure.

Category	Type	Responsibility
Food and Agriculture	Food Processing Facilities	Private Industry
	Grocery Stores	
	Farms	
Financial	Banks and Credit Unions	
	Credit Card Company	
	Insurance Brokers	
Chemical	Manufacturers, Retailers and Transporters	
Commercial Facilities	Resorts, lodging and retail	
	Entertainment Facilities	
Communications	Wireless and landline telephone systems	
	TV Cable and TV/radio broadcast towers	
	Public Safety RCC & radio towers	County Government
Emergency Services	Law Enforcement, Fire and EMS	Town Government
	Sheriff, EMA and RCC	County Government
	Public Works	Town Government

Category	Type	Responsibility
Energy	Electrical Transmission	Private Industry
	Petroleum pipelines	Private Industry
	Petroleum storage facilities	Private Industry
Government Facilities	Municipal Offices	Town Government
	Public Schools	Quasi-municipal Govt
	U.S. Post Offices	Federal Government
	Courthouses	County Government
	Fort Knox and State Parks	State Government
Information Technology	Internet Access	Private Industry
Public Health	County Hospital and Clinics	NGO
	Pharmacies	Private Industry
Transportation	Highways and Bridges	State/Town Govt
	Mack Point Seaport	Private Industry
	Belfast & Islesboro airports	Town Government
	Freight rail	Private Industry
Water/Waste Water	Public Water/Sewer	Quasi-municipal Govt

Table L-1 Critical Infrastructure in Waldo County

III. SITUATION AND ASSUMPTIONS

A. SITUATION: An emergency situation may severely damage parts of the County's critical infrastructure. Local governments' ability to function may be hampered by the damaged infrastructure. At the same time, the emergency situation may create significant demands for State and local resources to provide for response and short-term recovery. State Agency assistance may be required to assist with meeting these demands for restoring local critical infrastructure.

B. ASSUMPTIONS

1. During an emergency situation, critical facilities and infrastructures may sustain damage affecting government operations, communications, power supplies, and the provision of government services.

2. Required infrastructure response and short-term recovery operations may exceed local ability.

3. Additional numbers of personnel having engineering and construction skills and construction equipment may be required from outside the disaster area.

4. Priority will be given to saving lives and protecting property, in that order.

5. The EOC will coordinate activities with other state and local EOCs to assure a cohesive, coordinated response.

6. State assistance is provided to ensure that affected critical infrastructure is returned to operational status.

7. Local government is normally the lead decision maker in times of emergency.

IV. CONCEPT OF OPERATIONS

A. MUNICIPAL GOVERNMENT INFRASTRUCTURE

1. Municipal government is responsible for maintaining and recovering fire stations, police stations, EMS garages, town offices, public works garages, sand/salt sheds, some sewer facilities and local roads. When protection of or damages to these structures are greater than the municipal government can deal with, they will submit resource requests, damage assessment and situation reports to the County EOC. The EOC will compile and forward this situation information and resource requests to the State EOC. The County EOC will maintain a status log to track this information.

2. Municipal government may be eligible for Stafford Act Public Assistance, should a declaration be approved.

3. Most repairs will be accomplished by local contractors.

4. Municipalities may request security assets to protect these facilities, since most municipalities have no law enforcement personnel. The County Sheriff's Office has no personnel who can be dedicated to asset protection.

B. COUNTY GOVERNMENT INFRASTRUCTURE

1. County government is responsible for maintaining and recovering the court houses, county offices, jail, communications center, Sheriff's Office and EOC. When protection of or damages to these structures are greater than the county government can deal with, the County EOC will submit resource requests, damage assessment and situation reports to the State EOC. The County EOC will maintain a status log to track this information.

2. County government may be eligible for Stafford Act Public Assistance, should a declaration be approved.

3. Most repairs will be accomplished by local contractors.

4. The County Sheriff's Office may use correctional officers protect County facilities. The County EOC may request additional security assets to help protect these facilities.

C. QUASI-MUNICIPAL GOVERNMENT INFRASTRUCTURE

1. Quasi-municipal government agencies are responsible for maintaining and recovering school facilities, some sewer plants and drinking water facilities. When protection of or damages to these structures are greater than the quasi-municipal government can deal with, the County EOC will submit resource requests, damage assessment and situation reports to the State EOC. The County EOC will maintain a status log to track this information.

2. Quasi-municipal government may be eligible for Stafford Act Public Assistance, should a declaration be approved.

3. Most repairs will be accomplished by local contractors.

4. Quasi-municipalities may request security assets to protect these facilities, since most municipalities have no law enforcement personnel. The County Sheriff's Office has no personnel who can be dedicated to asset protection.

D. NON-GOVERNMENTAL ORGANIZATIONS INFRASTRUCTURE

1. Non-governmental organizations (NGOs) are responsible for maintaining and recovering the county hospital and clinics. When protection of or damages to these structures are greater than the quasi-municipal government can deal with, the County EOC will submit resource requests, damage assessment and situation reports to the State EOC. The County EOC will maintain a status log to track this information.

2. NGOs may be eligible for Stafford Act Public Assistance, should a declaration be approved.

3. Most repairs will be accomplished by local contractors.

4. NGOs may request additional security assets to help protect these facilities. The County Hospital does have its own security personnel, but they may not be available or may not be sufficient. The clinics have on security and in some cases, may need to be closed.

E. FEDERAL GOVERNMENTAL INFRASTRUCTURE

1. The Federal government is responsible for protecting, maintaining and recovering the U.S. Post Offices and the USDA office. The County EOC will request the municipal EOCs report on the status of their local post office. The County EOC will submit situation reports on the post offices to the State EOC. The County EOC will maintain a status log to track this information.

F. PRIVATE INDUSTRY

1. Private industry assets include food processing facilities, grocery stores, banks and credit unions, a credit card company, manufacturers, retailers, trailer truck firms, resorts, lodging, retailers, wireless and landline telephone systems, TV cable and TV/radio broadcast systems, the electrical transmission system, petroleum pipelines, petroleum storage facilities, a seaport and rail freight lines. When protection of or damages to these structures are greater than the private industry asset must work with their insurance carriers. Reports of private industry assets should be reported to

the County EOC. The County EOC will submit damage assessment and situation reports to the State EOC. The County EOC will maintain a status log to track this information.

2. Private industry may be eligible for Stafford Act Individual Assistance or Small Business Administration assistance, should a declaration be approved.

3. Most repairs will be accomplished by local contractors.

4. Private industry will be required to provide its own security to protect these facilities. Should the event be a catastrophic disaster, then the National Guard may be sought to protect the devastated areas.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. **Policy Representative:** Provide policy guidance on critical infrastructure protection and recovery priorities.

2. **Law Enforcement Officer:** Coordinates all critical infrastructure security needs. Oversees the management of any security assets brought into the County to provide critical infrastructure security.

3. **EOC Manager:** Coordinates all disaster response and recovery activities during an incident.

4. **Resource Manager:** Tracks all critical infrastructure protection and recovery resource requests from municipalities, quasi-municipalities, NGOs and County entities. Provides a consolidated report to the EOC Manager for prioritization.

5. **Damage Assessment Manager:** Coordinates the collection of data relating to critical infrastructure damages incurred during the incident. Maintains contact with the power companies and tracks electrical transmission restoration information.

VI. ADMINISTRATION AND LOGISTICS

The County EOC shall develop a list of critical infrastructure impacted by the disaster. A point of contact and contact information should be acquired so that follow up status information can be acquired.

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Waldo County Emergency Operations Plan

ATTACHMENT 1: AVIATION INCIDENTS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Waldo County has two small municipal airports located in Belfast and Islesboro. Islesboro has very limited air traffic and is primarily seasonal. The County is located on a major flight path for commercial and military jet aircraft approaching and departing Bangor International Airport. At any time, an aviation emergency could occur either in the coastal waters or on the mainland. Coastal incidents will be dealt with in Attachment 10. This attachment will concentrate on land-based aviation incidents.

2. There are no fire departments in Waldo County that utilize crash fire and rescue (CFR) equipment or are trained in extinguishing aircraft fires. The closest CFR capability is the 101st Air Refueling Wing located at the Bangor International Airport in Penobscot County.

3. It is unlikely that there will be any survivors of crashes involving large passenger aircraft, on the mainland and off an airfield. There may be survivors of a water landing, but the timeframe for successful rescue is very limited, due to the ocean water temperatures.

4. There may be survivors of air crashes involving small aircraft. There will be a small number of passengers to rescue, but the crash could be located in remote areas that are difficult to get vehicles nearby.

B. ASSUMPTIONS

1. Not all of Waldo County's limited fire and rescue response resources may be available at any given time. First responder staffing during business hours is very limited.

2. State and Federal initial response units and agencies should be available within the first hour.

3. The Maine National Guard will provide incident management and first response personnel to assist the civilian responders should the incident involve a U.S. or foreign military aircraft.

4. There are no military nuclear, biological or chemical agents involved in the air crash.

5. The aircraft is not transporting significant quantities of toxic industrial chemicals. The crash will involve aviation fuel only.

6. An aviation accident is a hazardous scene. Some dangerous materials might include: toxic chemicals, pressurized objects (oxygen systems, hydraulic systems, accumulators, tires, airbag systems, evacuation chutes), fluids (fuel, oil, hydraulic fluids, battery acid, and oxidizers), fire bottles, flares, ballistic recovery systems, radioactive materials, and explosives.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for an aviation emergency include the following:

1. Rescue and care for incident victims.
2. Ensure the safety and accountability of responders.
3. Control pollution.
4. Recover deceased victims.
5. Provide scene security.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for an aviation emergency include the following:

1. Contact all pre-identified first responders and emergency managers within 15 minutes.
2. Ensure the health and safety of all first responders who are in proximity of the aircraft.
3. Search for and locate all incident victims within 30 minutes of notification.
4. Establish a security perimeter within 15 minutes.
5. Rescue all found incident victims within 30 minutes of locating.
6. Establish pollution control measures around the incident site within one hour of notification.
7. Recover the bodies of any deceased victims within two days.
8. Preserve the accident scene upon arriving.

C. INCIDENT TACTICS

Waldo County's incident tactics for an aviation emergency include the following:

1. Contact all agencies listed on the Emergency Notification Matrix in Annex C for an aviation incident.
2. Ensure that all first responders are wearing the appropriate personnel protective equipment.
3. Designate the casualty collection point.
4. Utilize law enforcement to staff a security perimeter. Block all access roads.
5. Utilize firefighters to search for and locate incident victims.
6. Utilize Search & Rescue teams and EMTs to transport victims from wooded sites to the casualty collection point.
7. Utilize area spill control materials to contain any fuel spills from the aircraft.
8. Account for all aircraft crew and passengers.
9. Recover any bodies of deceased victims.
10. Prevent disturbance of the accident scene and the wreckage.
11. Protect and preserve ground scars and marks made by the aircraft.
12. Maintain a record of personnel who entered the accident scene.
13. Photograph and/or video the overall accident scene.
14. Account for all victims using the passenger manifest.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. As stated in the Basic Plan and Annex A, the Incident Command System (ICS) will be used for all County command and control operations. The greatest challenge will be to maintain communications and situation awareness between the crash site, the incident command post and the County EOC.

2. Observers of an aviation emergency may contact several 24-hour control and dispatch centers:

a. Waldo County Regional Communication Center (RCC)
b. Maine Department of Public Safety RCC, Augusta
c. Federal Aviation Admin traffic control tower, Bangor International Airport, 561-2501
d. National Traffic Safety Board, Response Operations Center, 1-844-373-9922

3. It is vital that, at a minimum, the Waldo County RCC and the Department of Public Safety RCC be notified immediately, by whichever agency is first notified of the incident. The following contacts should also be completed:

Waldo County RCC	Dept. of Public Safety Augusta RCC
Municipal fire and ambulance	Maine State Police Troop D
Local police and Sheriff	Waldo County RCC
DPS Augusta RCC	Maine Dept of Environmental Protection
Waldo County EMA	Maine Emergency Management Agency Duty Officer
FAA/NTSB	Civil Air Patrol

4. Follow-on contacts may include mutual aid fire and ambulance services, Maine Department of Transportation, Maine Forest Service, Maine Warden Service, Waldo County Search and Rescue, Waldo County RACES, and the American Red Cross.

5. The Incident Commander will notify Waldo County General Hospital as soon as possible with the potential numbers of injured victims so that the hospital can prepare for the inflow of patients.

6. The Initial Incident Commander shall be the senior Fire Officer from the municipality that the air crash is located. If the aircraft is missing, the Incident Commander will be a senior trooper from the Maine State Police. Unified Command will be established for military aircraft crashes and will consist of the local Fire Officer and a National Guard Officer. Local, State and Federal officials will develop a consensus “rules of engagement” early in the planning process to smooth the transition to Unified Command, which will facilitate both crisis management and consequence management activities, and will expand as support units and agency representatives arrive.

7. An incident command post will be established to coordinate all response and recovery operations. Potential locations may include the local fire station, community center, municipal office, mobile command trucks or by setting up an ICS base.

8. The following diagram shows a sample ICS chart for a missing aircraft.

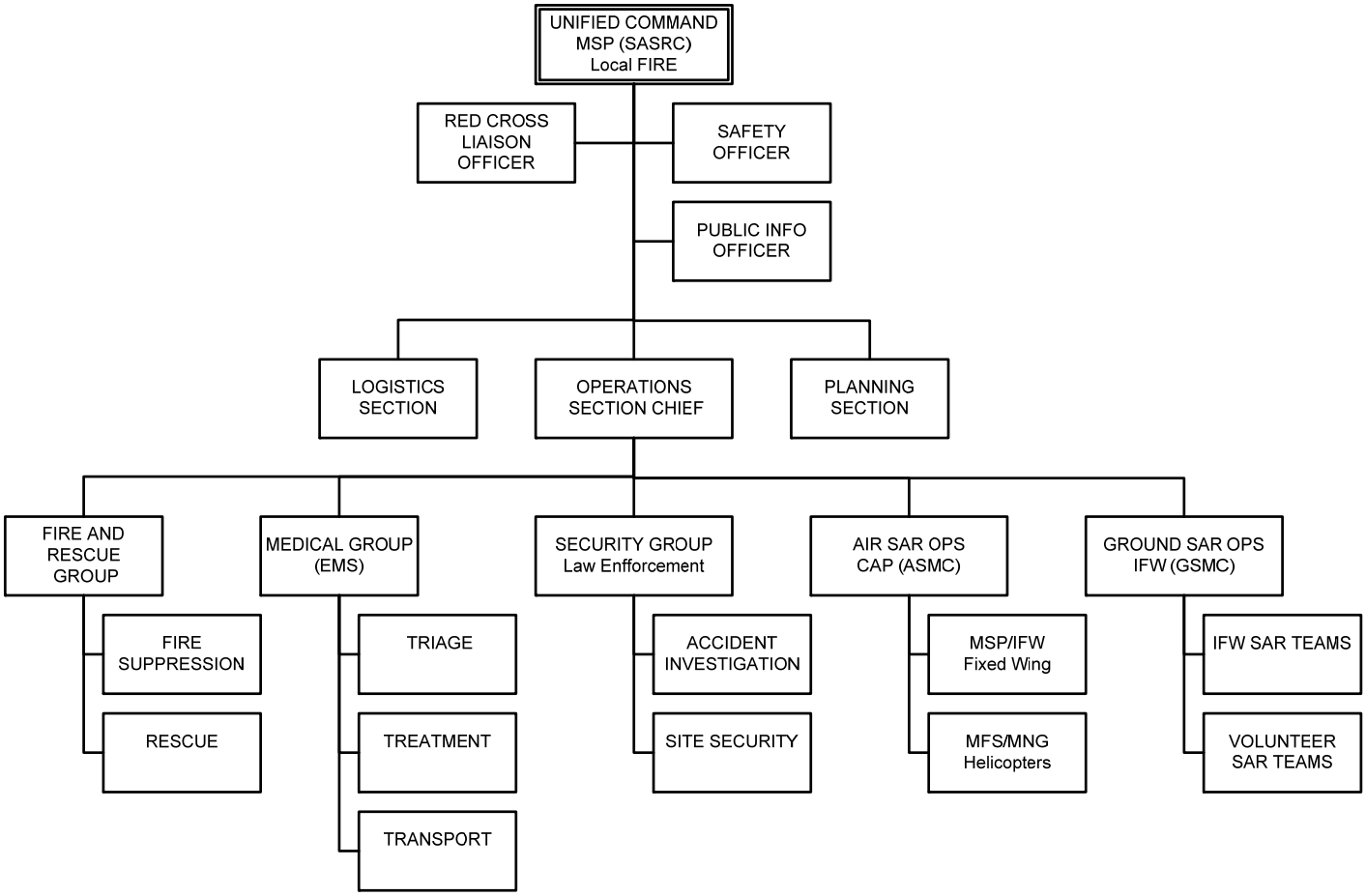

Figure 8.1: Sample ICS organization for a missing aircraft

Note: The following are acronyms utilized:

SASARC = State Air Search and Rescue Coord
ASMC = Air Search Mission Coordinator
GSMC = Ground Search Mission Coordinator
SAR = Search and Rescue
IFW = Inland Fisheries and Wildlife
MFS = Maine Forest Service
MNG = Maine National Guard
MSP = Maine State Police
CAP = Civil Air Patrol
EMS = Emergency Medical Services
ARC = American Red Cross

9. Should the crashed aircraft location be known, there would most likely be no Maine State Police in Incident Command, no Air Operations and no Inland Fisheries and Wildlife game warden. Local Volunteer SAR personnel would still be an invaluable resource for carrying victims out of wooded areas and should be assigned to the Medical Group.

B. COMMUNICATIONS

1. All radio communication traffic will be managed by the Incident Commander, who, with assistance from the County EMA, will establish a communication plan for the incident. A sample communication plan is shown on the next page.

Function	Assignment	Channel	Frequency
Incident Command	Comm with RCC	Waldo EMA	Rx 156.1425 Tx 158.9700
Planning & Logistics	IMAT	EMA TAC	155.7600
	RACES	Waldo 27	147.270 +.6 PL 136.5
Operations Section	Operations Coordination	Local: CC-1 (or another CC net)	Rx 155.6625 Tx 151.4300
	Aviation operations		122.975
	Law Enforcement	SWCC	154.6950
	Fire/Emergency medical	State Fire	154.3100
	SAR	LASAR	155.1600

C. RESPONSIBILITIES

1. The first responders on scene will report the latitude and longitude of the aircraft to the County RCC.

2. No deceased victim can be moved or any wreckage disturbed, without permission of the FAA/NTSB.

3. The EMS Team Leader will be responsible for establishing a temporary, on-site morgue until the State Medical Examiner or a designated representative arrives on scene.

4. County EMA will work with the American Red Cross and the airline (if there is one) to establish a Family Assistance Center. The ARC and Airline are responsible for staffing the Center.

D. PUBLIC INFORMATION

The Waldo County EMA will offer to establish a Media Center, once delegated by the Incident/Unified Command.

1. The ICS Public Information Officer (PIO) should have easy access to the incident command post and should include public information officers representing Waldo County, the impacted municipality and the Maine State Police. Potential locations include the town office or fire station nearest to the incident.

2. The Media Center should have adequate parking and as many conveniences for the media as possible but should be placed far enough from the incident site not to create an obstacle to responders. If possible, it should be staffed at all times by at least one representative of the PIO. All public information should be released from this site. If possible, brief and controlled visits to an area closer to the incident site or a good vantage point for photography should be offered within reason.

IV. ADMINISTRATION AND LOGISTICS

A. The following Search and Rescue incident-specific information will be documented by the Incident Command staff: maps, a list of objectives and tactics, an ICS organizational chart, an incident resource list and weather reports.

B. All maps shall use latitude and longitude for map coordinates. The datum shall be NAD83.

C. Airports located in Belfast, Pittsfield, or Bangor could be utilized as a base for fixed-wing and rotary aircraft.

D. Some logistical support to the NTSB might include:

- Administrative work space
- Lodging
- Warehouse space for wreckage
- Cranes
- Security

V. AUTHORITIES AND REFERENCES

A. AUTHORITIES

- State of Maine Statute MRSA 6 §303. Air search procedures
- State of Maine Statute MRSA 12 §6029. Search and rescue operations
- State of Maine Statute MRSA 37-B §850. Search and rescue plan
- Maine State Police Air Search & Rescue Plan, October 11, 2012

ATTACHMENT 2: CATASTROPHIC INCIDENT

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. A catastrophic incident is any disaster that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, local morale, and/or government functions. A catastrophic incident could result in sustained impacts over a prolonged period of time. It will immediately exceeds resources normally available to State, county, municipal and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services.

2. Federal and national resources will be required to augment the overwhelmed State and local response efforts. Once requested by the Governor, the Federal government will deploy key essential resources (e.g., medical teams, search and rescue teams, transportable shelters, medical and equipment caches, etc.) that are expected to be urgently needed/required to save lives and contain incidents.

3. Where State, county and municipal governments are unable to establish or maintain an effective incident command structure due to catastrophic conditions, the Federal Government, at the direction of the Secretary of Homeland Security, may establish a unified command structure, led by the Unified Coordination Group (UCG), to save lives, protect property, maintain operation of critical infrastructure/key resources (CIKR), and contain the event. The Federal Government shall transition to its role of coordinating and supporting the State, county, or local government when the State is capable of reestablishing their incident command.

4. The initial response to a catastrophic incident starts on a local level with the local and State responders. However, there may be circumstances that exceed the capabilities of State, county or municipal authorities in which they are unable to initially establish or maintain a command organization for incident response. In these instances, accelerated Federal response may be warranted, and the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) will coordinate response activities until local, and State authorities are capable or have re-established their incident command structure.

B. ASSUMPTIONS

1. The nature and scope of a catastrophic incident will immediately overwhelm State and local response capabilities and require immediate Federal support. A catastrophic incident could result in large numbers of casualties and/or displaced persons, possibly in the hundreds to thousands. During a catastrophic incident response, priority is given to human life-saving operations.

2. A catastrophic incident should trigger a Presidential major disaster declaration and result in the implementation of the National Response Framework (NRF).

3. All deploying Federal resources remain under the control of their respective Federal department or agency during mobilization and deployment. All local resources will remain under control of local authorities.

4. Federal assets unilaterally deployed do not require a State or local cost share. However, in accordance with the Stafford Act, State requests for use of deployed Federal assets may require cost-sharing.

5. A detailed and credible common operating picture will not be achievable for 24 to 48 hours (or longer) after the incident. As a result, response activities may have to begin without the benefit of a detailed or complete situation and critical needs assessment.

6. The nature and scope of the catastrophic incident will include major natural or adversarial hazards including cyber, chemical, biological, radiological, nuclear, or high-yield explosive attacks.

7. A catastrophic incident will occur with little or no warning. Some incidents may be well underway before detection.

8. Multiple incidents will occur simultaneously or sequentially in contiguous and/or noncontiguous areas. Some incidents, such as a biological WMD attack, may be dispersed over a large geographic area and lack a defined incident site.

9. Existing health care systems in the impacted area are expected to be quickly overwhelmed, requiring evacuation of existing patients from these facilities to accommodate increased patient workload if the facility remains operational. Additionally, those persons with special needs, including residents of nursing homes and extended care facilities, will require special attention during evacuation.

10. Large numbers of people will be left temporarily or permanently homeless and may require prolonged temporary housing. Some displaced people will require specialized attention, healthcare assistance, and assistance with activities of daily living based on their special needs.

11. A large number of household pets and service animals will require appropriate care, sheltering, medical attention, and transportation.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a catastrophic incident include the following:

1. Rescue and care for incident victims.
2. Ensure the safety and accountability of responders.
3. Rebuild continuity of government and continuity of operations.
4. Provide emergency shelters and mass feeding.
5. Reestablish emergency communications between municipalities, county and State.
6. Reopen blocked roadways.
7. Control pollution.
8. Recover deceased victims.
9. Provide scene security.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a catastrophic incident include the following:

1. Request additional EMS resources through the Statewide MAA, as needed.
2. Encourage local first responders to be safe and accountable through info releases.
3. Get the County EOC back up and running within 2 hours.
4. Work with the Red Cross to activate shelters within 24 hours.
5. Get EOC radios and local repeaters up and ruing within 24 hours.
6. Request additional public works resources through the Statewide MAA, as needed.
7. Establish pollution control measures around the incident site within one hour of notification.
8. Recover the bodies of any deceased victims within two days.
9. Request additional security resources through the Statewide MAA, as needed.

C. INCIDENT TACTICS

Waldo County's incident tactics for a catastrophic incident include the following:

1. Attempt to reestablish contact as many partner agencies as possible.
2. Request that all first responders are wearing the appropriate personnel protective equipment.
3. Designate casualty collection points.
4. Utilize the County EOC staff, RACES volunteers and mutual aid to get the EOC operational.
5. Utilize RACES volunteers to get radio communications back on line.
6. Request additional resources through the State-wide mutual aid agreement.
7. Request Federal resources to help staff County and municipal EOCs.
8. Request Federal personnel to assist with Disaster Logistics.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. As stated in the Basic Plan and Annex A, the Multi-Agency Coordination System (MACS) will be used for all County emergency operations. The greatest challenge will be to maintain communications and situational awareness between the municipalities and the County EOC and between the County EOC and the State EOC.

2. The County EOC will be fully staffed at a Level 1. At least one, and preferably two dispatchers, from the County RCC will be located in the County EOC.

3. Liaisons from the County Hospital, Waldo Community Action Partners (WCAP), Red Cross, DHHS public health, and Maine National Guard should be requested.

4. The County EOC will implement full security measures. This will include locking all doors and using cameras and security guards. In some instances, the hurricane panels may be installed on the windows.

B. COMMUNICATIONS

1. The County EOC will establish a Waldo County radio communications plan for the incident.

Channel	Between	And
MSCOMMNET MEMA ALL	State EOC	County EOC
RegionNet	State EOC	County EOC
Amateur Radio	State EOC	County EOC
Harris Mtn – Statewide County	Waldo County EOC	Other County EOCs
LE-1	County RCC	WCSO, IPD
LE-2	County RCC	Belfast PD, Searsport PD
Fire South	County EOC & RCC	Fire South FDs/EMS
Fire North	County EOC & RCC	Fire North FDs/EMS
Waldo EMA	County EOC	Town EOCs
CC-1, 2, 3, 4 & Quaker Hill	County EOC	FD, EMS & Town EOCs
VTAC and UTAC	County EOC	Federal Agencies
Maine CONOPS	All Maine public safety and emergency management	

2. A portable repeater may be programmed and installed on Aborn Hill along with a portable tower or mast and antenna should permanent radio repeaters be out of commission.

C. EXPECTED FEDERAL FUNCTIONAL RESPONSIBILITIES

Emergency Function	Federal Agency/Partner
Mass Care	FEMA and ARC
Mass Evacuation	FEMA
Search and Rescue	FEMA, U.S. Coast Guard, DOD
Environmental Assessment	EPA
Public Health and Medical	HHS
Patient Movement	HHS and DOD
Mass Fatality	HHS
Housing	HUD
Communications	DHS
Transportation	DOT
Private-Sector Support	DHS
CIKR Support	DHS

Waldo County Emergency Operations Plan

ATTACHMENT 3: CYBER-ATTACK

A. PURPOSE

The purpose of this annex is to define the concept and response to the consequences to threats and incidents involving the public and private information technology (IT) systems and assets that have or may have widespread impacts on the state's critical infrastructure, or threaten public safety and well-being.

B. SITUATION

1. This plan attachment will concentrate on the response and recovery from a major cybernetic attack on the State or Nation. The Waldo County Information Technology contractor has procedures in place to work through an Internet Scam/Attack by criminal elements working to take down the County computer system.

2. The Federal and State governments, private industry and public utilities will all play a significant role in managing the response to cyber incidents.

3. The Waldo County EOC will work the consequences of a major cyber-attack, which could be a catastrophic incident. Refer to Attachment 2 for more information.

4. Incident Categories and Actions:

Minor Incident	• Isolated incidents that reduce functionality of organization • Service outages • Persistent low level cyber activity (phishing, network probing, etc.)	• Steady State operations • EMA monitoring • Coordinate with MEMA & MIAC • Assess need to upgrade to Major Incident Response
Major Incident	• Incidents that degrade/destroy functionality of an organization • Prolonged service outage • Confirmed Data Breach or Data theft • Any cyber event that exceeds the affected agency capacity to manage incident response	• EMA will monitor incident • EOC may be activated • County IT manage outside resource requests • Assess need to upgrade to Disaster Response.
Disaster	• Incidents that destroy all functionality of organization • Coordinated cyber-attack with direct impact on citizens • Terrorist attack or accidental destruction of critical infrastructure	• State declaration of emergency • County IT manages county cyber response • EOC activated to manage physical world effects • Implement mutual aid agreements & COOP • Request outside assistance

C. ASSUMPTIONS

1. A significant cyber-attack will be a major international incident that could cause extensive damage to critical infrastructure or key IT assets throughout the Nation.

2. Large-scale cyber incidents may overwhelm government and private-sector resources by disrupting the Internet and/or taxing critical infrastructure IT systems. Complications from disruptions of this magnitude may threaten lives, property, the economy, the ability to deliver critical services, and national security.

II. CONCEPT OF OPERATIONS

A. COUNTY INFORMATION TECHNOLOGY

1. The County IT contractor will work to safeguard and bring back online the County computer system. The most important IT component is the RCC computer-aided dispatching system called Spillman. Should the CAD system be offline, public safety dispatching will be greatly degraded. Should the ability to “tone out” departments be nonoperational, a signal 1000 should be broadcast over the radio net to alert all public safety personnel that a dispatching message is to follow. All public safety personnel will need to have their radio pagers in Monitor mode at all times. Fire Chiefs will need to request those mutual aid resources, since it will no longer be automated.

2. The County EOC could lose the ability to e-mail or have access to WebEOC, D4H Live, social media, CMP outage reports, and weather reports. Public alerting (IPAWS) could be non-functional.

3. The County IT program backs up all County data nightly. However, should the attack corrupt or prevent access to county backups, the EMA office also backs up all EMA electronic files weekly. These backups are not connected in any way (hardwire or wireless) to the County intranet or the Internet. A laptop computer that is not capable of wireless internet access is maintained and will be used to access EMA electronic files during a cyber-attack.

4. The County EMA maintains all plans, procedures, forms and databases, necessary for the operation of the EOC is hardcopy form. The County will use non-internet based radio communications to transmit situational reports to the State and municipal EOCs.

B. CRITICAL INFRASTRUCTURE INFORMATION TECHNOLOGY

1. Refer to Annex L for a listing of all county-based critical infrastructure.

2. The most likely county-based critical infrastructure that could be impacted directly by a cyber-attack will be:

- Banking
- Retail Sales, especially food markets and gasoline
- Electrical grid
- Wireless and landline telephone system
- Commercial TV and Radio

- E-mail and Websites
- Public Water and Sewer SCADA controls

3. Except for public water and sewer entities, all of these critical infrastructure functions are within the private sector. The County EOC will work with any and all of these sectors to assist them with the consequences and recovery.

a. Banking. The EOC will invite representatives of the major banks in the County to a working group to determine if a temporary switch to paper money and paper records can be managed. Otherwise, mass feeding may need to be implemented.

b. Food Markets. The EOC will contact area grocery stores and determine if they can continue sales without internet access (credit cards and price scanners) and electricity. Otherwise, mass feeding may need to be implemented.

c. Gas Stations. The EOC will contact area gas stations and determine if they can continue sales without internet access (credit cards) and electricity. Those gas stations with backup power are listed in Annex K.

d. Electrical Grid. The EOC will coordinate with CMP as listed in Annex K. Determine the level of damage or loss of control CMP has sustained. Determine the estimated restoration timeframe.

e. Wireless and Landline Telephone System. The EOC will coordinate with Fairpoint, Lincolnville Telephone, Unitel, U.S. Cellular, Verizon and AT&T to determine the level of damage or loss of control they have sustained. Determine estimated restoration timeframes. If all means of telephonic service is non-functional, then a system of runners will need to be implemented.

f. Commercial TV and Radio. The EOC will coordinate with WLBZ-TV, WABI-TV and Blueberry Broadcasting to determine the level of damage or loss of control they have sustained. Determine estimated restoration timeframes.

g. E-Mail and Internet. The EOC will coordinate with the County IT contractor to determine the level of damage or loss of control the Internet Service Provider (ISP) has sustained. Determine estimated restoration timeframes.

h. Public Water and Sewer. The EOC will coordinate with the County sewer and water entities to determine the level of damage or loss of control they have sustained. Determine estimated restoration timeframes. Most of the county population has private sewers and wells which will not be impacted by a Cyber-attack. However, electricity is still needed for water pumps at these private wells. Deliveries of bottled water may be necessary. Distribution of bottled water will follow procedures identified in Annex H.

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ATTACHMENT 4: EXPLOSION

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. An explosion can be intentionally caused by adversarial forces such as enemy sabotage, a terrorist attack or by civil disturbance activities.

2. An accidental explosion can be the result of a technological hazard such as a hazardous materials accident.

3. An explosion can be the result of a natural disaster such as a lightning strike on an electrical transformer.

B. ASSUMPTIONS

1. An adversarial explosive incident may result in mass casualties, seriously affect short- and long-term health and safety, and damage infrastructure. Since the Maine State Police have jurisdiction over major crime investigations, no formal declaration of emergency will be required to initiate a State response. Rather, assistance will be provided in response to a request based on the Incident Commander's evaluation of the on-scene conditions.

2. An incident may occur with little or no warning at a time of day that produces maximum casualties and causes widespread damage.

3. Federal assistance may take several hours or more to reach the scene, making the initial crisis response critical in asserting control.

4. Response to an explosive incident can be divided into two categories: crisis management and consequence management. *Crisis management* includes measures to anticipate, prevent, and/or resolve a threatened or actual disaster. *Consequence management* includes measures to protect public health and safety after a disaster, restore essential government services, and provide emergency relief to governments, business, and individuals. Crisis management is typically a law enforcement issue, while consequence management is typically a fire department and emergency medical service issue.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a terrorist attack include the following:

1. Life safety for incident victims and responders
2. Search for secondary devices
3. Deceased victim recovery
4. Scene security

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a terrorist attack include the following:

1. Contact all pre-identified first responders and emergency managers within 15 minutes.
2. Make a determination that there is no NBC agents within 1 hour.
3. Ensure the health and safety of all first responders on scene.
4. Search for and locate all incident victims within 30 minutes of notification.
5. Rescue all incident victims within 30 minutes of locating.
6. Recover the bodies of any deceased victims within two days.

C. INCIDENT TACTICS

Waldo County's incident tactics for an explosive incident include the following:

1. Determine if the explosion was the result of an adversarial attack or accidental.
2. Alert the statewide specialized WMD response teams, if adversarial.
3. Ensure that all first responders on scene have appropriate personal protective equipment for the hazard zone in which they are located.
4. Triage, treat and transport all patients.
5. Account for all victims and responders.
6. Designate mortuary collection sites.
7. Recover bodies of any deceased victims.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. Initially, the Incident Commander (IC) may not be aware that the incident is an adversarial attack and may believe that it is a hazardous materials accident. Once the IC has become aware that the incident is an adversarial, immediate notification must be made to the County Regional Communications Center (RCC). The RCC will notify the County EMA and Sheriff's Office and the Maine State Police (MSP). The MSP will notify the FBI.

2. Initial unified command will be between local law enforcement and fire department officers. Eventually, State and Federal officials will assume leadership roles in the Unified Command.

3. The County EMA Director will activate the Waldo County Incident Management Assistance Team (IMAT). The Director will also request IMAT assistance from the Maine Emergency Management Agency (MEMA) and adjacent counties.

4. The County RCC will receive calls, elicit information, dispatch first responders, relay information to first responders prior to their arrival on scene, and make notifications.

5. First responders will make an initial assessment when they arrive on scene. Most first responders in Waldo County are trained in hazardous materials awareness and will determine if the incident is a possible adversarial attack and if there is a potential for WMD involvement.

6. The senior responder will assume IC, establish an incident command post in an area that is safe from potential secondary hazards/devices, and warn others to be alert for such hazards. The Incident Commander will establish a security perimeter and an accountability system. The site of an adversarial attack is a crime scene as well as a disaster scene, although the protection of lives, health, and safety remains the top priority. Because of these considerations, as well as logistical control concerns, it is extremely important that the incident site and its perimeter be tightly controlled as soon as possible. As soon as local law enforcement and fire officer are on scene, the IC will transition to a Unified Command.

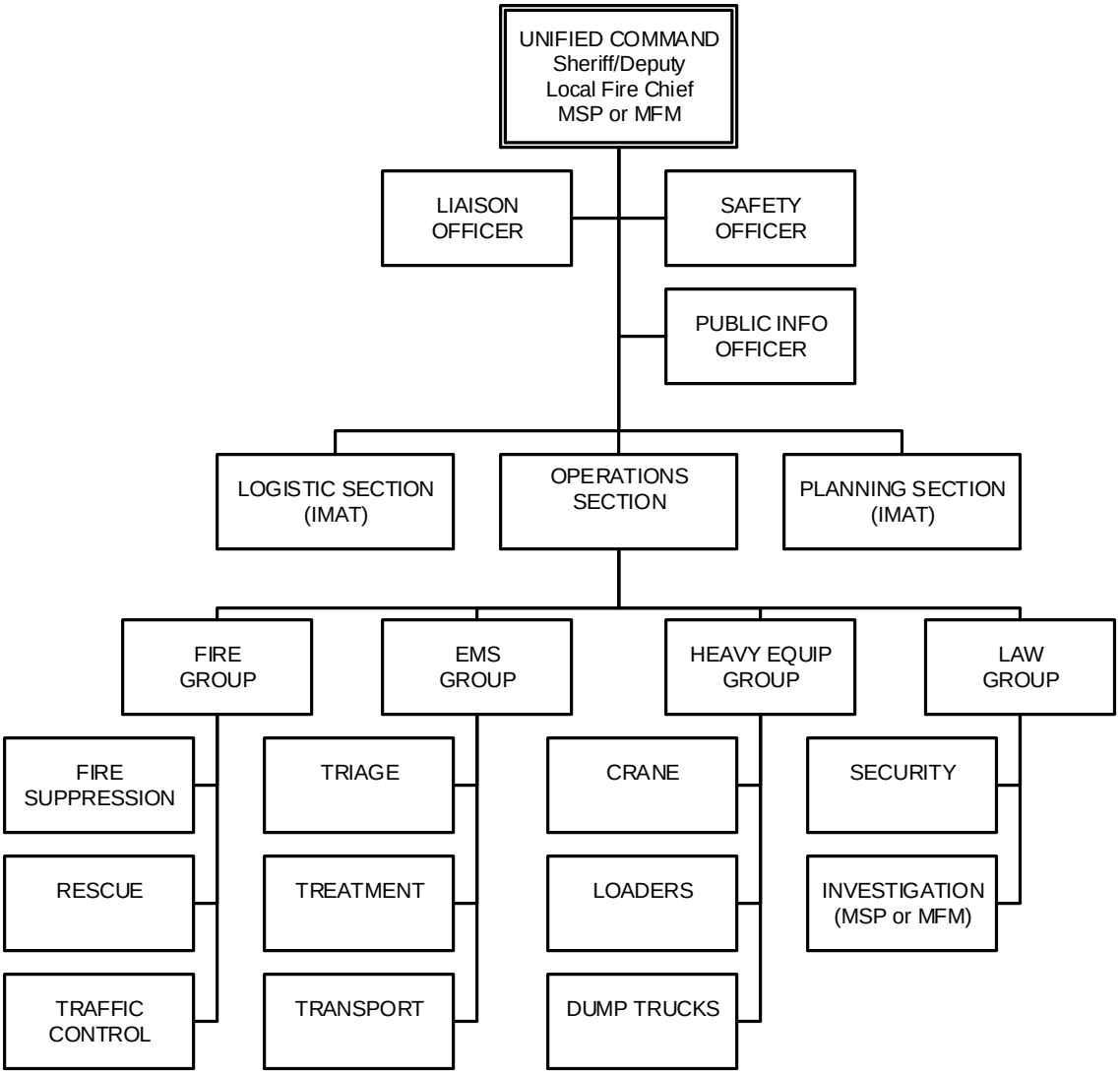

Table 7.1 Typical Incident Command organization for an Explosion

7. First responders will perform any obvious rescues as circumstances permit without putting themselves in severe danger. Responders will begin triage and treatment and transport of victims.

8. Incident Command will notify the local hospitals that will be receiving the victims exposed to possible explosive agents. On scene law enforcement will ask the County RCC to contact the State Police (MSP) and the Maine Fire Marshal (MFM).

9. The Maine Fire Marshal is the representative of the Attorney General's Office in the area of fire investigations and explosions. The Maine State Police handle criminal investigations and staff a tactical team and an Explosive Ordinance Disposal (EOD) Team.

10. The municipal officers will declare a local state of emergency. The County EMA Director may request that the Governor declare a County state of emergency.

11. Municipal, County, State and Federal law enforcement officials must develop a consensus "rules of engagement" early in the planning process to smooth the transition to Unified Command. The Unified Command Structure will facilitate both crisis management and consequence management, and will expand as additional support units and agency representatives arrive.

B. COMMUNICATIONS

1. In the event of an explosive incident, rapid communication is important to ensure a prompt and coordinated response. Communications must be maintained between the County RCC, the first responders, the hospital emergency room, and the municipal and County Emergency Operations Center (EOC). See Annex B for more information on Communications.

2. An explosion is likely to overload non-dedicated telephone lines and cellular telephones. First responders will rely primarily on radio communications. The County EOC will communicate with the responders by radio and with other each other and other agencies by phone or radio. The Internet will be used as much as possible to pass large amounts of information in order to reduce the time on landline and cellular phones.

3. All incident radio communication traffic will be managed by the County RCC. The Incident Commander, with assistance from the County EOC, will establish communications and frequency protocols and assignments to reduce confusion on the radios.

4. Responders must be made aware of the danger of operating radios at the scene of an explosive incident. Radio transmissions have the ability to detonate explosive devices. Responders should not transmit within 300 feet of the location of a suspected explosive device.

C. EMERGENCY PUBLIC INFORMATION

1. An explosion may create chaos, confusion, and public panic in the immediate area and may stress emergency response resources. Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize the impacts to the public.

2. The County EOC will immediately establish a media center and contact area television stations and radio stations to provide information that can help safeguard the public from the hazard.

3. The County PIO will need to link with the State Joint Information Center (JIC) in order to ensure that "one message" is being released.

D. EVACUATION

Evacuation from the incident site may be required to prevent further harm caused by secondary devices. Evacuations will be authorized and initiated by the Incident/Unified Command.

E. HEALTH AND MEDICAL SERVICES

1. Local hospital and emergency medical personnel will be overwhelmed by large number of casualties and by those who are fearful about their medical well-being.

2. First responders may be entering an environment with hazardous air pollutants from collapsed buildings. The Incident Commander will perform a risk assessment and modify standard protocols if the risk assessment so indicates.

3. The Incident Commander will identify locations for triage support. Locating ambulance staging areas will be critical. EMTs will be needed from outside the County. An EMS Medical Control Officer will need to work with regional hospitals to determine which patients can go where.

IV. ADMINISTRATION AND LOGISTICS

A. In addition to the law enforcement, fire department and EMS units located in and around the County, the following resources may be requested by the County EMA Director.

1. The **Maine State Police EOC Team** are Maine State Troopers trained in dealing with explosive devices. They are individually located throughout the state and it may take some time to assemble a full team.

2. **State Fire Marshal's Office investigators** are sworn law enforcement officers responsible for conducting investigations into the origin and cause of fires and explosions. They represent the Attorney General's Office and can make arrests, write summonses, and conduct administrative and criminal search warrants throughout the investigation process. The State Fire Marshal's Office is located in Gardiner.

3. The **Maine State Police Bomb Team** specializes in the detection, detonation, disablement, and removal of explosive devices. This team is located in Gardiner.

4. The **Maine Center for Disease Control and Prevention** can advise on a range of public-health-related areas including epidemiology, medicine, veterinary medicine, toxicology, and health engineering.

B. An adversarial explosive incident will be beyond the response capabilities of Waldo County. It will become a statewide event. The Waldo County EMA will immediately request resources from MEMA and coordinate information and efforts between the municipalities, local medical facilities, and State agencies involved.

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Waldo County Emergency Operations Plan

ATTACHMENT 5: FLOODS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The majority of flooding in Waldo County is caused by runoff in the spring. If Maine has a good amount of snowfall during the winter and the spring is warm and rainy, the snow pack melts off more quickly than the watersheds can handle, causing local wetlands and water bodies to overflow their boundaries and flood nearby roads and structures. Erosion of local gravel roads is the primary type of damage.

2. There are two major rivers located in or along Waldo County. The Penobscot River borders the towns of Winterport, Frankfort, Prospect and Stockton Springs. There are no dams on the Penobscot River in Waldo County, although there are a number of large dams upstream in Penobscot and Piscataquis counties. If the Ripogenus or North Twin or another large dam were to catastrophically fail, it would take 24 to 40 hours for the flooding to reach Waldo County. The other river is the Sebasticook River, which flows through Burnham. Most of the land area near this river consists of bogs on which flooding is unlikely to have an impact. If the Burnham Dam failed, little damage would occur in Burnham or Waldo County.

3. The majority of the dams in Waldo County are small and their breach would not have a major flooding impact on Waldo County towns. The St. George Dam could damage State Route 220 in Liberty, and the Freedom Dam could damage the Pleasant Street Bridge and State Route 137 in Freedom.

4. Most of the population of Waldo County resides in the coastal communities which could be impacted by high winds created by a severe tropical storm or hurricane. Much of the coast is occupied by high end single family residential structures that are susceptible to storm surge. The towns of Stockton Springs, Searsport, Belfast, Northport, Lincolnville and Islesboro all have inhabited coastlines. The flooding caused by storm surges has also aggravated coastal erosion problems. Those areas in the County that could be impacted by hurricane storm surge and would need to be warned would include:

Belfast
All Occupied Coastal Shore Properties
Front Street
Moorings Campground
Colonial Gable Oceanfront Village
Frankfort
Village (Church, Town Office, Post Office and adjoining residences)
Brooklyn Road
Islesboro
All Occupied Coastal Shore Properties
Ferry Terminal
Lincolnville
Lincolnville Beach

Northport
Bayside Occupied Coastal Shore Properties
Searsport
Cottage Street
Shoreside Lane
Moose Point State Park & Searsport Shores Ocean Camping
Town Pier
Sprague Terminal
Stockton Springs
All Occupied Coastal Shore Properties on Cape Jellison and Mill Pond Area
Sandy Point Beach Park
Stockton Harbor
Fort Point
Winterport
River side of Water Street

5. Flooding in Waldo County is historically not a rapid event but builds slowly over one to two days. Residents of old learned to build their homes out of the flood zones, and flood ordinances today restrict development in flood zones. However, new residential construction is being built in hurricane surge inundation areas with no restrictions. Hurricane storm surge flooding occurs along coastal areas as the hurricane winds push high waves inland. Historically, Maine has experienced about a half dozen Category 1 hurricanes in each century.

6. Waldo County is subject to water overflowing the banks of streams, lakes and ponds; structural failure of dams; rapid accumulation of storm water; hurricane-caused storm surges; and erosion of shorelines. The primary concern with flooding is the rise in flood elevation in relation to topography and structures. Flooding can happen at any time of the year, but predominates in early spring due to melting snow, breakaway ice jams, and rainy weather patterns. Flooding may also occur during the summer due to a hurricane or severe tropical storm.

B. ASSUMPTIONS

1. Very few evacuations are expected due to the nature of flooding in Waldo County. A few localized residential and commercial evacuations may be necessary. These will be managed by the municipal fire departments and the affected individuals.

2. Because very few evacuations are expected, there will be only limited needs for sheltering affected families and individuals. These will be managed by the American Red Cross, which will work directly with the affected individuals. These evacuees may be sheltered in area hotels.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a flooding emergency include the following:

1. Notify and evacuate potential victims.
2. Prevent drivers from driving through flooded roads.
3. Reduce damage to public roads and utilities.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a flooding emergency include the following:

1. Contact all pre-identified residential and business occupants of areas with potential flooding and relay hazard information.
2. Erect signage and barricades at all flooded roads as the roads begin to flood.
3. Reduce the impact of flood waters on local roads.
4. Reduce the impact of flood waters on local utilities.

C. INCIDENT TACTICS

Waldo County's incident tactics for a flooding emergency include the following:

1. Contact the municipal governments to encourage the fire departments to visit those homes and businesses identified in the flood zones.
2. Ensure that all first responders walking near storm surge have appropriate life vests.
3. Acquire traffic control signage and barricading materials.
4. Complete emergency repairs to storm water management systems.
5. Divert and dike rising flood waters.
6. Maintain an effective situational awareness of flood locations.
7. Utilize public information alerting systems (see Annexes C and D).

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Each municipality will be responsible for conducting emergency response, evacuations, road closures, damage assessments, and recovery operations within its jurisdiction. When local resources have been exhausted or federal reimbursement is possible, each municipality will provide resource requests, situation reports, and state damage assessment forms to the Waldo County EOC for processing. The County EOC will consolidate the resource requests and damage reports from each municipality and forward them to the State EOC.

B. The National Weather Service is responsible for providing up-to-date rainstorm and flood information. The Waldo County EMA will monitor the National Weather Service and National Oceanic and Atmospheric Administration (NOAA) websites (http://www.erh.noaa.gov/er/gyx/) and NOAA weather radio and television and radio news reports. This information is also monitored by the Waldo RCC. Should there be a dam failure in Penobscot County, the County RCC will be contacted by the dam owner.

C. The County EMA will contact local emergency management directors and fire chiefs and local radio and television stations to notify the public of the expected elevation of the flood waters, instructions on when to evacuate and the status of road closures.

D. All responding entities will utilize the Incident Command System and Multiagency Coordination System described in Annex A and the communications process described in Annex B. Public Information will utilize the processes described in Annex D.

E. Communications will be maintained between the County RCC and EOC and the municipal emergency management directors. Flooding is not likely to overload telephone lines, cellular telephones or two-way radios.

IV. ADMINISTRATION AND LOGISTICS

A. The County EOC will contact municipal officials to determine the drinking water quality and sanitary conditions in their communities following a flood. The County EOC will request water test kits from the State EOC for distribution by the municipal offices. The County EOC will consolidate requests for public assistance and forward them to State EOC.

B. The County EOC will coordinate meetings between municipal road commissioners and officials from the Maine Department of Transportation (MDOT) and Federal Highway Administration to resolve road damage issues and keep abreast of detours and road closures in the County. MDOT will be tasked for signs, barricades and concrete jersey barriers.

C. The County EOC will work with Central Maine Power and EmeraMaine to provide public information concerning any power outages.

D. The County EOC will organize tours of damaged areas in Waldo County for State and Federal representatives and the Governor.

E. Oil spills in basements and other environmental issues will be reported to the Maine Department of Environmental Protection at 1-800-482-0777.

Waldo County Emergency Operations Plan

ATTACHMENT 6: FOREST FIRES

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Waldo County is subject to wildland fires in the form of forest fires. Nearly 90% of the County is forested. Additionally, due to the small town populations, municipal resources for wildland firefighting are very limited.

2. All parts of the County are subject to wildland fires. The major vulnerability is the wildland-urban interface, the thousands of homes that exist in close proximity to the forests.

B. ASSUMPTIONS

1. No single municipality in Waldo County has the personnel, equipment and training to deal with a major forest fire. Rangers from the Maine Forest Service will be required to assist with command and operations and to provide wildfire fighting equipment, aircraft and crews.

2. A worst-case wildfire scenario could resemble the scope of the 1947 wildfires.

3. Municipal fire department mutual aid, county-to-county agreements, the Statewide Mutual Aid Agreement and the Northeastern Forest Fire Protection Compact may be needed for additional resources.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a wildfire emergency include the following:

1. Ensure public safety.
2. Ensure the safety and accountability of all responders.
3. Protect building exposures.
4. Extinguish the wildfire.
5. Minimize the fire's impact on the neighborhood and on area traffic.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a wildfire emergency include the following:

1. Contact all pre-identified first responders and emergency managers within 15 minutes.
2. Request additional wildfire firefighting resources once the Incident Commander determines that the fire is beyond local control.
3. Warn and evacuate the public in the impacted areas once the Incident Commander determines that residents might be in harm's way.
4. Activate emergency shelters as needed. Coordinate with the Red Cross.
5. Alert law enforcement agencies that roads may need to be shut down.

C. INCIDENT TACTICS

Waldo County's incident tactics for a wildfire emergency include the following:

1. Alert all necessary public safety agencies by radio pager.
2. Ensure that all first responders have appropriate wildfire personal protective equipment, firefighting equipment and hydration fluids.
3. Utilize aircraft to identify the geographic boundaries of the fire.
4. Utilize area and state overhead teams—type 4 Incident Management Assistance Teams (IMAT) and type 3 Incident Management Teams (IMT) to manage the incident.
5. Contact the news media and use the Emergency Alert System and NOAA weather radio to broadcast to the public the specifics on the wildfire and the protective actions to take.
6. Shut down all roads that responders will be working from or that may have fire and/or smoke hazards.
7. The Incident Commander and the County EMA will build situational awareness and a common operating picture that will include all units and personnel on scene, situation maps, weather and fire behavior, communications and incident facility locations.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. State Statute 12, Section 9201 states: "Responsibility for the control of forest fires in municipalities lies in the first instance with the town forest wardens appointed for these municipalities by the [Maine Forest Service] director. When in the judgment of a forest ranger the situation so warrants, the forest ranger may relieve a town forest fire warden of responsibility for control of a forest fire within a municipality and assume responsibility therefore. Final authority and responsibility for the control of a forest fire shall be that of the forest ranger. Municipal fire department personnel and equipment shall not be moved within or without municipal limits upon the order of a town forest fire warden or a forest ranger, except with the approval of the fire chief or proper municipal official having authority to grant such approval."

2. Each municipality will be responsible for conducting wildland firefighting for fires within its jurisdiction. Should a fire involve or threaten more than one municipality, a Unified Command will be established or there will be an agreement on a single Incident Commander from among the fire wardens of the affected communities.

3. The National Incident Management System (NIMS) Incident Command System (ICS) will be utilized by all response parties. The Waldo County EOC will be utilized as the Multi-Agency Coordination Entity or Area Command Post. The County EOC will maintain close coordination with the Maine Forest Service at Bolton Hill.

4. Due to the lack of firefighting personnel, the municipal Incident Commanders will require incident overhead personnel. These personnel will come initially from the Waldo County IMAT (a type 4 team) and from the Maine Forest Service IMT (a type 2 short team). The following two diagrams illustrate how the ICS expands when an incident increases in size or severity.

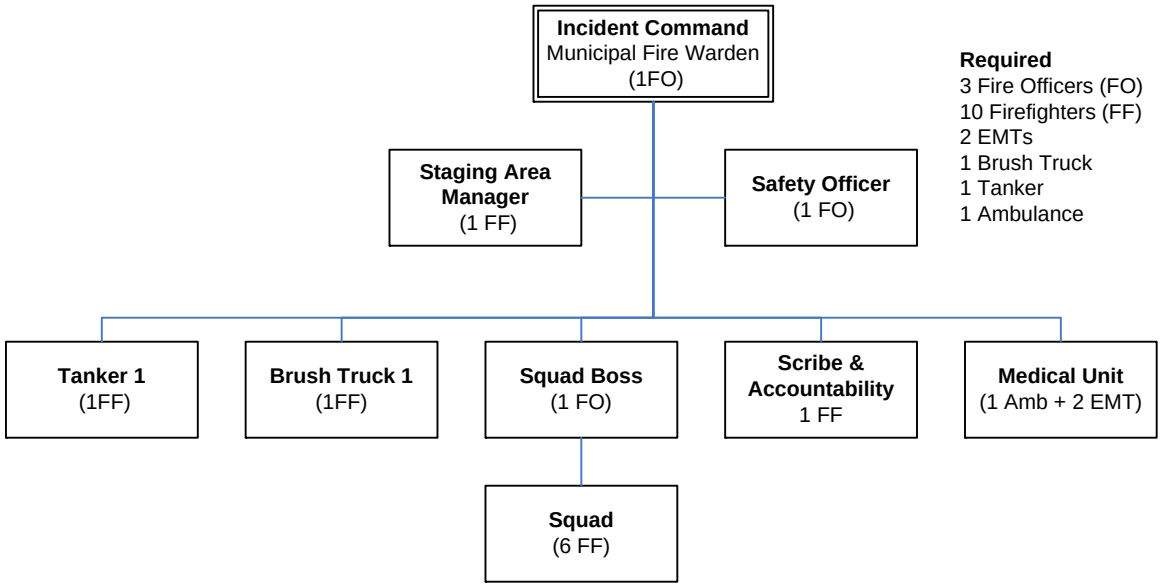


Figure 3.1: ICS organization for a type 5 wildfire

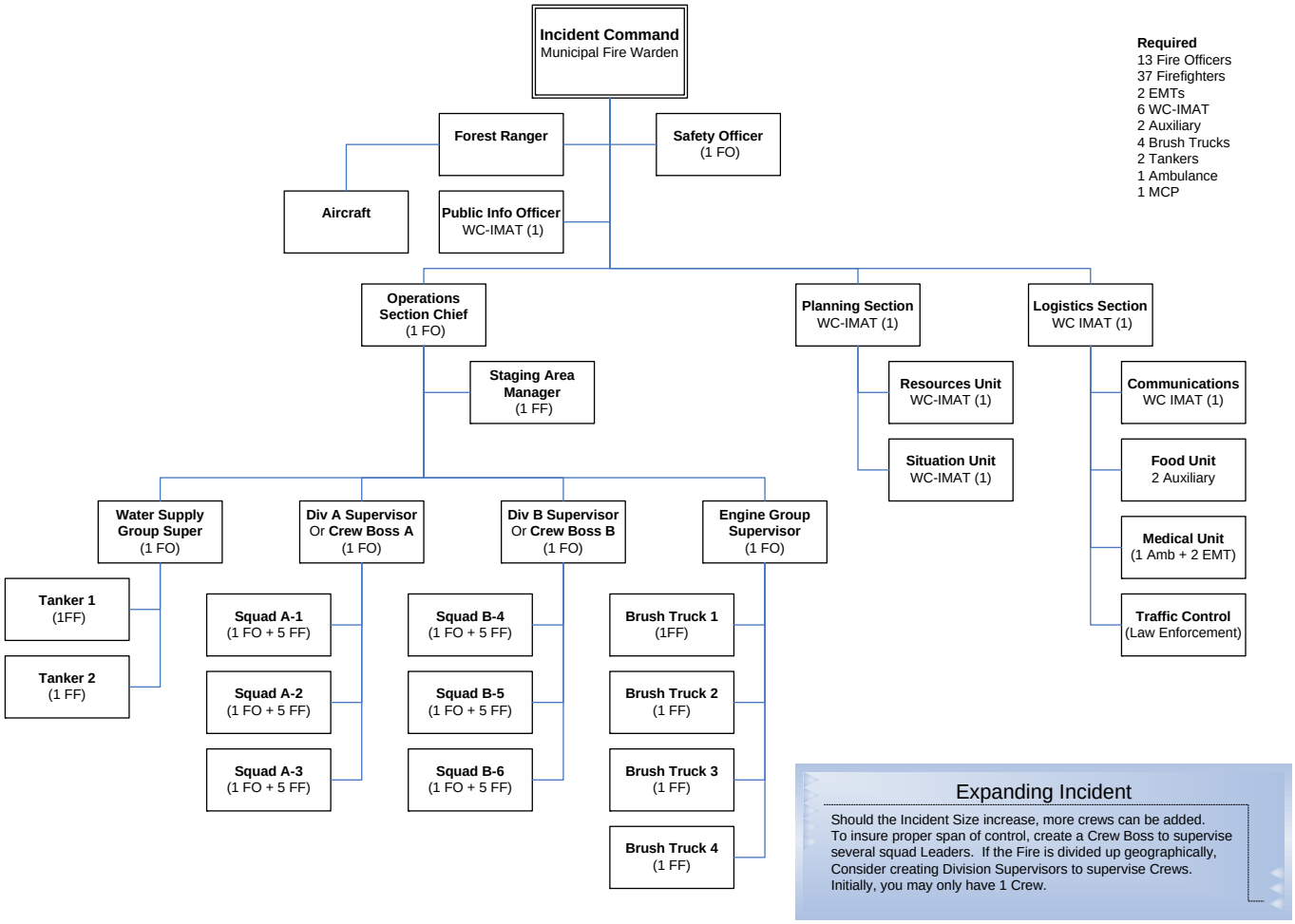


Figure 3.2: ICS organization for a type 4 wildfire

B. COMMUNICATIONS

1. Communications will be maintained between the State EOC, if it has been activated, the Maine Forest Service, the County RCC, the County EOC, and the Incident Commander. A large wildland fire is not likely to overload telephone lines or cellular telephones; however, there may be localized loss of telephone contact due to destroyed telephone transmission lines. Two-way radio traffic may become congested, since this is the primary means of communication for the local fire departments.

2. The Incident Radio Communications Plan will be as follows.

Function	Assignment	Channel	Frequency
Command	Incident/Area Command	State Fire	154.3100
Planning and Logistics	Overhead support	Waldo EMA TAC	155.7600
Operations	Division A fire operations	Waldo Tac-1	155.8275
	Division B fire operations	Waldo Tac-2	158.9475
	Tanker and engine operations	Waldo Tac-3	158.9775
	Law enforcement/traffic control	SWCC	154.6950
	EMS/ambulance	EMS/LASER	155.1600
	Air to ground	As determined by Pilot	
	Maine Forest Service	MFS Tac 1	159.4500
		MFS Tac 2	159.3600
Offsite overhead	County EOC/ACP (area command post)	Waldo EMA Rep	Tx 158.9700 Rx 156.1425
Dispatch	Fire/EMS north	Fire N	Tx 153.9500 Rx 155.3850
	Fire/EMS south	Fire S	Tx 151.1000 Rx 159.1350
Extra	Available if repeater needed	CC-1	Tx 151.4300 Rx 155.6625
Extra	Available if repeater needed	CC-2	Tx 154.8975 Rx 159.1050
On Site Link to Hospital or County EOC	Waldo County RACES	“47 Machine”	Tx 147.870 Rx 147.270

3. Waldo County IMAT/RACES have the ability to establish on site repeater systems. The IMAT Mobile Command Post has a Vehicle-mounted, In-Band VHF repeater. The EMA office has two portable UHF/VHF cross-band repeaters and one portable In-Band VHF repeater.

C. INFORMATION MANAGEMENT

The flow of information is vital for situational awareness and to build a common operating picture. The formal communication flow should resemble the following.

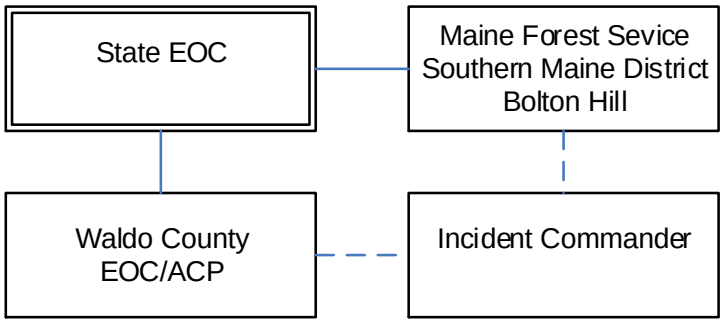


Figure 6.3: Communication flow during a wildland fire

D. WARNING

The Maine Forest Service has contracted reconnaissance flights flown daily over the Maine woods searching for wildland fires. The first warning will come either from these flights or from residents or visitors to the area.

E. EMERGENCY PUBLIC INFORMATION

As soon as it is determined that there is a wildfire emergency, the County EMA will contact local radio and television stations to notify the public of the expected path of the forest fire, instructions on when to evacuate and the status of road closures.

F. EVACUATION

Evacuations will be managed by the municipal police and public works departments, the Waldo County Sheriff's Office and the Maine State Police. The County EMA will oversee the evacuations from a regional point of view to help reduce congestion and lessen evacuation times. A County EOC will be established and staffed to perform this function.

G. MASS CARE

Evacuated tourists and residents with families outside the danger areas will most likely not require sheltering. Tourists will depart the area and go home or visit other parts of the state. A few evacuated residents may need shelter. These cases of sheltering will be managed by the American Red Cross. If the numbers are limited, they may be sheltered in commercial lodging. If the numbers are sufficiently high, then mass care facilities will be opened outside the danger areas.

IV. ADMINISTRATION AND LOGISTICS

A. All mapping shall use latitude and longitude for map coordinates. The map datum shall be NAD83.

B. The Belfast City Airport will be utilized as a base for fixed-wing and rotary aircraft.

C. Incident resources that may be needed for a wildfire emergency in Waldo County include the following.

Local	**State**	**Federal**
Municipal fire department/warden	Maine Forest Service rangers	Civil Air Patrol aircraft
Municipal police	Maine Forest Service aircraft	
Local ambulance services	Maine Forest Service IMAT/IMT	
Waldo County IMAT/RACES	Maine State Police officers	
Waldo County Sheriff's Office	Maine State Police IMT/IMAT	
Waldo County Search and Rescue	Maine DOT crews	

ATTACHMENT 7: HAZARDOUS MATERIALS RELEASES

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The most likely technological hazard to occur in Waldo County that could rapidly overwhelm public safety resources will be an incident involving a release of hazardous materials (hazmat). Hazmat is defined as explosive, flammable, combustible, corrosive, oxidizing, toxic, infectious, or radioactive materials that, when released in sufficient quantities, put some portion of the general public in immediate danger from exposure, contact, inhalation, or ingestion.

2. The majority of first responders in Waldo County are only trained in hazmat to the first responder/awareness level. Most Waldo County responders will be limited to identifying and reporting the hazardous material, securing the area and requesting additional resources.

3. The Waldo County HazMat Assessment & Rescue Team (HART) is trained to the Hazardous Materials: First Responder Operations level and are equipped and trained to support the local fire departments with analysis, rapid rescue, containment, and gross decontamination procedures. Several local fire departments (Belfast, Northport, Prospect and Searsport) have the majority of their members at Operations level and several others (Lincolnville, Morrill, Searsmont, Stockton Springs, Unity, and Winterport) have some members at Operations level.

4. The vast majority of hazardous materials located in the County are petroleum products, including gasoline, diesel, kerosene, fuel oil, propane and natural gas. These materials are transported by oceangoing oil tankers, railroad cars, pipelines and tractor trailer trucks. Large quantities are stored at the Irving and Sprague oil terminals at Mack Point in Searsport.

5. The primary extremely hazardous substances (EHS) in Waldo County are ammonia, anhydrous ammonia, and sulfuric acid. These are primarily corrosive substances that will only travel far from their containers if in gaseous form. The worst case scenario will be people in the vicinity who inhale ammonia in a downwind cloud plume.

6. Hazardous materials could be released in the County in Penobscot Bay, at a fixed facility, from a pipeline, or by cargo trucks. The County has 14 EHS facilities, 48 non-EHS hazmat facilities, one natural gas pipeline, two petroleum pipelines and the traffic corridors of U.S. Routes 1 and 1A and State Routes 9, 137, and 220.

7. The worst case scenario for a fixed facility is a release of ammonia. The Penobscot McCrum Frozen Foods facility is located near Belfast's downtown and across the harbor from Harbor Hill, the largest nursing home in the County. The Midcoast Frozen Foods facility is located a short distance from the County hospital.

8. The worst case scenario for a transportation incident would be a release of aqueous ammonia near a nursing home; the three largest of which are located near U.S. Route 1.

9. The following EHS facilities exist in Waldo County.

EHS facility	Location	EHS materials	Quantity (lbs.)
GAC Corp.	34 Kidder Road, Searsport	Anhydrous ammonia Aqueous ammonia Sulfuric acid	480,000 240,000 14,000,000
Penobscot-McCrum LLC	28 Pierce St, Belfast	Anhydrous ammonia Sulfuric Acid (batteries)	14,500 1,000
	2 Front Street, Belfast	Anhydrous ammonia Sulfuric Acid (batteries)	2,500 196
Midcoast Frozen Foods	248 Northport Avenue, Belfast	Anhydrous ammonia	8,500
Bank of America	11 Schoodic Raod, Belfast	Sulfuric acid (batteries)	2,700
AthenaHealth	3 Hatley Road, Belfast	Sulfuric acid (batteries)	16,000
Fairpoint – Belfast	42 Waldo Ave, Belfast	Sulfuric acid (batteries)	1,400
Fairpoint – Monroe	20 Swan Lake Ave, Monroe	Sulfuric acid (batteries)	620
Fairpoint – Morrill	213 South Main St, Morrill	Sulfuric acid (batteries)	1,500
Fairpoint – Searsport	Prospect St, Searsport	Sulfuric acid (batteries)	620
Fairpoint – Winterport	42 Oak St, Winterport	Sulfuric acid (batteries)	620
US Cellular – Northport	297 Atlantic Hwy, Northport	Sulfuric acid (batteries)	800
Irving Terminal	52 Station Ave, Searsport	Sulfuric acid (batteries)	580
Pride Manufacturing	10 North Main St, Burnham	Sulfuric acid (batteries)	1050

10. The following transportation routes are used to move EHS in Waldo County.

EHS	Municipalities through which it is transported	Route
Ammonia	Winterport, Frankfort, Prospect, Stockton Springs and Searsport	CMQ Railway[1]
	Belfast, Belmont, Morrill, Searsmont, Montville, Liberty and Palermo	State Route 3
	Stockton Springs, Prospect, Frankfort and Winterport	U.S. 1A
	Searsport, Stockton Springs	U.S. 1
Anhydrous ammonia	Belfast, Belmont, Morrill, Searsmont, Montville, Liberty and Palermo	State Route 3
	Belfast, Waldo, Brooks, Knox, Freedom, Palermo, Thorndike, Unity	Rte 137/220
Sulfuric acid	Belfast, Searsport, Stockton Springs and Prospect	U.S. 1
	Palermo, Liberty, Montville, Searsmont, Morrill and Belmont	State Route 3
	Belfast, Waldo, Brooks, Knox, Freedom, Palermo, Thorndike, Unity	Rte 137/220
Sodium Hydroxide	Belfast, Waldo, Brooks, Knox, Freedom, Palermo, Thorndike, Unity	Rte 137/220
	Palermo, Liberty, Montville, Searsmont, Morrill and Belmont	State Route 3

[1] Central Maine & Quebec Railway

11. Approximately 90-95% of all hazardous materials are petroleum products which are transported over every road in the County. Most homes receive heating oil and/or propane shipments. There are 32 retail gas stations in the County, which are located in every corner of the County.

B. ASSUMPTIONS

1. There are no facilities that, by virtue of their proximity to facilities with EHS, which could contribute additional risk to these EHS facilities. See Maps on pages 7-4 thru 7-7. The EHS facilities do have vulnerabilities due to natural disasters (such as hurricanes or tornadoes) or man-made incidents (such as transportation accidents, civil disturbances, physical attacks, or fires within the facility).

2. The EHS with the worst inhalation hazard and the greatest protective action distances is ammonia. Ammonia is stored at GAC Corp., Penobscot McCrum Frozen Foods and Mid-Coast Frozen Foods.

3. For the purpose of determining which facilities may be subject to additional risk due to their proximity to EHS facilities, only those EHS that can cause an inhalation hazard beyond the EHS facility itself are considered.

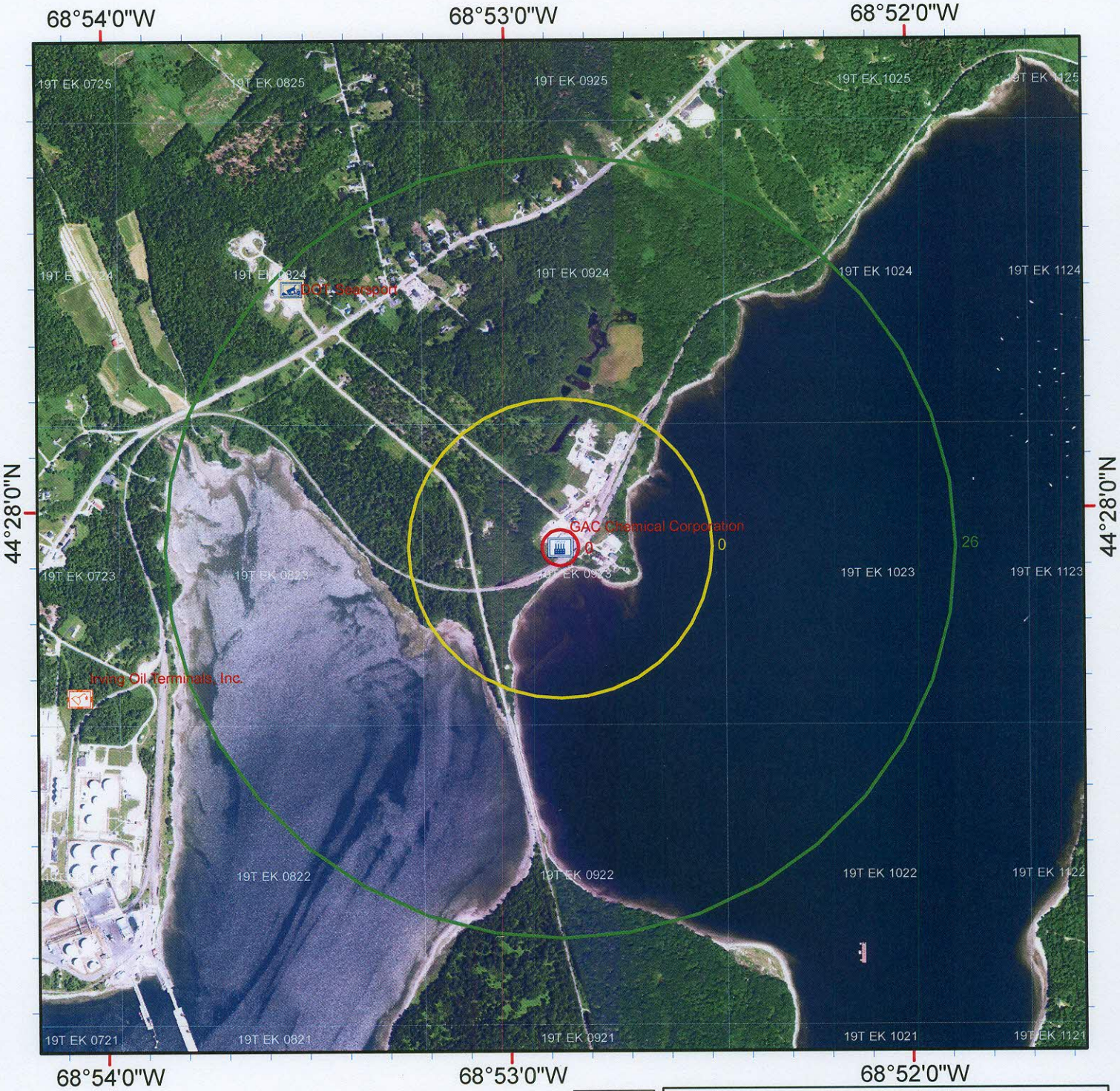
4. Those local facilities and areas that are subject to additional risk, due to their proximity to EHS facilities located in the County, include:

EHS Facility	**Facilities At Risk**
GAC	Sprague Oil Terminal/Irving Oil Village at Stockton Harbor residential condos Rural Residential Homes and several small businesses
Midcoast Frozen Foods	Mathews Brothers Manufacturing Plant Little River Church Penobscot Shores Retirement Community, Waldo County General Hospital and associated clinics Tall Pines Nursing Home Residential Homes and several small businesses
Penobscot McCrum Frozen Foods	Belfast Center Facility Belfast Area High School East Belfast Elementary School Captain Albert Stevens Elementary School Troy Howard Middle School Entire Downtown Belfast and Waterfront All of the Businesses in and around Hannaford and Renys MBNA and AthenaHealth Belfast Airport Waldo County YMCA Residential Homes and several small businesses

5. The maps that follow on the next four pages, illustrate the protection distances around the Ammonia facilities in the County. The number of the estimated population likely to be affected by a release from an Ammonia facility is indicated in the maps. These numbers are estimates, since the census information is not granular enough (each municipality is a census block in its entireity).

Ammonia Facilities Isolation and Protect Zones

GAC



0 0.5 1 Miles

0 1 Kilometers

N W E S

Map created by R.E. Hoey, 11 Oct 2016, for Waldo Co. EMA.
Facilities; MARPLOT export from 2015 Tier II data for Waldo Co.
US National Grid; CIGIT, Delta State University, Cleveland, MS
Other data from Maine Office of GIS. Residential population from MARPLOT estimates is indicated on the east side of each zone.

Facilities

- DOT
- Industrial
- Petroleum
- USNG 1000m Grid
- Protect downwind 0.8 Mi. Night
- Protect downwind 0.3 Mi. Day
- Isolate 200 Ft. All directions

Ammonia Facilities Isolation and Protect Zones

Penobscot McCrum, Front St.

0 0.5 1 Miles

0 1 Kilometers

N W E S

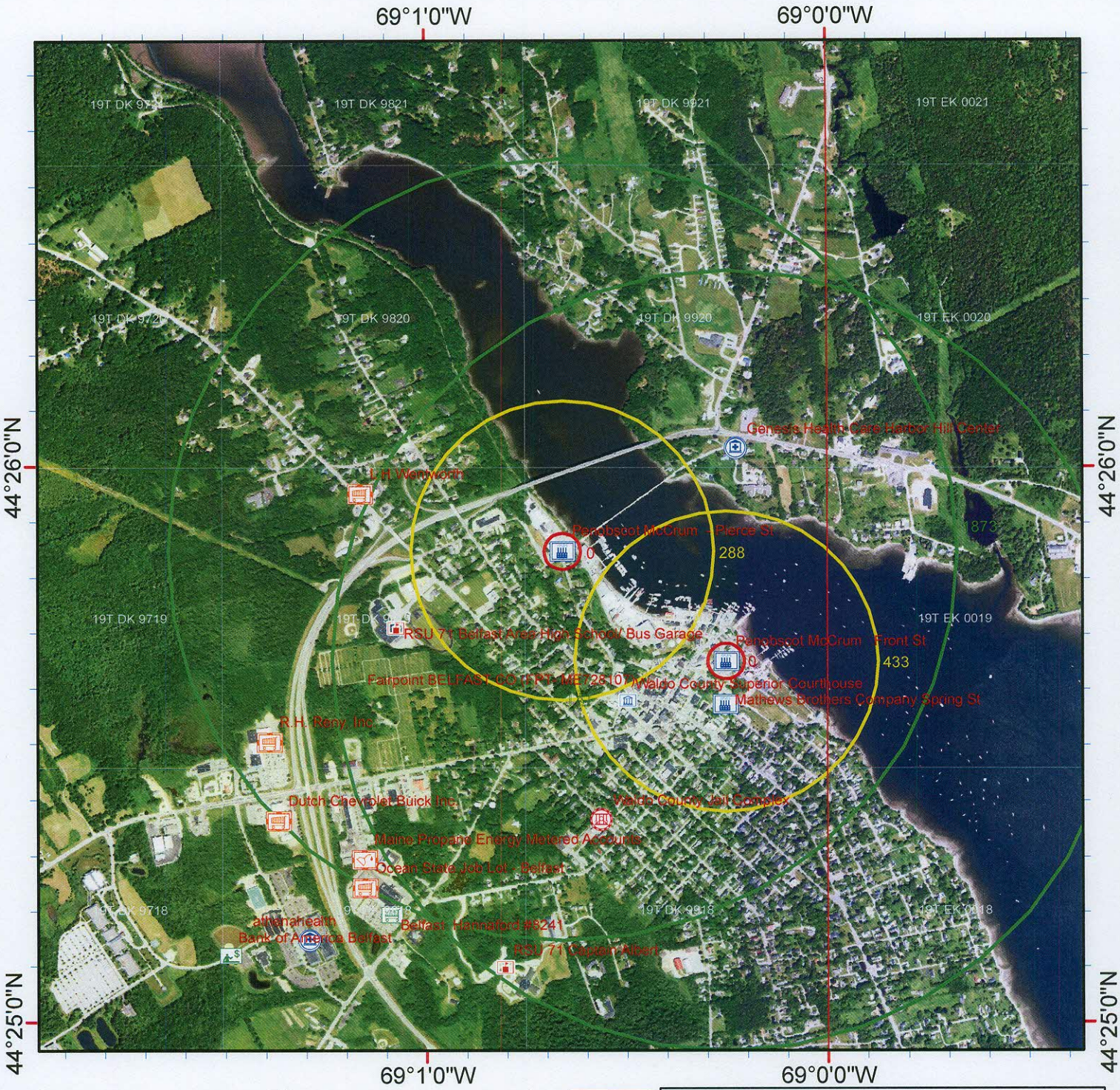
Map created by R.E. Hoey, 11 Oct 2016, for Waldo Co. EMA.
Facilities; MARPLOT export from 2015 Tier II data for Waldo Co.
US National Grid; CIGIT, Delta State University, Cleveland, MS
Other data from Maine Office of GIS. Residential population from MARPLOT estimates is indicated on the east side of each zone.

Facilities

- Court
- Financial
- Food
- Health Care
- Industrial
- Jail
- Petroleum
- Public Venue
- Retail
- School
- Telecommunication
- USNG 1000m Grid
- Protect Downwind 0.8 Mi. Night
- Protect Downwind 0.3 Mi. Day
- Isolate 200 Ft. All directions

Ammonia Facilities Isolation and Protect Zones

Penobscot McCrum, Pierce St.



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Facilities; MARPLOT export from 2015 Tier II data for Waldo Co.
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Facilities

- Court
- Financial
- Food
- Health Care
- Industrial
- Jail
- Petroleum
- Retail
- School
- Telecommunication
- USNG 1000m Grid
- Protect Downwind 0.8 Mi. Night
- Protect Downwind 0.3 Mi. Day
- Isolate 200 Ft. All directions

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a hazardous materials emergency include the following:

1. Ensure public safety.
2. Ensure the safety and accountability of all responders.
3. Protect the environment and property.
4. Contain the release and stabilize the incident.
5. Ensure cleanup and recovery of the hazardous materials.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a hazardous materials emergency include the following:

1. Contact all pre-identified first responders and emergency managers within 5 minutes.
2. Ensure that first responders are aware of all the hazards and are taking appropriate measures.
3. Request additional hazmat resources once Incident Commander (IC) determines the incident is beyond local control.
4. Warn and protect the public in the isolation and protection zones once the IC determines what those zones are.
5. Initiate actions to contain and/or stop the hazmat release.
6. Request the Department of Environmental Protection (DEP) and the party responsible for the spill to initiate actions to clean up the release.

C. INCIDENT TACTICS

Waldo County's incident tactics for a hazardous materials emergency include the following:

1. Alert the Waldo County Decon Strike Team (DST) and DEP.
2. Ensure that all first responders have appropriate personal protective equipment, firefighting equipment, and hazmat equipment.
3. Utilize meters to identify the hazmat and its concentrations.
4. Utilize the County Incident Management Assistance Team (IMAT) and DST to help manage and respond to the incident.
5. Contact the news media and use the Emergency Alert System and NOAA weather radio to inform the public on the specifics of the hazmat release and the protective actions to take.
6. Shut down all roads that responders will be working from or that may have hazmat hazards.
7. The Incident Commander will build a situational awareness and common operating picture that will include all units and personnel on scene, hazmat agent specifics, communications and incident facility locations.

D. DETERMINING AREAS LIKELY TO BE AFFECTED

1. Should an EHS facility with off-site consequence, have a release of an extremely hazardous substance, the facility emergency coordinator will utilize the current situational information (location of release, quantity released, which chemical, and environmental conditions) to development a quick assessment of what may have been impacted by the release.

EHS Facility	Plan Location	Method
GAC	Not indicated	None determined
Penobscot McCrum	Pages 3, 9	ERG
Midcoast Frozen Food	Not indicated	None determined

2. Waldo County EMA, through its IMAT and HART teams, will utilize the U.S. DOT *Emergency Response Guide* (ERG), and the WebWiser, and CAMEO/ALOHA computer applications to make an estimate of what may have been impacted by the release.

E. NOTIFICATION

1. The County EMA Director is also the County Emergency Coordinator, as appointed by the Waldo County Local Emergency Planning Committee (LEPC).

2. There is almost never a warning prior to the accidental release of a hazardous material. The facility manager, transporter, or first responders will be the first people at the scene who have the capability to identify the incident as involving hazardous materials. The facility manager or IC must notify and report the incident specifics, using the Maine AR-1 Form, to the County Regional Communication Center (RCC) by phone or fax, so that other responders and emergency managers may take appropriate actions. If the facility manager or IC do not have the form, the RCC will need to request the specific information needed. The RCC will notify the County Emergency Management Agency (EMA) and the Maine State Police and DEP. By statute, the EHS facility emergency coordinator is required to notify the National Response Center (1-800-424-8802), the SERC, the DEP and the LEPC.

3. Each facility that is required to report to the Tier II program has identified a Facility Emergency Coordinator (FEC). A listing of the EHS facilities, their respective FECs and their contact information is located in the excel file titled “Waldo Resource Database” which is located in the computer folder W://5 – Resource Management. Print outs of this information is kept in binders in the County EOC and with the Director and Deputy Director. Names of individuals and their contact information will not be published in this plan.

F. RESPONSE

1. The County RCC will receive calls, elicit information, dispatch first responders, relay information to first responders prior to their arrival on scene, and make notifications.

2. First responders will make an initial assessment when they arrive on scene. The senior responder will assume Incident Command, establish an Incident Command Post in an area that is outside the protective (hot and warm) zones, and warn others of these hazards.

3. First responders will perform any obvious rescues as the incident permits without putting themselves in severe danger.

4. Incident Command will notify Waldo County General Hospital that it will be receiving victims who may have been exposed to hazardous materials.

5. Currently, the County maintains an operations-level Hazardous Materials Response Team, otherwise identified as the HazMat Assessment and Rescue Team (HART). The HART is based at the County EMA.

6. Should additional hazmat support be needed, especially if there is a need for a technician-level team, the IC will contact the County EMA through the RCC. The County EMA will contact the MEMA Duty Officer who will coordinate with DEP on which team is available for deployment. In the event that DEP determines a RRT or DST is needed, these teams will coordinate cost recovery with DEP to ensure the responsible party will reimburse those costs. The County EMA will continue to provide the MEMA Duty Officer with incident specifics and will make additional resource requests.

7. Most of the EHS facilities have Facility Emergency Response Plans (ERPs), although they all have different titles for these plans and use different formats. This plan identifies which facilities have plans, the current dates and the plan titles. These plans will be referenced for the methods and procedures used by these facilities to respond to a chemical release.

EHS Facility	Plan Title	Current Date
GAC	Integrated Contingency Plan	April 2016
Penobscot McCrum	Emergency Response Plan	July 21, 2016
Midcoast Frozen Food	*No plan*	
Bank of America	HazMat Emergency Response Plan	May 10, 2016
AthenaHealth	HazMat Emergency Response Plan	June 2, 2009
Fairpoint Communications	Central Office Emergency Response Plan	Dec 16, 2010
U.S. Cellular	*No plan*	
Irving Terminal	Integrated Facility Response Plan	August 2015
Pride Manufacturing	Contingency Plan for All Emergencies	August 8, 2016

8. **EHS Facility Equipment**: On-site emergency response equipment is located in the following EHS plans.

EHS Facility	Plan Title	Location in Plan (page)
GAC	Integrated Contingency Plan	A3-27, 37, 38
Penobscot McCrum	Emergency Response Plan	39
Bank of America	HazMat Emergency Response Plan	29
AthenaHealth	HazMat Emergency Response Plan	30
Fairpoint Communications	Central Office Emergency Response Plan	None
Irving Terminal	Integrated Facility Response Plan	Annex 2
Pride Manufacturing	Contingency Plan for All Emergencies	3

The only facility that has the capability of responding offsite is GAC and they will only respond to transportation accidents involving one of their trucks. GAC maintains a fully-equipped team capable of handling an incident involving their chemicals. Penobscot McCrum maintains personnel protective equipment (PPE), on site decontamination equipment and monitoring meters for ammonia. Midcoast Frozen Foods does not maintain emergency equipment. The rest of the EHS facilities have lead acid batteries which are located within secure rooms and have little or no offsite consequence. The "battery" facilities have contractors from outside the County who will be brought on site to clean up a spill involving battery sulfuric acid.

9. Two of the EHS facilities provide some level of supplemental support to local community resources. GAC provides response and recovery assets for offsite spills involving one of their chemical trucks. Penobscot McCrum Frozen Foods has provided hazardous materials PPE, basic decontamination equipment and monitoring equipment to the Belfast Fire Department.

11. The Waldo County HazMat Assessment and Rescue Team response equipment is tracked in D4H Decisions, an online database.

G. PROTECTIVE ACTIONS

1. The *initial isolation zone* around a hazmat release is the area in which people may be exposed to dangerous (upwind) and life-threatening (downwind) concentrations of the material. The *protective action zone* is the area downwind from the release in which people may become incapacitated and unable to take protective action and/or incur serious or irreversible health effects.

2. None of the fire departments or EHS facilities in Waldo County have on-scene computerized systems for determining initial isolation zones or protective action zones. The Incident Commander will utilize the latest version of the *Emergency Response Guidebook* to roughly determine these zones. If the County IMAT or a Regional Response Team is on scene, a protective action zone might be computed using the ALOHA (Areal Locations of Hazardous Atmospheres) or WebWiser software. Additionally, air monitoring equipment that the County HART and several Fire Departments have will be used to determine the extent of the release.

3. The *Emergency Response Guidebook*'s Table of Initial Isolation and Protective Action Distances suggests distances useful to protect people from vapors resulting from hazmat spills that are considered toxic by inhalation or that produce toxic gases upon contact with water. The Table provides first responders with initial guidance until technically qualified emergency response personnel are available. Distances refer to areas likely to be affected during the first 30 minutes after a spill; they could increase with time.

4. Evacuation may be required from inside the perimeter of the scene to guard against further casualties from contamination by the hazardous material. Evacuations will be authorized and initiated by the Incident Commander. The Incident Commander will coordinate with other communities and counties that may be impacted by the evacuation.

5. There are no established evacuation routes in Waldo County because the population density does not require special routes. Evacuation requests will encourage residents to use all roads, upwind or crosswind, leading out of the protective action zone.

6. Evacuations of local schools, assisted living centers, day care facilities, businesses, the County jail and Waldo County General Hospital will be conducted in accordance with their own procedures and policies. The Incident Commander, RCC or County EMA will contact the jail, hospital and school representatives and recommend evacuations as needed.

7. Local officials will only request people evacuate an area (there is no local authority to require people to evacuate) should there be an actual release and then only to the geographic extent determine to be outside the protective action distance. This plan does not differentiate between an "evacuation" or a "precautionary evacuation". If there is a potential threat to the public, the public will be asked to evacuate.

8. Law enforcement officials will cordon off the hazard area and will reopen the affected areas once the hazard has passed. The Incident Commander will authorize the return of people back to the evacuated area when it is determined to be safe. Hazardous materials response officials will assess the situation and advise the IC when it is safe to re-enter the evacuated areas. A primary method will be to use area and point monitoring to determine if concentrations of the released chemical remains in the area.

9. Sheltering in place may be appropriate if the hazmat release is expected to be cleared quickly or if for any reason it is considered safer to remain in place than to evacuate. This could include when the leak is very fast, the material released has a low health hazard, a migrating toxic vapor cloud could quickly overtake people during an evacuation, or evacuation would create other problems that would outweigh its usefulness. During sheltering in place, people make the building they are in as safe as possible to protect themselves until help arrives. Its goal is to minimize exposure to the dangerous substances by using a structure and its indoor atmosphere to temporarily separate people from a hazardous outdoor atmosphere. Over time, small cracks in buildings will allow contaminated air to enter, and some exposure will occur. But if properly undertaken, sheltering in place can provide substantial protection from doses high enough to cause injury.

10. Sheltering in place will be authorized and initiated by the Incident Commander, a County or municipal elected officer, or a County or municipal emergency management director. Directions to the public to shelter in place will be accomplished by using the Emergency Alert System as described in Annex C.

H. HEALTH AND MEDICAL

1. Issues during a hazmat incident include decontamination, safety of victims and responders, and the choice of sheltering in place versus evacuation. Local hospital and emergency medical services (EMS) personnel should anticipate the need to handle large numbers of people who may or may not be contaminated but who are fearful about their medical well-being.

2. The Incident Commander will identify locations for setup of gross decontamination. The Waldo County HART will advise the IC on where and how to set up for gross decontamination. All victims requiring transport to area hospitals will be gross decontaminated prior to loading into ambulances. The IC or designated representative will contact the receiving hospital to provide all information on the chemical exposures. The Waldo County General Hospital can staff, set up and operate a stationary detailed decontamination system.

I. RECOVERY

1. All recovery operations are the responsibility of the spiller of the hazardous material. Response agencies should submit all costs involved in the incident to the Incident Commander, who will consolidate all costs into one package to be given to the spiller. The Maine DEP may be able to assist with this process.

2. The Maine DEP will assume oversight of a cleanup operation that resulted from a chemical release. The municipal government will work with DEP and the spiller to return property to a satisfactory state. The County will have no involvement in cleanup operations.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. As described in Annex A, the National Incident Management System (NIMS) Incident Command System (ICS) will be used for all on-scene command and control operations. In accordance with SARA (Superfund Amendments and Reauthorization Act) Title III, each municipality will designate a community emergency coordinator who will make determinations necessary to implement the plan. In most communities, these responsibilities will be given to the Fire Chief acting as the Incident Commander. The County EMA Director is designated as the county emergency coordinator by the LEPC. The EMA Director may activate the County Emergency Operations Center (EOC) or assist and advise the municipal Incident Commander on scene.

2. Each EHS facility has identified a Facility Emergency Coordinator. This individual will assist and advise the Incident Commander and will be incorporated within the ICS on scene. The Facility Coordinator is responsible for providing updates to the IC and the County LEPC.

3. The Fire Chief from the community in which the hazmat release occurred will assume incident command. Waldo County EMA and the DST may provide technical assistance and complete resource requests for the Incident Commander.

4. In instances of propane releases or propane fires and explosions, localized evacuations will be necessary. This will be handled by the local fire department and law enforcement (the Sheriff's Office for most towns).

5. The Maine DEP will be immediately informed by either the County RCC or the County EMA of any hazmat releases, including any potential release of petroleum from car accidents.

6. A typical hazmat incident command structure may look like the following.

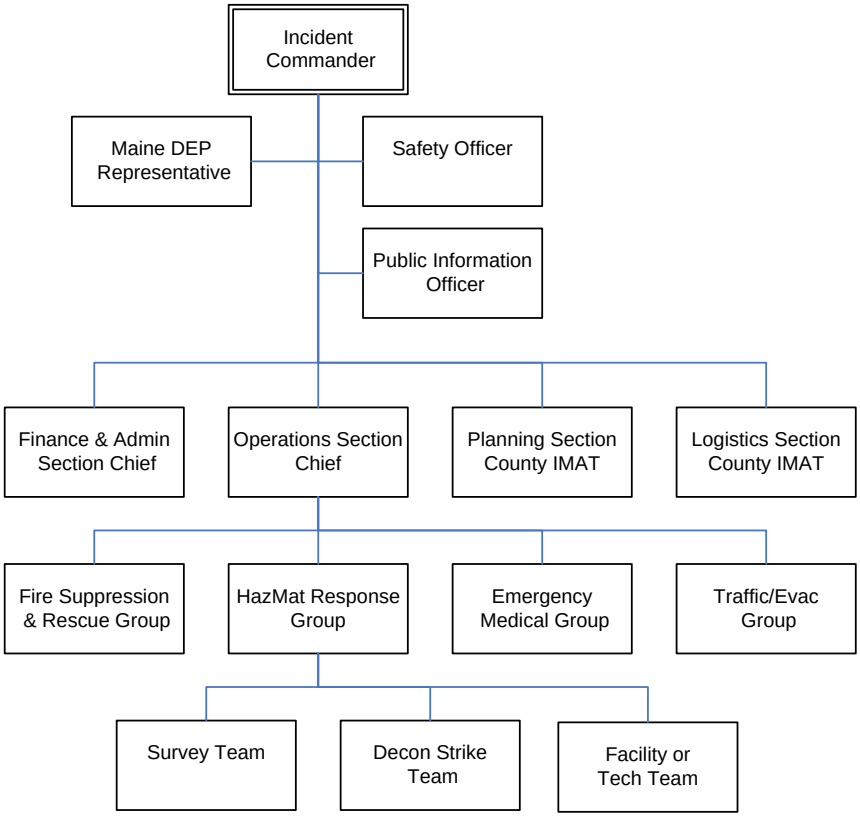

Figure 4.1: Typical hazmat incident command structure

B. COMMUNICATIONS

1. In the event of a hazmat incident, rapid communication is important to ensure a prompt and coordinated response. Communications must be maintained between the County RCC, the first responders, the hospital emergency room(s), and the County EMA.

2. First responders will rely primarily on radio communications, augmented by cellular phones. The County EMA will communicate with the Incident Commander by radio or phone.

3. All radio communication traffic will be managed by the County RCC. The Incident Commander, with assistance from the County IMAT, will immediately develop or delegate the development of an incident communications plan to reduce confusion in radio traffic. The incident radio communications plan may be as follows.

Function	Assignment	Channel	Frequency
Command	Incident/area command	CC-1	Tx 151.4300 Rx 155.6625
Planning and logistics	Overhead support	CC-2	Tx 154.8975 Rx 159.1050
Operations	Fire suppression operations	Waldo Tac-1	155.8275
	EMS operations	Waldo Tac-2	158.9475
	Law enforcement/traffic control	Waldo SO	Tx 159.0300 Rx 156.0300
	Hazmat operations	State Fire	154.3100
Offsite coordination	County EMA	WOEMA	Tx 158.9700 Rx 156.1425
Dispatch	Fire/EMS North	Fire N	Tx 153.9500 Rx 155.3850
	Fire/EMS South	Fire S	Tx 151.1000 Rx 159.1350

C. EMERGENCY PUBLIC INFORMATION

1. The flow of accurate and timely emergency information is critical to the protection of lives and property immediately following a hazmat release.

2. For hazmat incidents, public warning may be accomplished using the Emergency Alert System, requests to commercial radio and TV stations, door-to-door visits, or mobile or portable public address systems operated by personnel under the direction of the IC.

3. Commercial radio and TV stations will be the public's primary source of information during the emergency. Media stories will be based on both official and other sources. The County EMA's Public Information Officer will immediately contact regional television and radio stations and make information to safeguard the public available for broadcast. This information will include the following:

a. Information about health hazards associated with the hazmat incident

b. Instructions on personal protective actions, including sheltering in place

c. Event-specific instructions and information (e.g., on evacuations, road closures and available transportation)

IV. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

All hazmat release reporting will be accomplished using MEMA Form AR-1, which should be located on every emergency vehicle in the county.

B. LOGISTICS

1. All resource contact information is maintained in a EMA computer database, located at W:\5 - Resource Mmgt\Waldo Resource Database.xls. Hard-copy lists of all contact information are maintained and accessible at all times at the County EMA (338-3870).

2. Of the fourteen EHS facilities in Waldo County, GAC, Penobscot McCrum and Fairpoint has some level of emergency response personnel and equipment, with GAC being the most capable. These assets are primarily limited to on-site hazmat operations. However, GAC is able to respond off-site to a tank truck spill involving a GAC truck.

3. The Waldo County HazMat Assessment and Rescue Team (HART) is an Operations-level hazardous materials response team consisting of volunteers from several volunteer fire departments around the County. The team is dispatched by radio pager on its own paging tone. The team has the minimum amount of operations-level equipment and is stored at the County EMA Barn. The HART has a limited ability to perform rapid rescue operations and a very limited air monitoring capability.

5. The Waldo County Incident Management Assistance Team (IMAT) stores on its mobile command truck all of the emergency plans for the EHS facilities. These plans include the emergency contact information, site and facility plans and MSDS for the chemicals located at those facilities.

6. TRAINING AND EXERCISES:

a. All County hazardous materials response training and exercises will be determined using the County Annual Training Plan, the County Annual Exercise Plan, local fire department requests for training and the State's HSEEP Multi-Year Training and Exercise Plan. All County exercise and training activities and schedules are recorded in the County D4H Decisions online database.

b. The County EMA will complete at least one hazardous materials release scenario exercise per year. This will be either a tabletop or a full scale exercise.

c. Local Fire and EMS personnel are required by the Bureau of Labor Standards to be current on Hazardous Materials: Awareness Level. This is typically accomplished in house by each Department. The County LEPC pays for up to 53 students to attend Hazardous Materials: Operations Level Refresher each year.

d. The County HART members are required to be current on Hazardous Materials: Operations Level and to maintain competency skill sheets for those tasks they are expected to complete.

V. AUTHORITIES AND REFERENCES

- Superfund Amendments and Reauthorization Act) Title III
- Comprehensive Environmental Response, Compensation, & Liability Act of 1980 (CERCLA)
- Emergency Planning and Community Right-To-Knox Act of 1986 (EPCRA)

ATTACHMENT 8: INFECTIOUS DISEASE OUTBREAKS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. When people are exposed to a pathogen such as pneumonic plague, influenza or smallpox, they may not know that they have been exposed, and those who are infected, or subsequently become infected, may not feel sick for some time. This delay between exposure and onset of illness, the **incubation period**, is characteristic of infectious diseases. The incubation period may range from several hours to a few weeks, depending on the exposure and pathogen.

3. *Disease* is the condition of an organism that impairs physiological functioning. An *epidemic* is an outbreak of an infectious disease in which many people are infected at the same time and the disease spreads beyond a local population. A *pandemic* is a global outbreak of serious illness. When people are exposed to a pathogen, they may not know that they have been exposed, and they may not feel sick for some time. The delay between exposure and onset of illness is called the *incubation period* and may range from several hours to a few weeks or longer.

4. Epidemics are not constrained by geography. Any location in the United States is susceptible, and individuals could be found to be infected in many different places simultaneously. The extent of an epidemic is affected by the ease with which a microbe moves from person to person and the behavior of individuals and societies. Factors affecting the risk for an individual include level and duration of exposure to the pathogen, sanitary conditions, and the individual's health, cleanliness and biological resistance.

5. The Waldo County EMA Director and/or County Commissioners will determine at what point during a disease outbreak the County EOC will be established and what staffing is appropriate. Because a disease outbreak could last for several months, activating a full-scale EOC too soon and for too long would burn out the EOC staff. Also, assembling many people in one room would increase their risk of becoming infected. Whenever possible, the County EOC will be staffed by County EMA personnel alone. When needed, other staff may be brought together for a short period of time and released as soon as the situation is dealt with.

6. Should a disease outbreak affect large numbers in Waldo County, the County EMA Director will advise the County Commissioners to request that a Governor's formal state of emergency be declared. Such a request will be made through the MEMA Duty Officer.

7. Influenza is not the only type of potential disease outbreak, but it has been of particular recent concern. Novel influenza viruses occasionally emerge as part of the natural ecology and biology of viruses. Wild birds are usually considered the reservoir for these viruses. Normally they do not infect humans. However, viruses to which humans are susceptible can arise when some of the genes from animal influenza viruses mix or re-assort with some of the genes from human influenza viruses to create a new hybrid or novel virus. When such a virus emerges and spreads globally, a pandemic may occur because humans have not developed a resistance to it.

8. The primary strategies for pandemic influenza are the same as those for seasonal influenza: vaccination, early detection, treatment with antiviral medications and infection control.

9. Infectious disease can be transmitted in several ways. *Large-droplet transmission* has been considered a major route of influenza transmission. This involves contact of the conjunctivae or the mucous membranes of the nose or mouth of a susceptible person with large droplets containing microorganisms produced by a person who has the disease or who is a carrier of the organism. *Contact transmission* of influenza may occur through either direct skin-to-skin contact with an infected person or contact with a *fomite* (contaminated object). *Airborne transmission* occurs by dissemination of small particles in the respirable range containing the infectious agent. The relative contribution of airborne transmission to influenza outbreaks is uncertain.

10. Symptoms of influenza include fever, headache, muscle pain, prostration, upper respiratory infection, sore throat and cough. Ear infections, nausea and vomiting are also commonly reported among children. Typical flu symptoms may not always be present in elderly patients, young children, patients in long-term care facilities or people with chronic underlying illnesses.

11. Different viruses may have different modes of transmission and require different precautions.

12. Mass care shelters will not be established during a disease outbreak because a shelter would enhance the likelihood of disease transmission.

13. Public gatherings (e.g., church services, weddings, funerals, public suppers, fairs, parades, movies and plays, daycare, preschool and Head Start programs, self-help groups and night school classes) should be discouraged during outbreaks in order to limit the transmission of disease. However, County officials do not have the authority under State law to prevent public gatherings—they have authority over county employees only. Only the Governor has the authority to order closures.

B. ASSUMPTIONS

1. The occurrence of an influenza pandemic is unpredictable. Estimates of the next outbreak's severity range from the 1976 and 2009 "swine flu" outbreaks, which were very minor, to the 1958 and 1968 virus outbreaks, which killed about three times as many people as a normal flu season, to the extreme possibility of an outbreak similar to that of 1918, which caused millions of deaths.

2. Risk groups for severe and fatal infection cannot be predicted with certainty but are likely to include infants, the elderly, pregnant women, and people with chronic medical conditions. A pandemic influenza outbreak may actually affect middle-age adults more than children and the elderly.

3. In the early stages of a disease outbreak, very limited amounts of vaccine, if any, are likely to be available; therapeutic agents may not be effective or available in sufficient quantities.

4. Emergency medical services (EMS) units, which are already severely understaffed, are likely to be severely stressed during a major disease outbreak and may not be able to provide all needed services. Untrained spontaneous volunteers cannot be used in this area.

5. The medical effects of a disease outbreak will be compounded by its societal impact. Communities will be forced to cope with and compensate for major disruption of their way of life due to interruption of essential services, suspension of social gatherings and dissolution of the normal pattern of life.

6. In a severe pandemic, absenteeism attributable to illness, the need to care for ill family members and fear of infection may reach 40% during the peak weeks of a community outbreak. School closures are likely to increase absenteeism rates.

7. A pandemic outbreak will probably last about six to eight weeks in any given community. This will have a major impact on the economy if rates of absenteeism are high. It is likely that a second outbreak could occur a few weeks or months after the initial outbreak.

8. Because a pandemic influenza will likely affect much of the country, few mutual aid resources may be available from other counties, other states or the Federal government.

II. CONCEPT OF OPERATIONS

A. SURVEILLANCE

1. Disease surveillance by medical professionals in Waldo County will be performed in accordance with the Maine CDC's *Rules for the Control of Notifiable Conditions*.

2. The *Rules*, a list of notifiable conditions, and the notifiable conditions reporting form can be found at (http://www.maine.gov/dhhs/mecdc/infectious-disease/epi/disease-reporting/). Reports can also be made by calling 1-800-821-5821 (24 hours a day) or faxing 1-800-293-7534.

3. All health care providers and facilities, municipal health officers, and veterinarians are required to report notifiable diseases. Pandemic influenza is considered a Category 2 disease, which requires reporting within 48 hours, but reporting to the 24-hour phone line is also encouraged.

4. Personal and privacy-protected information should not be released to municipal or county emergency managers, however, the numbers of sick, hospitalized and dead should be reported to the County EOC. The County EOC will contact Waldo County General Hospital (WCGH) for this information when the Federal government announces Federal Response Stage 5 has been reached.

5. At Federal Response Stage 5, the County EMA will track the number of emergency room visits, number of hospital admissions, and number of known deaths from the disease outbreak. WCGH will provide the information on the ER visits and hospital admissions. Town offices will also provide information on number of deaths. This information will be passed to the State EOC.

B. PANDEMIC PHASES

The Federal CDC's Community Mitigation Guidance identifies the following pandemic phases:

PANDEMIC INFLUENZA

WHO Global Pandemic Phases and the Stages for Federal Government Response

WHO Phases		Federal Government Response Stages	
INTER-PANDEMIC PERIOD			
1	No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human disease is considered to be low.	0	New domestic animal outbreak in at–risk country
2	No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.		
PANDEMIC ALERT PERIOD			
3	Human infection(s) with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.	0	New domestic animal outbreak in at–risk country
		1	Suspected human outbreak overseas
4	Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.	2	Confirmed human outbreak overseas
5	Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).		
PANDEMIC PERIOD			
6	Pandemic phase: increased and sustained transmission in general population.	3	Widespread human outbreaks in multiple locations overseas
		4	First human case in North America
		5	Spread throughout United States
		6	Recovery and preparation for subsequent waves

C. PUBLIC EDUCATION AND INFORMATION

1. The most effective measure that can be used by local emergency managers to combat a disease outbreak is public education and information. It is expected that during a Federal Stage 1 pandemic influenza response, a public education and information program will be initiated to begin to educate the public.

2. When the State has assumed a Federal Stage 4 pandemic influenza response, according to the State Pan-Flu Plan, a major public education and information program is expected to be implemented by the State, County and municipal governments and nongovernmental organizations. This program will work with television and radio stations and newspapers as well as publicizing information through websites, e-mails, hard-copy mailings and posters.

3. At Stage 5, all agencies within Waldo County will coordinate their public information efforts in a Joint Information System hosted by the Waldo County EMA, in order to ensure that accurate and consistent information is released. Information will be released on preventive measures, suggested medical care, public gathering closures, public vaccine distribution sites and schedules, and other measures the County is taking to address the pandemic.

4. Sources for up-to-date information about pandemic flu and other infectious-disease public health issues are listed in section F below.

5. As described in Annex C, the State may provide emergency warning information over the Emergency Alert System (EAS), the NOAA weather radio system, a computerized paging system and e-mail alerts.

D. CONTAINMENT MEASURES (QUARANTINE)

1. According to Maine state law, if the Department of Health and Human Services (DHHS) suspects the existence of a communicable disease, its authorized agent can request permission to inspect the building, vehicle, or other location in question. If permission is withheld, DHHS can request a court ruling enforcing the inspection or giving DHHS temporary custody of the suspected disease carrier. In certain extreme cases, DHHS may act without a court order. The DHHS agent can then require that a quarantine be established.

2. At the County level, the Sheriff's Office will be one agent for the enforcement of DHHS quarantines. A core of deputies may be trained and equipped with proper personal protective equipment (as determined by DHHS) and used to enforce court orders. The Sheriff's Office may, as appropriate, collaborate with municipal police departments and health officers to perform this task. The Maine State Police (MSP) may also enforce DHHS quarantines.

3. The County government will not request quarantines. County government in Maine has no public health authorities, and municipal public health programs in Waldo County are practically nonexistent. All responsibilities for determining the need for and requiring quarantines will be under the purview of DHHS.

E. CONTROL MEASURES (HYGIENE AND SOCIAL DISTANCING)

1. Community-based control measures are designed to reduce the risk of influenza transmission by limiting the potential for social interaction (e.g., canceling public events or implementing community "snow days") and by preventing inadvertent exposure (e.g., fever monitoring in public places, social distancing, and use of masks, hand hygiene and respiratory etiquette).

2. The Waldo County EMA will seek guidance from and coordinate with the Maine CDC before implementing community control measures to ensure that efforts by different counties are coordinated.

3. Factors that will be considered in determining a threshold for community action include: numbers of cases and close contacts, number of cases per town, number of cases per week, characteristics of local disease transmission (e.g., speed of spread and number of generations), types of exposure (e.g., travel-related, close contact, health care worker contact, morbidity and mortality rates, and the availability of local health care and public health resources. Actions that may be taken include the following.

Control measure	**Implementation authority**
Promote proper hygiene to the public.	State of Maine Joint Information Center with Maine CDC
Close nonessential government functions and buildings.	Municipal and county elected officers Local health officers
Cancel public events.	Governor/Maine CDC Local health officers Event organizers
Close educational institutions.	Governor/Maine CDC School superintendents/directors Local health officers
Close businesses.	Governor/Maine CDC Local health officers Business owners

F. SOURCES FOR UP-TO-DATE INFORMATION

Acquiring and disseminating the most current and accurate information is vitally important in helping residents prepare for and weather a disease outbreak. The following table lists key sources of infectious disease and public health information. Some are publicly accessible and others have restricted access.

Information source	**Comments**
Maine Prepares http://www.maine.gov/mema/prepare/	General information on individual and business preparedness.
MaineFlu http://www.maineflu.gov	Up-to-date information on flu issues and preventive measures for Maine

Information source	Comments
Flu.gov http://www.flu.gov http://www.cdc.gov/DiseasesConditions/	Up to date information on flu issues and preventive measures for the USA
Maine CDC public health advisories http://www.maine.gov/dhhs/mecdc/	Public Health advisories from the Maine CDC
Bird Disease Reporting Hotline 1-888-697-5846	Maine's hotline for reporting suspicious bird deaths

G. LINES OF COMMUNICATION

1. There are many different levels to the public health system in Maine. The following paragraphs give a general idea of the lines of communication between government agencies and non-profit social service agencies within the State during a major disease outbreak.

2. Maine CDC directly oversees a local health officer in each municipality on a day-to-day basis, but it is doubtful that the CDC will have the staff to oversee these 490+ officers during a major disease outbreak. The municipal health officer will also work in the municipal EOC, which will coordinate with the County EOC.

3. Maine CDC has divided Maine in eight public health districts. Public Health District 4 is made up of Waldo, Knox, Lincoln and Sagadahoc counties. District 4 includes a District Liaison, 5 Public Health Nurses and 1 Infectious Disease Epidemiologist. The District office is located at the DHHS Office at 91 Camden Street in Rockland. District 4 also works directly with the municipal health officers and coordinates with the County EMA. Maine CDC has stated that it hopes to locate a liaison officer from the District Office in each county EOC during a major disease outbreak for which the county EOCs are activated.

4. Public Health District 4 has a program in Waldo County called the "Waldo County Comprehensive Community Health Coalition" or Healthy Waldo County for short. This Coalition consists of most of the non-profit social service organizations in the County, including Waldo Community Action Partners (WCAP), which is a lead non-profit. Waldo County EMA has a mutual aid agreement with WCAP and would seek a WCAP liaison officer for the County EOC during a major emergency.

5. Maine CDC maintains direct communications with all of the hospitals and clinics in the State. Maine CDC uses the Northeastern Maine Regional Resource Center (NMRRC) as a planning and logistics conduit to each hospital in Aroostook, Hancock, Knox, Penobscot, Piscataquis, Waldo, and Washington counties. During a major public health emergency, WCGH will provide a liaison to the Waldo County EOC. This liaison will maintain contact with all of the clinics in the County.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This section lists the roles of County, municipal and State governments, the public school system, medical facilities and social service agencies within Waldo County, and the American Red Cross (ARC) during an infectious disease outbreak.

One key issue during disease outbreaks is the closure of public meeting places. Closures can only be authorized by the Governor; they are implemented by the Maine Center for Disease Control and Prevention (CDC) and local health officers. School superintendents, with advice from the Department of Education and Maine CDC, will determine whether to close schools, and if so, for how long.

A. COUNTY GOVERNMENT

1. Waldo County Commissioners

- Order the closure of County government facilities.
- Order nonessential County services to close.
- Direct nonessential County employees to work at the County EOC or to stay home.
- Direct the activation and staffing of the County EOC, if appropriate.

2. Waldo County EMA

- Communicate with the Waldo County Public Health Emergency Planning Team.
- Review the County Emergency Operations Plan to update disease outbreak information.
- Coordinate all public education and information releases with MEMA prior to release.
- Provide information updates to county and municipal officers and nongovernmental organizations.
- Manage the County EOC.
- Coordinate resource requirements as needed.
- Develop schedules and processes to maintain staffing during an emergency.

3. Waldo County Sheriff's Office

- Enforce all mandatory quarantines.
- Secure all County government facilities.
- Coordinate all security augmentation requirements through the County EOC.
- Develop schedules and processes to maintain staffing during an emergency.

4. Waldo County Regional Communications Center

- Develop schedules and processes to maintain staffing during an emergency.
- Provide disease outbreak updates over the public safety radio system.

B. MUNICIPAL GOVERNMENT

1. When a communicable disease threat is suspected, the local Health Officer, who represents Maine CDC and DHHS, will (in consultation with his or her supervisors) carry out the inspection and, if necessary, quarantine steps described in section II-D (Containment Measures) above.

2. The local emergency management director will coordinate local response and recovery activities and maintain communications with the Waldo County EOC, including a copy of the death certificate of those who died from the disease as described in section 4 below.

3. The local Sexton will determine how best to inter the dead, prepare gravesites for burials and fill in graves after services; oversee any burial storage facilities during the winter; and handle all cemetery recordkeeping, including burial records. The Sexton will comply with any special instructions from Maine CDC regarding interment of bodies.

4. The Municipal Clerk records all burial permits and death certificates. During a disease outbreak, the Clerk will notify the municipal officers, Health Officer and Emergency Management Director of the names of those for whom this disease was the cause of death.

C. STATE GOVERNMENT

1. The Governor and DHHS have various degrees of authority to declare a public health emergency.

2. DHHS will investigate potential communicable disease outbreaks, adopt emergency rules to protect public health during a communicable disease emergency, and arrange for temporary facilities for the care and treatment of infected persons.

3. MEMA will coordinate all emergency activities within the State. All public information will be coordinated through the State Joint Information System. MEMA will also manage the use of WebEOC.

D. SCHOOL SYSTEM

1. The School Superintendent shall close public schools in compliance with guidance from Maine CDC or for longer periods at his or her discretion, in order to prevent the spread of disease.

2. The School Nurse shall notify the School Superintendent and Maine CDC immediately if a number of children, administrators or faculty become sick with influenza-type symptoms.

E. MEDICAL FACILITIES

1. **Waldo County General Hospital**

- Develop schedules and processes to maintain staffing during an emergency.
- Develop procedures for securing the hospital during an outbreak.
- Coordinate all disease surveillance with the schools within the County and MeCDC.
- Provide information on hospital bed and ventilator availability, vaccine and antiviral supplies, patients in quarantine, and any staffing or supply shortfalls to the County EMA.
- Manage and staff vaccinations at public clinics.

2. **Private practitioners**

- Complete all medical certifications on causes of death for the death certificate.
- Develop schedules and processes to maintain staffing during an emergency.
- Coordinate with the Waldo County EMA on the status of practice and patients.
- Manage and staff vaccinations at private clinics.
- Coordinate vaccinations with the MeCDC and the Public Health district.

F. COUNTY SOCIAL SERVICE AGENCIES

Social service agencies in Waldo County will coordinate with the County EMA when their clients who belong to vulnerable populations have needs related to the emergency that cannot be met by their existing support system. Waldo County EMA does not have the authority to collect personal information about residents who may have such needs.

G. AMERICAN RED CROSS

The ARC may be able to provide limited emergency food and medical supplies for individuals who are in quarantine and cannot leave their homes. The ARC has stated that, if they are able to provide this service, they will drop off supplies at a central municipal location such as a town office or fire station for local delivery. The ARC will publish a phone number for people seeking assistance to call.

IV. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

The Federal government has established the following priorities for vaccines during an influenza pandemic. This may change depending on the specifics of any given epidemic.

Priority		Population
1	A	Medical and public health workers involved in direct patient care
	B	People 65 years or older with one or more flu high-risk conditions People 6 months to 64 years with two or more flu high-risk conditions People 6 months or older with a history of flu or pneumonia in past year
	C	Pregnant women Household contacts of severely immunocompromised people Household contacts of children less than 6 months old
	D	Medical and public health workers critical to support patient care EMS responders County commissioners, department heads and staff, and County EOC staff Municipal elected officials, health officers and municipal EOC staff
2	A	Healthy people 65 years and older People 6 months to 64 years with one high-risk condition Children 6–23 months old
	B	Police, firefighters, 911 dispatchers and correctional facility staff Power, water and sewer utility maintenance workers Drivers transporting fuel, water, food and medical supplies Telecommunications/Information Technology operations and maintenance workers
3		Funeral directors
4		Healthy people 2–64 years old

People requesting vaccine priority will have to provide proof of their status, such as a driver's license or birth certificate and records of the medical condition or employment on which they base their claim.

The Federal government has established the following priorities for antiviral drugs during an influenza pandemic.

Priority	Population
1	Hospital patients
2	Medical and public health workers involved in direct patient care
3	Pregnant women Household contacts of severely immunocompromised persons
4	Medical and public health workers critical to providing patient care County commissioners, department heads and staff, and EOC staff Municipal elected officials, health officers and EOC staff
5	People 65 years and older Children 12–23 months old People with underlying medical conditions
6	Nursing homes and other residential setting residents with outbreaks
7	Health care workers in emergency rooms, intensive care units and dialysis centers Emergency medical service providers
8	Other medical and public health workers and social workers
9	Highest risk outpatients
10	Other outpatients

People requesting antiviral priority will have to provide proof of their status, such as a driver's license or birth certificate and records of the medical condition or employment on which they base their claim.

B. LOGISTICS

1. Continuity of Operations

a. Services may need to be cut back due to the shortage of public safety workers and the increased demand for services related to the disease outbreak. Some departments, such as the Waldo County Sheriff's Office and Waldo County Regional Communications Center, have part-time staff which may need to become full-time for the duration of the outbreak. These two agencies also have in place policies for calling in personnel for additional work schedules.

b. The staff of the Waldo County EMA is very small, and there is no backup coverage. This staff will be in very high demand during the outbreak. This is a shortfall that has no resolution. The staff will implement strict hand hygiene, respiratory etiquette and social distancing and use masks as appropriate to reduce the risk for transmission of disease as much as possible. Requests may be made to other county EMA offices and to the State EMA for staffing assistance during an outbreak. Volunteers may also be sought.

c. Each municipality will need to develop schedules and processes for the continued staffing of volunteer fire departments, EMS units and municipal emergency management departments. Volunteers with little or no training may have to be sought from the town residents.

2. Personal Protective Equipment

a. Emergency responders, public health workers and health care workers will wear the following personal protective equipment during a disease outbreak.

Area to protect	Personal protective equip	Duration of effectiveness
Respiratory system	N-95 or surgical mask	One-time use
Eyes	Plastic goggles	Must be sanitized after each use
Hands	Vinyl, nitrile or latex gloves	One-time use
	Hand sanitizer	Must be used after each exposure

b. Each County and municipal agency and department is responsible for acquiring its own personal protective equipment.

3. Vaccine Distribution

a. The Federal government will provide influenza supplies through the Strategic National Stockpile (SNS) system. SNS supplies will be delivered to Maine and distributed to SNS sites throughout the State. Waldo County's SNS location is in Belfast and is known to the County EMA staff. The vaccines may be given at this SNS location in Belfast or may be distributed to satellite locations throughout the County. This choice will be determined by the DHHS.

b. The Waldo County EMA may consider renting an enclosed cargo truck (U-Haul) to establish a Mobile Shot Team. The locations, dates and times that the Mobile Shot Team will be in each community will be published so that residents may go to that location for their shots. Security from the Sheriff's Office or the National Guard will be sought for the Mobile Shot Team and its medications.

c. If the vaccine is distributed to satellite sites, the number of sites will be kept to a minimum. Each site will require medical, security and administrative staff, and these people will be at a premium.

d. The Waldo County General Hospital may establish public vaccination clinics at local schools, depending on vaccine and staff availability. Maine CDC Public Health District staff will oversee all vaccination distribution for these clinics. Staffing shortfalls will be managed first by Maine CDC and the Hospital and second by the County and State EMAs.

4. Aggregate Care Facilities

Aggregate care facilities are auxiliaries to the hospital where patients with less severe medical problems can be cared for and monitored. Should the need arise to establish aggregate care outside of the normal medical facility process, such facilities may be set up within the County at the following locations in priority order.

Priority	Facility	Location	Patients
1	Belfast Lions Club	Belfast	50
2	Troy Howard Middle School gym	Belfast	150
3	Mount View School gym	Thorndike	450
4	Searsport Middle School gym	Searsport	150

5. Refrigeration

Should a disease outbreak occur that causes many fatalities, refrigeration may be necessary to preserve bodies until they can be buried. If this is the case, the Waldo County EMA will seek to lease a refrigeration truck or coordinate with the State EOC for this resource.

6. Biohazard Disposal

Disposal of biohazards will be coordinated with WCGH, which uses a vendor to accomplish biohazard incineration.

V. AUTHORITIES AND REFERENCES

A. AUTHORITIES

- Title 4 MRSA Judiciary, Chapter 5 District Court
- Title 22 MSRA Health and Welfare, Chapter 153 Local Health Officers, §454 Duties
- Title 22 MSRA Health and Welfare, Chapter 250 Control of Notifiable Diseases & Conditions
- Title 22 MSRA Health and Welfare, Chapter 707, Deaths and Burials

B. REFERENCES

- State of Maine Pandemic Influenza Plan (Draft), June 30, 2008
- U.S. Department of Health and Human Services Pandemic Influenza Plan, November 2005
- U.S. Homeland Security Council National Strategy for Pandemic Influenza, May 2006
- World Health Organization Global Influenza Preparedness Plan, 2009

ATTACHMENT 9: MASS CASUALTY INCIDENTS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. An incident in Waldo County that involves at least five casualties will be considered a mass casualty incident (MCI). Possible MCIs include a multiple vehicle accident, an accident involving a large passenger vehicle such as a bus, a building collapse, an aircraft crash, a boat or ship sinking, an explosion or a hazardous materials incident. Such an incident could overwhelm the day-to-day emergency medical response system in Waldo County.

2. In such a case, the County Emergency Management Agency (EMA) Director can request assistance from the State and from other counties.

3. The most likely locations for a MCI are along public roads, in Penobscot Bay or at a large public gathering.

4. Small aircraft operate out of Belfast and Islesboro airfields on a daily basis. Due to their proximity to the coast, these airfields are susceptible to fog. Large passenger aircraft and military aircraft operate out of Bangor International Airport and regularly fly over Waldo County.

5. Ferry service is provided by the State of Maine between the towns of Lincolnville and Islesboro. There are numerous passenger ships sailing in Penobscot Bay daily.

6. A large number of school buses and touring buses transit Waldo County roads every day.

7. In any MCI, it will be very important that an Incident Command System is established quickly and that all available resources are requested by the Incident Commander immediately.

B. ASSUMPTION

1. The emergency medical services (EMS) system in the County will be immediately overwhelmed.

2. The Waldo County General Hospital (WCGH) cannot take more than eight patients at a time in the Emergency Department; less if they are in critical condition. WCGH may be able to handle the first two critical patients, after which the rest will need to transported to a hospital outside the County.

3. There is no formal Medical Control function that determines which hospitals victims will be transported. Coordination will need to be accomplished by the EMS Group Supervisor or the EMS Transport Officer on scene.

4. Very few EMTs in the County have been trained in Mass Casualty Incident response procedures. Few, if none, firefighters and law enforcement officers have been trained.

5. Patient accountability tracking will most likely fail in the first several hours.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for an MCI include the following:

1. Perform lifesaving for the victims.
2. Ensure the safety and accountability of all responders.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for an MCI include the following:

1. Stabilize the incident by eliminating any hazards.
2. Gain access to the victims as quickly as possible.
3. Perform lifesaving medical actions to stabilize the victims.
4. Transport all victims to the emergency room within one hour.

C. INCIDENT TACTICS

Waldo County's incident tactics for an MCI include the following:

1. Immediately dispatch all resources needed, such as EMS units and rescue crews and equipment.
2. Dispatch addition EMS units, rescue crews, and heavy equipment as needed.
3. Notify the hospital emergency room and keep the emergency room staff constantly appraised.
4. Clear a safe route from the accident scene to the hospital.
5. Utilize the County Mass Casualty Incident Standard Operating Procedure; each ambulance service has a hardcopy in its rigs.

The following table describes the life cycle of an MCI response.

1	Incident is reported.
2	First responders arrive on scene.
3	Incident Command declares an MCI and alerts the Regional Communications Center (RCC).
4	RCC dispatches additional first responders and alerts hospital(s).
5	Patients are triaged.
6	Patients are moved to treatment areas.
7	Patients are loaded on ambulances.
8	Patients are transported to area hospitals.
9	Incident Command accounts for all patients and their hospital assignments.
10	Hospitals receive and treat patients.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. The Incident Commander will either be the senior fire officer for the municipality in which the incident occurs, or the senior officer from the primary EMS service for that area. Alternately, a Unified Command will be established that includes both.

2. The Incident Commander will request mutual aid from any and all other municipal fire departments, EMS companies and law enforcement agencies within the area. These requests will be filled immediately and should not be questioned by personnel who are not at the incident scene.

3. The Incident Commander will notify the Waldo County Regional Communications Center (RCC), declare a "mass casualty incident alert," and provide the following information:

- Caller's identification
- Location of incident
- Best access route
- Number of injured
- Types of injuries
- Known hazards
- Staging areas
- Resources needed, including any special equipment
- Identity of the primary hospital

4. The County RCC will page all county EMS responders to stand by at their stations, unless they are immediately requested on scene. Law enforcement and fire departments will be requested as needed. The County EMA Director, Waldo County General Hospital, and the American Red Cross will be alerted regarding the incident. Other area hospitals will be contacted if they are expected to receive casualties. The Red Cross will coordinate disaster health services (crisis intervention and family notification) for the incident.

5. The Incident Commander will assign EMS, Fire and Law Enforcement Group Supervisors. The EMS Group will consist of teams for triage, treatment and transport. Firefighters and law enforcement personnel may be assigned to assist the EMS Group; in such cases, they will work for the EMS Group Supervisor and the EMS Team Leaders to which they are assigned. The EMS Transportation Officer will determine the distribution of patients on ambulances and the hospitals to which they are sent.

6. The Transport Officer will be responsible for maintaining a full accountability on all patients from the Treatment Area to the hospital. METTAGs should be utilized and the tag number should be used to identify each patient. Patient status information must be provided to the Planning Section (Situation Unit) and to the receiving hospitals. The Planning Section (Situation Unit) is responsible for keeping the Incident Commander aware of all patient information.

7. The EMS Group Supervisor or the EMS Transport Officer will be responsible for all contact with the Lifeflight program and helicopters during the incident.

8. To assist with establishing incident command, the Incident Commander may request the County Incident Management Assistance Team. The Incident Commander can also request additional resources from the Maine Emergency Management Agency through the County EMA.

9. A sample Incident Command organization for an MCI is shown in the following diagram.

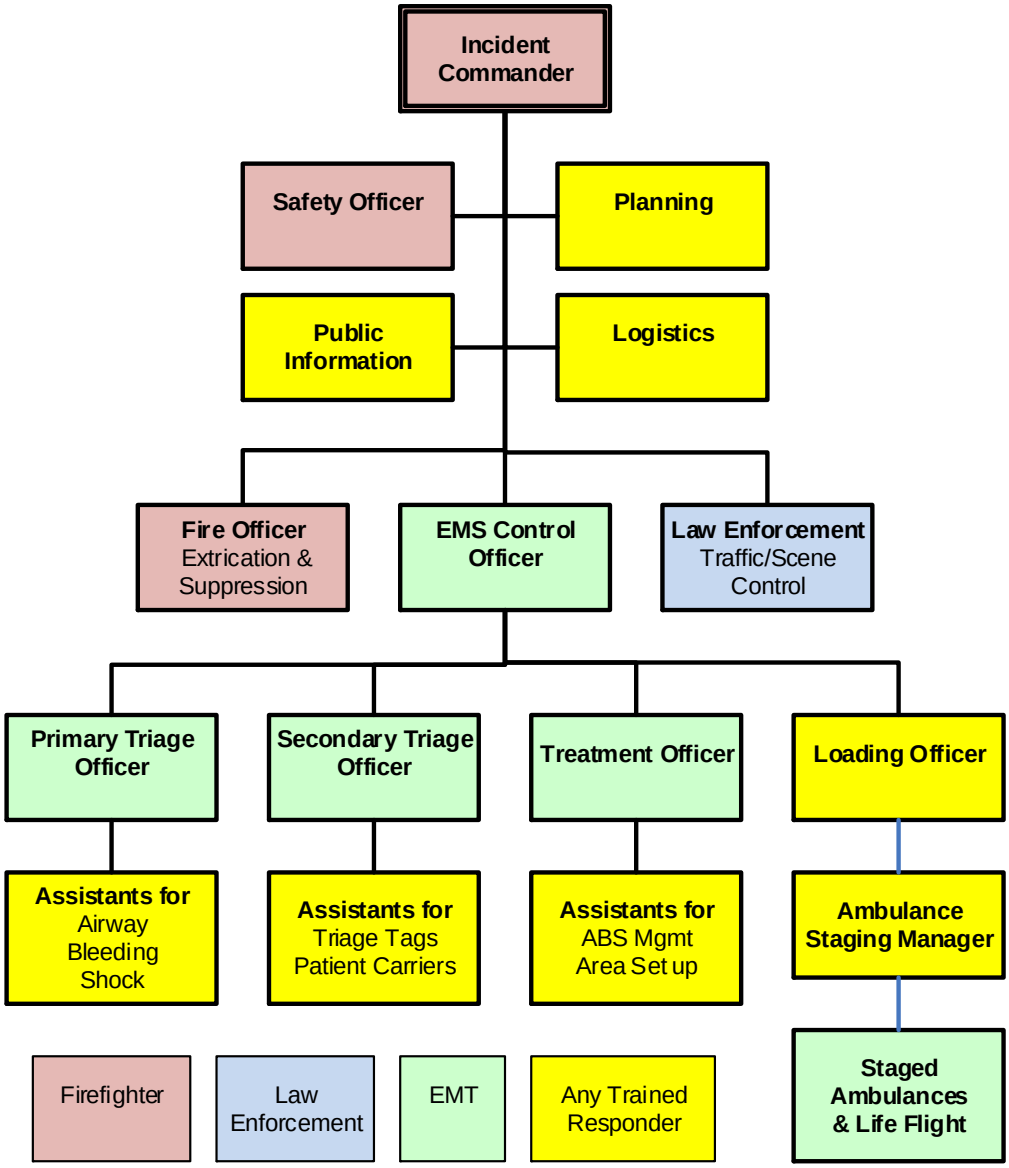

Figure 6.1: Sample ICS structure for a mass casualty incident

B. RESPONSIBILITIES

The responsibilities of the Incident Commander, EMS system, hospital(s), fire department(s), medical examiner, law enforcement personnel, emergency management personnel, American Red Cross, and North Eastern Maine Regional Response Center during an MCI are outlined below.

1. Incident Commander and Command Staff, as appointed

a. The IC should immediately alert the RCC that the incident involves mass casualties.
b. The IC must appoint a Safety Officer and EMS Group Supervisor (EMS Control).
c. Ensure coordination between agencies responding to the incident.
d. Establish an Incident Command System organization with a manageable span of control.
e. Provide the media a single point of access for information regarding search and recovery operations, patient and victim identification, and other issues related to the incident.

2. Emergency Medical Service

a. The Incident Commander will assign an EMS Group Supervisor, and that person will assign the rest of the EMS positions.
b. Assign a Primary Triage Officer, Secondary Triage Officer, Treatment Officer, Transportation Officer, and Ambulance Staging Managers.
c. Establish a primary triage area, secondary triage area, treatment areas, a loading area, staging areas and temporary morgue sites.
d. Carry out triage using the Step-Up triage procedures for MCIs.
e. Use a patient tracking board and manifest to track victim accountability.
f. Define preset routes to treatment areas and hospitals.
g. Identify helicopter landing zones.
h. Request portable morgue resources such as refrigerated trucks.
i. Coordinate with the receiving hospital(s) regarding victim treatment and care. Communicate estimated numbers of casualties, any special patient requirements, and other essential information as soon as possible.
j. Ensure that hazardous materials are removed from patients, responders and equipment.

3. Fire Department(s)

a. The senior fire officer will serve as IC or participate in a Unified Command.
b. Extinguish fires at the scene.
c. Assist with victim extrication, rescue and recovery.
d. Prevent evidence contamination as much as possible.
e. Identify possible contaminants and hazardous materials.
f. Provide firefighter manpower to the EMS Group to assist with medical operations.

4. Law Enforcement

a. Notify the Medical Examiner when there are fatalities.
b. Ensure evidence preservation.
c. Initiate event investigation, and share this responsibility with external agencies.
d. Secure perimeters (including incident location, treatment and staging areas, morgue sites, family assistance centers, and media briefing rooms).
e. Assist with acquiring victim list information from Hospitals, ARC, and others.
f. Ensure that the location and condition of human remains is documented.
g. Ensure that the names, contact numbers, and addresses of witnesses are recorded.

5. Emergency Management

a. Provide incident management and communications support.
b. Request additional resources as needed.
c. Build a common operating picture of situational information.
d. Assist with Operational Planning.

6. Hospital(s)

a. The IC or RCC (for the IC) will contact the hospital emergency dept (ED) to which the patients will be transported and relay the patient count and status.
b. The ED will notify the hospital's chief medical officer of the incident
c. Initiate hospital emergency preparedness plan and the Hospital Incident Command System.
d. Initiate hospital security procedures (deploy security staff, lock down doors, and secure the emergency dept).
e. Increase patient care staffing as needed.
f. Obtain information from Incident Commander regarding any hazmat at the scene
g. If hazardous materials are involved, implement decontamination procedures and provide adequate surveillance to prevent secondary contamination of the hospital facility.
h. Decontaminate walk-in patients.
i. Coordinate victim family support.
j. Coordinate dissemination of information to victims' families.
k. Provide temporary storage of human remains, if appropriate.
l. Implement administrative and patient data tracking.
m. Coordinate with mental health resources to provide support for hospital personnel, families and community members.

7. Medical Examiner

a. Ensure appropriate management of human remains.
b. Facilitate evidence collection in collaboration with law enforcement.
c. Facilitate the identification and return of human remains, notification of positive identification, and return of personal effects.

8. American Red Cross

a. Provide food, water, and coffee at incident site for response personnel.
b. Establish shelters for evacuees as needed.
c. Assist in finding temporary housing, clothing, and support for affected families.
d. Help contact family members who are serving in the armed forces and arrange for their return to the community, if indicated.

9. Northeastern Maine Regional Response Center

a. Coordinate with area hospitals on logistical and planning requirements.

C. COMMUNICATIONS

1. Communications will be maintained between the Waldo County General Hospital, the County RCC, the County EMA, and the Incident Commander. An MCI is not likely to overload telephone lines or cellular telephones. However, first responders will utilize public safety radios to maintain contact, and two-way radio traffic may become congested, since this is the primary means of communication for the local fire departments.

2. The Incident Commander will immediately develop or delegate the development of an incident communications plan. A sample communications plan follows.

Function	Assignment	Channel	Frequency
Command	Incident command	CC-1	Tx 151.4300 Rx 155.6625
Planning and logistics	Overhead support	CC-2	Tx 154.8975 Rx 159.1050
Operations	Fire operations	Waldo Tac-1	155.8275
	Law enforcement/traffic control	SWCC	154.6950
	EMS/ambulance	EMS/LASER	155.1600
	LifeFlight	State Fire	154.3100
Offsite overhead	County EMA	WOEMA	Tx 158.9700 Rx 156.1425
Dispatch	Fire/EMS North	Fire N	Tx 153.9500 Rx 155.3850
	Fire/EMS South	Fire S	Tx 151.1000 Rx 159.1350

IV. ADMINISTRATION AND LOGISTICS

A. All EMS units in Waldo County have signed a common Mutual Aid Agreement that identifies roles and responsibilities and establishes an approach to liability and other legal issues.

B. The County EMA Director has the authority to order any emergency purchases and/or authorize the contracting of any emergency services that might be required.

C. A list of potential LifeFlight landing zones is located in Annex G.

D. The following ambulance services operate in Waldo County.

Waldo County ambulance services	Highest level	Transport?	Ambulance ID	Backboards
Belfast Ambulance	EMT P (ALS)	Yes	Rescue 1	3
		Yes	Rescue 2	3
Belmont Rescue	EMT B (BLS)	No	Rescue 51	2
Brooks Ambulance	EMT I (ALS)	Yes	Brooks Ambulance 1	3
		Yes	Brooks Ambulance 2	3
Islesboro Ambulance	EMT I (ALS)	Yes	Rescue 1	3
		Yes	Rescue 2	3
Liberty Rescue	EMT P (ALS)	Yes	Liberty Rescue	3
Northport Rescue	EMT I (ALS)	No	Northport Rescue	2
Searsmont Rescue	EMT I (ALS)	Yes	Searsmont Rescue	2
Searsport Ambulance	EMT P (ALS)	Yes	Searsport Ambulance 1	4
		Yes	Searsport Ambulance 2	4
Stockton Springs Ambulance	EMT I (ALS)	Yes	Stockton Ambulance 1	3
		Yes	Stockton Ambulance 2	3
Unity Ambulance	EMT I (ALS)	Yes	Unity 100	5
		Yes	Unity 200	5
Winterport Ambulance	EMT I (ALS)	Yes	Winterport Ambulance	4

The following ambulance services operate near Waldo County.

Ambulance services near Waldo County	Ambulances	Level	Backboards	Phone #
Albion	1	BLS	3	437-2540
Bucksport Fire and Ambulance Services	2	ALS	8	469-7951
Camden First Aid	4	ALS	12	236-8087
Capitol Ambulance (Bangor)	16	ALS	40	945-9600
China	1	ALS	2	872-4000
Clinton	1	ALS	8	426-8522
Community Ambulance (Dixmont)	2	ALS	6	234-2094
Bangor Fire and Rescue	5	ALS	10	623-3614
Delta Ambulance (Augusta and Waterville)	9	ALS	18	872-4000 872-5551
Hampden Public Safety	2	ALS	7	862-4586
Sebasticook Valley (Pittsfield)	1	ALS	2	487-5141 487-3300

V. AUTHORITIES AND REFERENCES

The *Waldo County Mass Casualty Incident Field Procedures* provides tactical worksheets using the ICS 201 form to provide direction during a Mass Casualty Incident. Sheets should be handed out to each MCI ICS officer position.

ATTACHMENT 10: MARITIME INCIDENTS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Waldo County has a busy coastal environment. Cargo, passenger, fishing and recreational boats and ships ply the waters off Waldo County every day of the year. The County's two airports are both located in coastal communities: Belfast and Islesboro. The County is located on a major flight path for commercial and military jet aircraft approaching and departing Bangor International Airport. At any time, a maritime emergency could occur involving either marine vessels or aircraft.

2. Currently, the only Waldo County first response agency (police, fire and emergency medical) that maintains and operates a coastal-capable boat is the Town of Islesboro. There are no State or Federal coastal marine vessels maintained and operated in Waldo County ports or harbors. The nearest State and Federal marine assets are located in Knox and Hancock counties. Several local harbormasters do maintain and operate coastal-capable boats. However, during the winter months, only the Searsport harbormaster's vessel may still be in the water. Air assets are also likely to be needed in any coastal search and rescue operation.

3. Depending on the time of year, victims will not survive long in the waters off Waldo County. Alert, notification, and response times must be reduced as much as possible if lives are to be saved.

4. Operations shall be in accordance with the U.S. Coast Guard Regulations/Guides and the Maine State Air Search & Rescue Plan.

5. A *mass rescue operation* is identified as a search and rescue activity that requires immediate assistance to a large number of people in distress such that the capabilities normally available to search and rescue authorities are inadequate.

B. ASSUMPTIONS

1. Not all of Waldo County's limited marine response resources may be available at any given time. Some may be out of the area or undergoing maintenance.

2. Until the U.S. Coast Guard arrives with helicopters, it is not expected that there will be any airborne assets that can rescue victims in the water during the search and rescue operations.

3. Civilian vessels in the vicinity of the marine incident may volunteer their help. It is expected that these vessels will assist and may even fulfill the role of marine On Scene Coordinator (OSC) until the U.S. Coast Guard arrives.

4. Good Samaritans will rescue victims. Incident Command will most likely not have any knowledge or accountability for those victims. Good Samaritans may call 911 to report their rescue. Victims may be brought ashore in various locations, including locations where there are no EMS units.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a marine emergency include the following:

1. Rescue, care and account for incident victims.
2. Ensure the safety and accountability of responders.
3. Control pollution.
4. Recover deceased victims.
5. Provide scene security.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a marine emergency include the following:

1. Contact all pre-identified first responders and emergency managers within 15 minutes.
2. Ensure the health and safety of all first responders who travel on coastal waters.
3. Search for and locate all incident victims within 30 minutes of notification.
4. Rescue all found incident victims within 30 minutes of locating.
5. Establish pollution control measures around the incident site within one hour of notification.
6. Recover the bodies of any deceased victims within two days.

C. INCIDENT TACTICS

Waldo County's incident tactics for a marine emergency include the following:

1. Contact all agencies listed on the Emergency Notification Matrix in Annex C for a marine incident. Maintain contact with area hospitals.
2. Ensure that all first responders traveling on the water have appropriate life vests and inclement weather gear.
3. Designate the boat landing site to be used in conjunction with the shore-based casualty collection point.
4. Utilize boats and aircraft to search for and locate incident victims.
5. Identify an OSC to coordinate the search by vessels.
6. Utilize boats to rescue incident victims and transfer them to a shore-based casualty collection point.
7. Utilize area spill control vessels to contain any oil spills from the incident.
8. Account for all vessel crew and passengers. Obtain crew and passenger lists.
9. Recover any bodies of deceased victims using boats and dive teams.
10. Provide immediate shelter for the victims at a Reception Center.
11. Provide a Family Reunification site and program.
12. Establish a Family Assistance site and program.
13. Provide a media center and brief the media.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. As stated in the Basic Plan and Annex A, the Incident Command System (ICS) will be used for all County command and control operations. The greatest challenge will be to maintain communications and situation awareness between the marine responders, the land responders and the land-based incident command post. The ICS organization may be served by two or three multi-jurisdictional, geographically-separated control and dispatch centers.

2. Observers of a marine emergency may contact several 24-hour control and dispatch centers:

a. Waldo County Regional Communication Center (RCC)
b. Maine Department of Public Safety RCC, Augusta
c. U.S. Coast Guard Sector Northern New England (SNNE) Control Center
d. Federal Aviation Administration traffic control tower, Bangor International Airport
e. National Response Center (HazMat involved)

3. It is vital that, at a minimum, the Waldo County RCC, Department of Public Safety RCC and Coast Guard SNNE be notified immediately, by whichever agency is first notified of the incident. The following contacts should also be completed:

Waldo County RCC	**Dept. of Public Safety Augusta RCC**	**U.S. Coast Guard SNNE**
Municipal fire and ambulance	Maine State Police Troop D	Coast Guard Station Rockland
Harbormasters with vessels	Waldo County RCC	Maine State Police RCC
DPS Augusta RCC	Maine Marine Patrol Rockland	Maine Marine Patrol
Coast Guard Station Rockland	Maine Dept of Environmental Protection	Waldo County RCC
Waldo County EMA	Maine Emergency Management Agency Duty Officer	DPS Augusta RCC
Waldo County Sheriff's Office	Civil Air Patrol	

4. Follow-on contacts may include mutual aid fire and ambulance services, the Federal Aviation Administration, National Transportation Safety Board, Maine Department of Transportation, Maine Forest Service, Maine Warden Service, Waldo County Search and Rescue, Waldo County RACES, American Red Cross, and the Maine Emergency Management Agency.

5. The Incident Commander will notify Waldo County General Hospital as soon as possible with the potential numbers of injured victims so that the hospital can prepare for the inflow of patients.

6. The ICS that is initially established will transition into a Unified Command that will include the responsible party, local (municipal or County), State and Federal responders. Local, State and Federal officials will develop a consensus "rules of engagement" early in the planning process to smooth the transition to Unified Command, which will facilitate both crisis management and consequence management activities, and will expand as support units and agency representatives arrive.

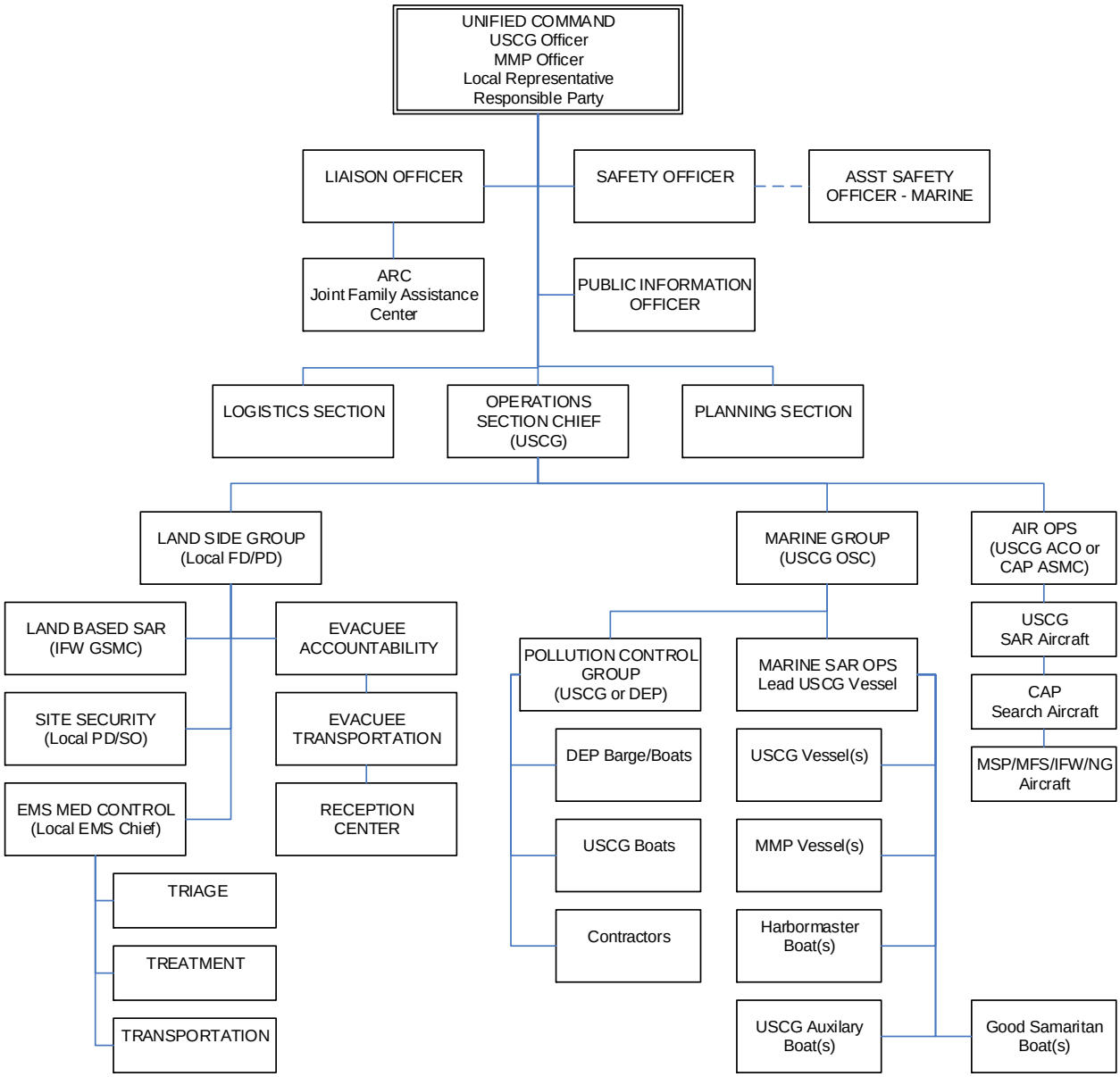

Figure 8.1: Sample ICS organization for an incident in coastal waters

Note: The following are acronyms utilized:

SASAR = State Air Search and Rescue
ASMC = Air Search Mission Coordinator
CSMC = Coastal Search Mission Coordinator
GSMC = Ground Search Mission Coordinator
SAR = Search and Rescue
ARC = American Red Cross

IFW = Inland Fisheries and Wildlife
MFS = Maine Forest Service
MMP = Maine Marine Patrol
MSP = Maine State Police
USCG = U.S. Coast Guard

CAP = Civil Air Patrol
OSC = On Scene Coordinator
ACO = Aircraft Coordinator
NG = National Guard
DEP = Dept of Environmental Protection

8. The ICS organization for an incident involving a missing aircraft would be similar to the above chart, except that the Maine State Police would be added to the Unified Command.

7. A land-based incident command post will be established to coordinate all response and recovery operations. Potential locations, in priority order, include the following:

Order	Location	Note
1	Landing Site	Use mobile command trucks and trailers or a small facility, such as a Harbormaster station.
2	Waldo County EOC 4 Public Safety Way, Belfast	Use facility if operations extend past first operational period. It has more extensive communication and support capabilities.
3	University of Maine Hutchinson Center 80 Belmont Avenue (Route 3), Belfast	Use facility if large numbers of State and Federal personnel arrive (such as for a terrorist incident or a large passenger jet crash).

B. COMMUNICATIONS

1. All radio communication traffic will be managed by the Incident Commander, who, with assistance from the County EMA, will establish a communication plan for the incident. A sample communication plan is shown below.

Function	Assignment	Channel	Frequency
Incident Command	TBD[1]	TBD	TBD
Planning & Logistics		EMA TAC "27"	155.7600 147.270
Operations Section	Marine operations	23	157.1500
	Aviation operations	TBD[2]	TBD
	Security/Law Enforcement	SWCC	154.695
	Fire/Emergency medical	State Fire	154.310

[1] Depends on which agencies take command

[2] Depends on the Air Ops Task Force Leader

2. The flow of information is vital for situational awareness and to build a common operating picture. The control and dispatch centers and operational personnel will communicate through their respective representatives in the Unified Command, as illustrated in the following chart. The local representative may be a municipal or county public safety officer.

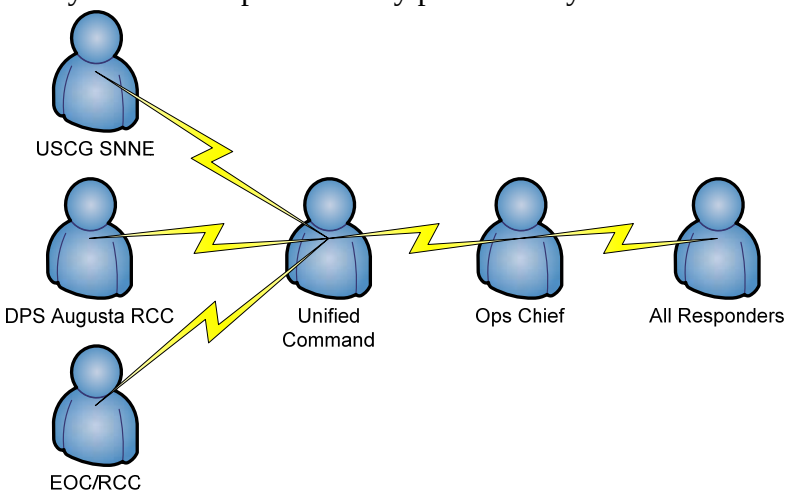

Figure 7.2: Information flow during a maritime emergency

C. RESPONSIBILITIES

1. The first rescue boat will report the latitude and longitude of the vessel in distress to the Coast Guard and to the County RCC.

2. Each rescue boat will report to the OSC the total number of survivors on board and their condition, and then stand by for instructions on the location of the evacuee landing site.

3. The OSC will provide reports to the Search and Rescue Mission Coordinator (SMC) located at the Coast Guard SNNE; however, the OSC will report directly to the Operations Section Chief in the on-scene Incident Command System.

4. The OSC will coordinate the search pattern for all vessels on the water, whether they are local responders, state responders or Good Samaritan private vessels.

5. The Coast Guard will dispatch officers to work as part of Unified Command and Operations.

6. Landing site operations will be managed by either the fire department or the police department in the town in which the site is located (or County Sheriff). This will be confirmed or altered by the Unified Command. EMS personnel may be assigned to the Landing Site or on the rescue boats. If assigned to rescue boats, they will work for the boat captain, under the control of the Marine SAR Ops Group.

7. The Land Side Group will support the rescue boats with supplies, equipment and fuel as necessary. The Land Side Group Supervisor is responsible for determining the exact number of victims brought ashore and will coordinate with the Emergency Medical Services Team Leader on the destination of each victim. Law Enforcement may be needed to acquire victim lists from the Responsible Party, local hospitals and the Red Cross.

8. The EMS Team Leader will be responsible for establishing a temporary, on-site morgue until the State Medical Examiner or a designated representative arrives on scene.

9. The Responsible Party and/or American Red Cross will establish and staff reception centers, shelters and Family Assistance Centers.

D. PUBLIC INFORMATION

1. The Public Information Officer (PIO) should have access to the incident command post. There should be public information officers representing Waldo County, the Maine State Police or Maine Marine Patrol, the U.S. Coast Guard, and the Responsible Party. Potential locations include the County Public Safety Building or the town office or fire station nearest to the incident.

2. The Media Center should have adequate parking and as many conveniences for the media as possible but should be placed far enough from the incident site not to create an obstacle to responders. If possible, it should be staffed at all times by at least one representative of the PIO. All public information should be released from this site. If possible, brief and controlled visits to an area closer to the incident site or a good vantage point for photography should be offered within reason.

IV. ADMINISTRATION AND LOGISTICS

A. INFORMATION: The following Marine Search and Rescue incident-specific information will be documented by the Incident Command staff:

- Maps
- List of objectives and tactics
- An ICS organizational chart
- An incident resource list
- Weather reports.

Critical Information tracked by the RCC, EOC and/or ICP

Information Needed	Provided By
Basic Ship Data	Ship Owner or USCG
Location & Nature of incident	Ship Master or Good Samaritan
Condition of Passengers and Crew	Ship Master
Condition of Vessel	Ship Master
Vessel Plans	Ship Master or Owner
Passenger & Crew Lists	Local Agent, Master or Owner
On Scene Resources	Resource Unit Leader
Victim/Family Centers Status	American Red Cross
Oil Trajectory	U.S. Coast Guard or MeDEP

B. MAPS: All maps shall use latitude and longitude for map coordinates. The datum shall be NAD83.

C. LANDING SITE: The landing site for casualty collection will be the boat landing that offers the quickest connection for ambulance transport to Waldo County General Hospital or PenBay Medical Center. Potential sites include the following:

- Lincolnville Ferry Terminal
- Northport Bayside Docks (seasonal)
- City of Belfast Landing
- Searsport Town Docks
- Stockton Springs Town Docks (seasonal)

D. AIRBASE: The Belfast City Airport will be utilized as a base for fixed-wing and rotary aircraft.

E. INCIDENT RESOURCES

Incident resources that may be needed for a maritime emergency located in Waldo County include the following.

Local	**State**	**Federal**
Municipal fire/police chief Harbormaster vessels Local ambulance services Local law enforcement Local fire departments County IMAT County Sheriff's Office County Search and Rescue Team County RACES Ham Radio Team	Maine State Police officer Maine State Police IMT/IMAT Maine State Police Dive Team Maine State Police aircraft Maine Marine Patrol boat(s) Maine Department of Environmental Protection pollution control boat Maine Forest Service aircraft Maine Warden Service aircraft	Coast Guard OSC Coast Guard rescue boat(s) Coast Guard helicopter(s) Civil Air Patrol aircraft

V. AUTHORITIES AND REFERENCES

A. AUTHORITIES

- State of Maine Statute MRSA 6 §303. Air search procedures
- State of Maine Statute MRSA 12 §6029. Search and rescue operations
- State of Maine Statute MRSA 37-B §850. Search and rescue plan
- Maine State Air Search & Rescue Plan

B. REFERENCES

- U. S. Coast Guard Addendum to the United States National Search and Rescue Supplement to the International Aeronautical and Maritime Search and Rescue Manual, 29 April 2004
- Coast Guard Incident Management Handbook, May 2014

Waldo County Emergency Operations Plan

ATTACHMENT 11: SCHOOL VIOLENCE INCIDENTS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Waldo County is a rural county with 26 municipalities. One private university, one public university extension program, one high-school-level technical center, three high schools, and 22 elementary schools are located in the County. In today's social environment, any one of these schools could experience (and some have experienced) school violence.

2. The following table lists the K-12 public schools located in Waldo County.

District	Town	School	Headquartered in
Five Towns CSD	Lincolnville	Lincolnville Central School	Rockport (Knox Co.)
Islesboro	Islesboro	Islesboro Central School	Islesboro
RSU 3	Brooks	Morse Memorial School	Unity
	Liberty	Walker Memorial School	
	Monroe	Monroe Elementary School	
	Thorndike	Mt. View Elementary School	
		Mt. View Junior High School	
		Mt. View High School	
	Troy	Troy Central School	
RSU 12	Palermo	Palermo Consolidated School	Sommerville (Lincoln Co.)
N/A	Northport	Edna Drinkwater School	Northport
RSU 71	Belfast	Captain Albert W. Stevens School	Belfast
		East Belfast School	
		Troy A. Howard Middle School	
		Belfast Area High School	
	Morrill	Gladys Weymouth Elem. School	
	Searsmont	Ames Elementary School	
	Swanville	Kermit S. Nickerson School	
RSU 20	Searsport	Searsport Elementary School	Searsport
		Searsport District Middle School	
		Searsport District High School	
	Stockton Springs	Stockton Springs Elementary School	
RSU 22	Winterport	Leroy H. Smith School	Hampden (Penobscot Co.)
		Samuel L. Wagner Middle School	
WCTC	Waldo	Waldo County Technical Center	Covers RSU 3, 20 & 71

3. There are no public K-12 schools in the towns of Belmont, Burnham, Frankfort, Freedom, Jackson, Knox, Montville, Prospect, and Unity.

4. Currently, there are two School Resource Officers (SRO) in Waldo County. One SRO is located at the Belfast Area High School and the other SRO is located at the Mount View School Complex. Most of the municipalities in Waldo County do not have police departments. In these towns, response by law enforcement response will be accomplished by the Waldo County Sheriff's Office or the Maine State Police.

5. Around 60 first responders in the County have been trained in Tactical Emergency Casualty Care (TECC) protocols. All law enforcement officers have basic medical kits for gunshot injuries.

6. All law enforcement officers at all levels of government in Maine have Active Shooter training. Officers do not wait for "teams" to be formed up. The first officers on scene enter and engage the shooter immediately on arriving on scene.

B. ASSUMPTIONS

1. It may take 15 to 30 minutes to get a significant law enforcement presence at a school in the County that is undergoing a violent incident. There are no SWAT or tactical teams located in the County, and it may take up to an hour for a Maine State Police tactical team to arrive.

2. All law enforcement officers located in Waldo County have completed "active shooter" training, but none are equipped with SWAT-level body armor. All have protective vests.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a school violence emergency include the following:

1. Life safety for incident victims, especially the students
2. Life safety for incident first responders
3. Scene security
4. Crime scene preservation
5. Deceased victim recovery

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a school violence emergency include the following:

1. Immediately dispatch all available law enforcement in the county, including local, County and State officers.
2. Follow up with the dispatch of all necessary emergency medical (EMS) and fire department resources.
3. Ensure the health and safety of all first responders that arrive on scene.
4. Release public warning action information to the media and the general public.
5. Rescue all incident victims as soon as possible.
6. Organize the EMS units to receive mass casualties within 15 minutes of the first EMS unit's arrival on scene.
7. Secure the scene from the public.

C. INCIDENT TACTICS

Waldo County's incident tactics for a school violence emergency include the following:

1. The RCC shall alert all public safety agencies needed.
2. Ensure that all first responders arriving on scene stay in the appropriate safety zones.
3. Establish a Unified Command between law enforcement, fire and EMS departments.
4. Appoint a public information officer and work with the school public information staff to present timely and accurate information to the media.
5. Activate the county mass casualty incident response standard operating procedure.
6. Block roads leading to the school, as far back as effective and possible.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. As stated in the Basic Plan and Annex A, the Incident Command System (ICS) will be used for all County command and control operations. The greatest challenge will be to quickly establish an ICS organization that coordinates the various agencies from all levels of State and local government. Responders will be served by the County Regional Communications Center and the County Incident Management Assistance Team (IMAT).

2. The first group of law enforcement officers on scene will immediately enter the school to engage the shooter and will not assume incident command. The initial incident commander may be the first fire officer on scene.

3. As soon as possible, a senior law enforcement officer shall take incident command. Due to a likely shortage of command personnel, the IC will also act as the Operation Section Chief. Later, should there be sufficient personnel, an Operations Section Chief will be assigned.

4. Operational groups will be formed functionally – LE, Fire and EMS. A command level responder should be assigned to each group as a Supervisor.

5. The County IMAT will assume Planning Section and Logistics Section responsibilities. Augmentation may come from local EM directors and unassigned firefighters.

6. The RCC will request the Maine State Police tactical team and additional law enforcement and EMS support.

7. The EMS Group Supervisor will notify the nearest hospitals as soon as possible with the potential numbers of injured victims so that the hospitals can prepare for the inflow of patients.

8. The Firefighters will be responsible for incident scene and perimeter security until such time as there are sufficient law enforcement officers. It is critical that scene security be established immediately to keep out parents, concerned residents, the media and the general public.

9. A school violence incident response may be organized as shown in the following chart.

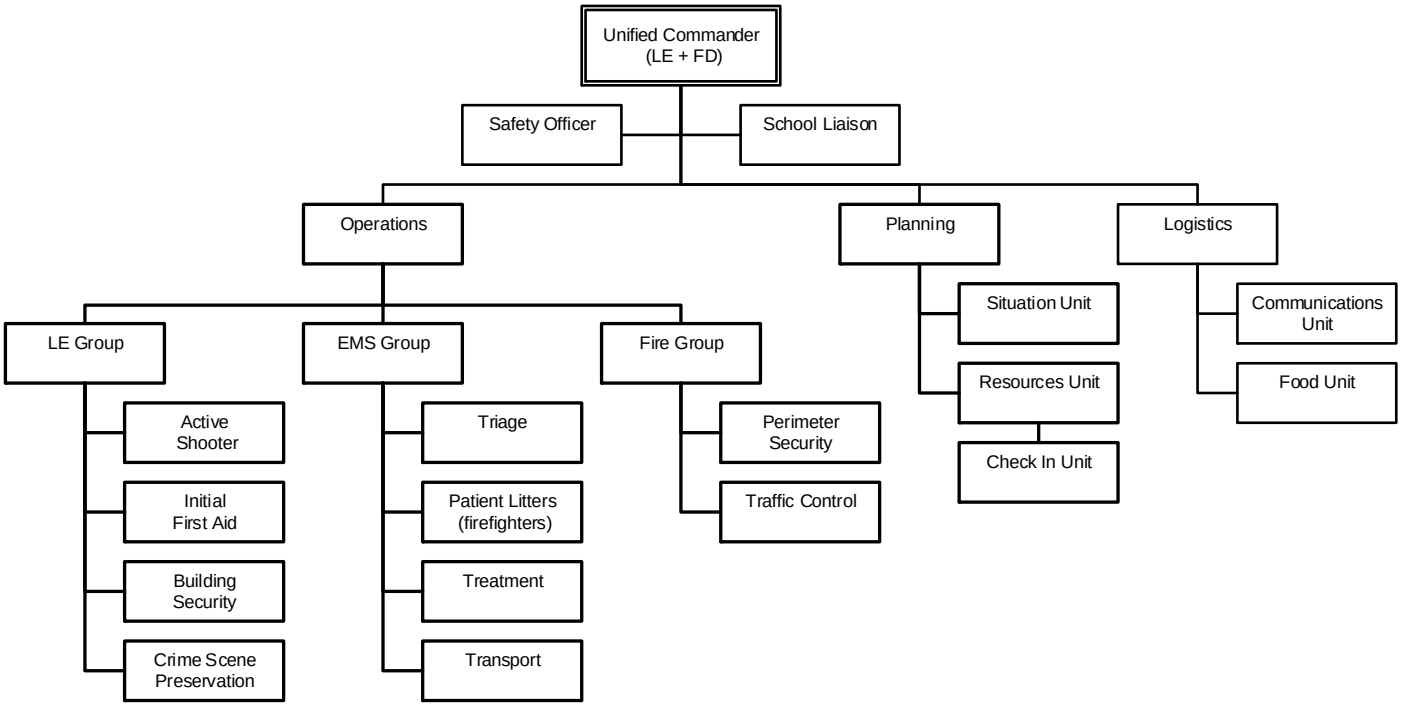

Figure 8.1: Sample ICS organization for a school violence incident

B. RESPONSIBILITIES

1. LAW ENFORCEMENT:

- Engage the shooter and secure the building
- Initiate TECC first aid measures
- Assist with moving victims to building exterior
- Assume Incident Command when personnel available

2. EMS:

- Stage Ambulances for quick transport of patients
- Establish a MCI casualty collection point
- Assign Triage, Treatment and Transport personnel
- With law enforcement (if TECC-trained), enter the school warm zone areas to triage patients. (May include EMTs and firefighters)

3. FIRE FIGHTERS:

- Assume initial incident command
- Establish traffic control and perimeter security
- Establish a safety program
- Assist with victim rescue and litter transport

C. COMMUNICATIONS

All radio communication traffic will be managed by the Incident Command Post. The Incident Commander, with assistance from the County EMA, will establish communications and frequency protocols and assignments to reduce confusion on the radios. A sample radio communications plan is shown below.

Function	Assignment	Channel	Frequency
Command	Incident command	CC-1	Tx 151.4300 Rx 155.6625
Planning and logistics	Overhead support	CC-2	Tx 154.8975 Rx 159.1050
Operations	Fire operations	State Fire	154.310
	Law enforcement	SWCC	154.695
	EMS/ambulance	EMS/LASER	155.160

D. PUBLIC INFORMATION

The affected school superintendent or designated school spokesperson, with the support of the Waldo County IMAT, will immediately establish a media center to support the Command.

IV. ADMINISTRATION AND LOGISTICS

A. The following school violence incident-specific information will be tracked:

- Site maps
- Floor plans
- ICS organizational chart
- Patient status and accountability
- Incident resource list
- Task status

B. Incident resources that may be needed for a school emergency include the following:

Local	State
Local ambulance services	Maine State Police
Local law enforcement	Maine Warden Service
Local fire departments	Maine Forest Service IMT[1]
County IMAT	LifeFlight

[1] Incident Management Team

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ATTACHMENT 12: SEVERE SUMMER STORMS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Severe summer storms include major thunderstorms, tropical storms and hurricanes. Of these, thunderstorms are the most numerous and least severe in effect and duration; tropical storms are much less likely, and hurricanes occur rarely. The ingredients for a major tropical storm or hurricane include a pre-existing weather disturbance, warm tropical oceans, moisture, and relatively light winds aloft.

a. A *tropical depression* is an organized system of clouds and thunderstorms with a defined surface circulation and maximum sustained winds of 38 mph (33 knots) or less. Sustained winds are defined as one-minute average at about 33 feet (10 meters) above the surface.

b. A *tropical storm* is an organized system of strong thunderstorms with a defined surface circulation and maximum sustained winds of 39–73 mph (34–63 knots).

c. A *hurricane* is an intense tropical weather system with a well-defined surface circulation and maximum sustained winds of 74 mph (64 knots) or higher. Hurricane strength is usually measured on the Saffir-Simpson scale, of which the first three categories are the most applicable to Maine.

Category	Wind speeds (mph)	Likely occurrence in Maine	Typical damage
1	74–95	30 years	Trees falling on power lines, roads and structures
2	96–110	100–150 years	As for Category 1, plus damage to some trailers, roofing materials and windows
3	111–130	200–400 years	As for Categories 1 and 2, plus damage to most trailers and some small structures

2. Hurricanes can cause catastrophic damage on coastlines and several hundred miles inland. Winds from a major hurricane can exceed 155 miles per hour. Hurricanes and tropical storms can also spawn tornadoes and microbursts, create surge along the coast, and cause extensive damage due to inland flooding from trapped water.

3. A *storm surge* is a dome of water pushed onshore by wind. Storm surges can be up to 25 feet high and 50 to 100 miles wide. *Storm tide* is a combination of storm surge and the normal tide (e.g., a 15 foot storm surge combined with a 2 foot normal high tide over the mean sea level creates a 17 foot storm tide). These phenomena cause severe erosion and extensive damage to coastal areas.

4. Waldo County is subject to hurricanes and severe summer storms. The return rate on a Category 1 hurricane is 30 years or 3% in any given year. The County has not experienced a Category 2 hurricane in recorded history. For the purpose of this plan, a Category 2 storm will be considered the worst-case scenario.

5. The coastal areas along the mainland and on the islands, which contain the vast majority of the County's population, are susceptible to the high winds, severe rains and some localized storm surge flooding caused by tropical storms and hurricanes. The northern sections of the County may see a lesser degree of the high winds, severe rains and local flooding. However, due to the hilly terrain and number of gravel roads, there is a high probability of washed out roads.

6. Although all areas in Waldo County are at risk from severe summer storms and hurricanes, the coastal and island communities face the greatest potential losses. The towns of Winterport, Prospect, Frankfort, Stockton Springs, Searsport, Belfast, Northport, Islesboro and Lincolnville all have inhabited coastlines. Additionally, these communities contain 67% of the County's summer population, many of whom are seasonal visitors.

7. According to the U.S. Army Corps of Engineers' hurricane surge inundation plans, the locations in the County that could see storm surge flooding from a hurricane at high mean tide are the Lincolnville Beach area businesses and ferry service, the Belfast waterfront, the Harbor Hill Center, sections of Islesboro, access to Sears Island, the Cape Jellison Road, near Mill Pond in Stockton Springs, and sections of U.S. Route 1A in Prospect.

8. Storm surge may cause a need to evacuate Lincolnville Beach, parts of Islesboro and the Harbor Hill Center. The County EMA will coordinate evacuations with the towns of Islesboro and Lincolnville and with Genesis HealthCare, Inc. Detailed storm surge maps that indicate what areas have been developed and should be consulted.

B. ASSUMPTIONS

1. Although the County EOC could recommend evacuations, it is not expected that residents will evacuate prior to a storm striking the County. Most County residents have little or no experience with evacuations, and they will most likely not heed any warnings. Therefore, residents may need rescuing, transportation and mass care.

2. The inland towns, especially the northern Waldo towns, will be less impacted by the storms; they will not experience storm surge, and winds will be less severe than in the coastal communities. These towns will be relied upon for emergency services and sheltering.

3. All parts of the County will be impacted by power outages, storm debris in the roads and overwhelmed storm water management systems.

4. The majority of coastal residential property is owned by people with the financial means to recover quickly. Many of these properties are second homes, seasonal homes or camps.

5. Even if residents are without power, they will most likely remain in their homes, instead of going to an overnight shelter. The primary reason for people to go to an overnight shelter is because cold temperatures, and this is less likely during a summer or fall storm. Residents are more likely to seek food, water and a shower than overnight shelter. Communities should plan on opening a day shelter, backed up by a generator, at the fire station, school or community center. Individual municipalities will be responsible for day shelters, as needed.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a hurricane emergency include the following:

1. Ensure public safety.
2. Ensure the safety and accountability of all responders.
3. Protect property.
4. Provide support to people needing shelter, food, water and other life necessities.
5. Repair damaged utilities and transportation resources.

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a hurricane emergency include the following:

1. Establish or rebuild the public safety communications system.
2. Maintain a proactive link with municipal emergency directors.
3. Warn and protect the public in the impacted areas.
4. Build situational awareness of the damage, destruction and needs.
5. Maintain a proactive link with Central Maine Power and area phone companies.

C. INCIDENT TACTICS

Waldo County's incident tactics for a hurricane emergency include the following:

1. Alert the municipal EM directors and the fire departments.
2. Contact the news media and use the Emergency Alert System and NOAA weather radio to broadcast to the public information on the emergency and the protective actions to take.
3. Request situation reports from the municipal emergency directors.
4. Gather Request for Resource forms from the municipal emergency directors.
5. Monitor and update state common operating picture systems.
6. Organize and deploy teams to assess damages around the County.
7. Track all response and support resources.
8. Coordinate with the ARC about staffing and logistical support for mass care.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. The National Weather Service (NWS) office in Maine will activate the State of Maine Hurricane Activation Plan when the NWS forecasts a significant possibility that a hurricane will affect Maine. The NWS will contact the Maine Emergency Management Agency (MEMA), which will in turn contact the County EMA by e-mail or phone.

2. There are two primary types of storm alerts.

a. A *storm watch* indicates that a severe storm is possible in the area within 36 hours.

b. A *storm warning* indicates that a severe storm is possible in the area within 24 hours.

3. When notified of a storm watch, the County EMA will alert the municipal emergency management directors through automated phone alerts, pager alerts, e-mails and faxes to begin assessing their current situation and consider taking precautionary measures. The County EMA will follow up with those towns that do not acknowledge the alert within two hours. The County EMA will track the progress of the storm on HURREVAC, the NWS website and televised news reports and will notify the municipal offices and emergency management directors of major changes.

4. When notified of a storm warning, the County EMA will activate the County Emergency Operations Center (EOC) at Level 1 (see Annex A) and will monitor the state response through WebEOC. All County generators will be test run. County EOC staff will be placed on standby. The County EOC will alert the municipal emergency management directors to consider activating their municipal EOCs. Radio tests will be completed with all municipal EOCs.

5. The County EOC Manager will set up a conference call with municipal officials and emergency management directors to discuss preparations, potential resource requests, evacuation plans and shelter plans, and to coordinate communication checks.

6. When the storm is 12 hours out from landfall, the County EOC Manager will raise the County EOC to Level 2 status. The Manager will contact the County Commissioners to discuss elevating the County EOC to a fully staffed Level 3 within six hours before landfall. Two 8-hour shifts will be established during mostly daylight hours. At night, the EOC will be staffed by a Watch Officer and Radio Operator to monitor the status of the storm.

7. Prior to landfall, the County EOC may begin to operate on a 16-hour basis, depending on the speed, location and severity of the storm. Primary concern will be to maintain communications with the municipal EOCs, gain situational awareness, develop a common operating picture (using WebEOC, D4H Live Ops or a manual board process) and compile reports to the State EOC. Preplanning will begin to develop post-event objectives and tactics and identify potential resource needs. The County EOC will determine which ARC-supported shelters will be activated.

8. Each municipality will be responsible for conducting debris clearance, damage assessment and municipal road closings. During a major storm, additional resources will be requested as needed. Municipal fire departments may be able to help clear tree debris from roadways.

9. The Maine National Guard and Maine Department of Transportation may be called upon to assist the municipalities with damage assessment and debris clearance. To acquire state resources for debris clearance, each municipality will provide resource requests to the County EOC, which will forward the requests to the State EOC.

10. At 8:00 a.m. and 3:00 p.m., a conference call will be initiated between the County EOC and the municipal EOCs. At 9:00 a.m. and 4:00 p.m., each municipal EOC will provide a situation

report to the County EOC. Current weather conditions will be reported by the County and municipalities to the NWS office in Gray at 1-877-633-6772.

11. Mutual aid agreements will be activated as necessary.

12. If only a small number of coastal residents and visitors require shelter, this may be provided in area commercial lodging. If a greater number of people require shelter, one or more mass care facilities will be established outside the danger areas. To accomplish this, the County EOC will make shelter requests to the ARC. Annex F of this plan discusses mass care in detail.

13. After the storm has passed, municipal emergency directors will complete damage reports in support of public and individual assistance claims and send them to the County EOC, which will forward them to the State EOC.

B. COMMUNICATIONS

1. Communications will be maintained between the County Regional Communications Center, the County EOC and the town emergency management directors. A major tropical storm or hurricane could damage telephone lines and cellular and radio towers. It is not likely, however, that all three resources will be out simultaneously over the entire County for lengthy periods of time. Emergency backup communications will be provided by mobile public safety radio units and repeaters and amateur radio volunteers.

2. The County EMA has mobile and portable radio repeater equipment that can be set up to establish a temporary hilltop radio repeater station, should any radio towers be damaged. Portable radio towers may also be requested.

C. EMERGENCY PUBLIC INFORMATION

The National Weather Service will announce storm warnings and watches via NOAA weather radio and local radio and television stations. The County EMA Director may contact MEMA to activate the Emergency Alert System, if it deems that warning or evacuation information is necessary for residents and tourists.

D. EMERGENCY POWER

The County EOC, Sheriff's Office, Regional Comm Center and Corrections Facilities all have propane-fired emergency generators. Contact will need to be made prior to landfall and following the storm to top off propane tanks. There are three 1,000 gallon tanks and one 500 gallon tank.

IV. ADMINISTRATION AND LOGISTICS

A. ADMINISTRATION

1. All situational reporting will be accomplished using the MEMA Situation Report form, inputs to WebEOC, D4H Live Ops, e-mails, or verbal reports.

2. All resource requests will be submitted by the requestor on the State of Maine Mutual Aid Agreement Resource Request form. County EOC staff will take the information verbally and then fill out the form.

3. Damage assessments will be submitted on MEMA Form 7.

B. LOGISTICS

Hard copies of all contact information are maintained and accessible at all times with the County Regional Communications Center (338-2040) and the County EMA (338-3870).

ATTACHMENT 13: SEVERE WINTER STORMS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. New England, and especially Maine, is famous for its harsh winters. Historically, the "typical" bad storms are major "northeaster" blizzards. However, severe ice storms, such as that experienced in January 1998, which caused $1,605,330 in damage throughout Waldo County, have caused more damage. The 1998 ice storm severely damaged the statewide electrical power transmission system, caused major crown damage to the forests, blocked many roadways with ice and tree debris and damaged several buildings. Another ice storm occurred in December 2013 which caused 3 days of powers outages and was followed by severe cold temperatures. Blizzards, which are still the most likely storm in Maine, have a tendency to over-task roadway snow removal operations and cause localized power outages. Severe cold temperatures have caused frost heaves that have damaged road surfaces.

2. All of Waldo County is subject to severe winter storms. The coastal areas on the mainland and on the islands, which contain the vast majority of the county's population, are very susceptible to ice storms, although the impacts are felt throughout the County. The entire County is highly susceptible to blizzards.

B. ASSUMPTIONS

1. The County may be several days into a severe winter storm before officials realize that disaster conditions exist. Residents are typically prepared for a day-long power outage. However, during severe cold periods, a multiple-day power outage can cause severe hardship.

2. Winter storms can have a variety of characteristics, including severe cold temperatures, very high winds, high snow content, rapid ice buildup and rapid melt-off. There are many variables in the disaster "equation" that determine if property damages, utility outages and personal hardship become a reality.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a winter emergency include the following:

1. Life safety for residents and responders
2. Transportation accessibility
3. Electrical power restoration
4. Telephone and radio communications

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a winter emergency include the following:

1. Provide emergency shelter and feeding to residents and their household pets.
2. Ensure the health and safety of all County first responders who travel in poor winter conditions.
3. Open roadways to emergency traffic.
4. Coordinate with Central Maine Power on restoration efforts.
5. Recover public safety radio communication capabilities.
6. Coordinate with local telephone companies on restoration efforts.

C. INCIDENT TACTICS

Waldo County's incident tactics for a winter emergency include the following:

1. Activate ARC emergency shelters as needed.
2. Recommend municipalities activate warming centers, as needed.
3. Remind all County first responders, traveling in poor winter conditions, to have appropriate clothing and communications and ensure that their vehicles are prepared for winter conditions.
4. Request additional snow and debris removal resources from the State, as needed.
5. Open and maintain communications with Central Maine Power in order to coordinate the restoration of power.
6. Work with RACES and radio vendors to repair damages to the public safety radio systems.
7. Utilize Amateur Radio and other backup communications.
8. Open and maintain communications with Fairpoint, Lincolnville Telephone and Unitel in order to coordinate the restoration of telephone communications.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

The primary format for direction and control will be the County's Multi-Agency Coordination System, as described in Annex 1, which includes the State-County-municipal Emergency Operations Center (EOC) organization. Regional overnight shelters and FEMA points of distribution will fall under the oversight of the County EOC, while warming centers and supply drops will fall under the oversight of the municipal EOCs.

B. RESPONSIBILITIES

1. Each municipality will be responsible for conducting debris clearance, damage assessment and snow removal on the municipal-maintained roadways, and the Maine Department of Transportation will be responsible for the same on state-maintained highways. Snow removal is a normal operation of municipalities in Waldo County, and there are no mutual aid agreements for snow removal between communities. During a major snowstorm, either additional resources will be contracted or the removal times will be lengthened. Municipal fire departments may be used to help clear tree debris from roadways.

2. During the ice storm of 1998, the Maine National Guard and the Maine Department of Transportation assisted the municipalities. To acquire state resources for debris clearance, each municipality will provide resource requests to the Waldo County EOC. The County EOC will forward the requests to the State EOC.

C. COMMUNICATIONS

1. Communications will be maintained between the Waldo County Regional Communications Center (RCC), the Waldo County EOC, first responders and municipal officers. A major blizzard or ice storm could down telephone transmission lines and even drop cellular and radio towers, as happened during the ice storm of 1998. It is not likely, however, that all phone, cell phone and radio transmission resources will be out simultaneously over the entire County for lengthy periods of time.

2. Primary radio communications between the County EOC and the 26 municipal EOCs will be on the County EMA repeater channel (Rx = 156.1425, Tx = 158.9700, PL 123.1). Should this repeater be down, the EOC Manager will assign one of the EMA Tactical Repeaters to replace the EMA radio repeater. Should the entire radio tower at Aborn be down, a Tactical channel or portable repeaters may be used.

D. PUBLIC INFORMATION AND WARNING

1. The National Weather Service will provide winter storm warning and watch announcements via the NOAA weather radio and local radio and television stations. Most winter storms in Maine do not come as a surprise. The problems that arise are usually due to people's or communities' lack of preparation.

a. A *winter storm watch* indicates that severe winter weather may affect the area.

b. A *winter storm warning* indicates that severe winter weather conditions are definitely on the way.

c. A *blizzard warning* means that large amounts of falling or blowing snow and sustained winds of at least 35 miles per hour are expected for several hours.

2. Because a Maine winter storm typically affects a large section of the state, the Maine Emergency Management Agency and the National Weather Service will contact local radio and television stations to notify the public of the expected severity and conditions of the winter storm, instructions on how to prepare for the storm and the status of road closures.

3. Public evacuations are not expected to occur as a result of a severe winter storm. Individuals may need to relocate from their homes if they lose power and have no backup heat source. Some nursing home patients or elderly residents may need assistance from the Waldo County EOC or American Red Cross in order to evacuate to other facilities. This limited evacuation is unlikely to cause traffic congestion anywhere in the County.

E. MASS CARE

1. Tourist populations during the winter months are very small. Emergency Shelters and Warming Centers may need to be opened to provide warming or food for those affected by the storm. During the ice storm of 1998, which lasted for two weeks, about 300 people in the County stayed in regional overnight shelters. During the December 2013 ice storm, about 36 residents stayed overnight in an ARC shelter. Some residents will utilize warming centers to get meals, water and information.

2. Overnight sheltering will be the responsibility of the County EOC. These shelters will be managed by the American Red Cross. If only a few people need shelter, they may be sheltered in area commercial lodging. If the numbers are sufficiently high, then several mass care facilities will be established. See Annex F for more information.

3. Warming Centers will be the responsibility of the municipal EOCs and will be managed by local volunteers. The County will attempt to support the Warming Centers with supplies provided by the State EOC or the Federal government.

F. RESOURCE MANAGEMENT

Municipalities will contact the County EOC to request resources, as described in Annex H.

ATTACHMENT 14: STRUCTURE COLLAPSE

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. A secondary result of a transportation accident, explosion, fire, flood, storm surge, earthquake, large snow load, high winds, misuse or lack of maintenance could cause a structure to collapse. Structures may include buildings (residential, commercial, or public), bridges, dams or towers.

2. A structure could collapse in any part of the County.

3. People could be killed, injured and/or trapped in a structurer collapse.

4. A structure collapse could close roads, damage utilities or obstruct communications.

5. There are few very large buildings in Waldo County. Most municipalities have little or no three-story or larger buildings. The City of Belfast does have a small downtown with three-story brick buildings.

6. There are no Urban Search and Rescue (USAR) structure collapse teams in the State of Maine. The closest USAR is in Massachusetts, about five hours travel time away.

7. The largest bridges are the Penobscot Narrows Bridge (2007) in Prospect and the Veteran's Bridge (1965) in Belfast. Most of the older bridges are small.

8. There are no large dams in Waldo County. There are a few dams that could collapse and cause localized damages to nearby roads.

9. The County relies on five radio towers for the public radio system. Fire/EMS and law enforcement dispatching works on a voter-repeater system that links several towers together. EMA relies on stand-alone radio repeaters on five separate towers which are not interconnected.

B. ASSUMPTIONS

1. Local fire departments would need to initiate rescue operations without proper equipment or training for collapsed structures.

2. Local contractors with heavy equipment will be the first available equipment for dealing with a collapsed building or bridge.

3. A collapsed structure could result in a mass casualty incident.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a winter emergency include the following:

1. Life safety for residents and responders
2. Transportation accessibility

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a winter emergency include the following:

1. Ensure the health and safety of all County first responders who are performing rescue operations.
2. Open roadways to emergency traffic.

C. INCIDENT TACTICS

Waldo County's incident tactics for a winter emergency include the following:

1. Activate ARC emergency shelters as needed.
2. Request additional Safety Officers and Structural Engineers from the State EOC.
3. Request additional heavy equipment from Maine DOT.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL: ICS will be established. See Annex A for more information.

B. RESPONSIBILITIES

1. The impacted municipality will be responsible for establishing incident command. Unified Command will be established with the local Fire Chief and the State Agency with jurisdiction, depending on the situation.

2. Maine Department of Transportation (MeDOT): Responsible for directing debris clearance and structure stabilization of state owned and maintained bridges.

3. Maine State Police (MSP): Responsible for investigations related to structure collapse due to a suspected criminal incident.

4. Maine Fire Marshal: Responsible for investigations related to structure collapse due to a fire or explosive incident.

ATTACHMENT 15: TERRORIST ATTACKS

I. SITUATION AND ASSUMPTIONS

A. SITUATION

1. Potential terrorist activities can include violent demonstrations, bombings, mass shootings, sabotage, assassinations, or use of nuclear, biological and chemical (NBC) agents.

2. Though the threat of terrorism throughout the world is significant, the threat of large scale terrorist threats within the County of Waldo is remote. The most likely form of terrorism in the County will be from either a "lone wolf" or from a small cell of American citizens who are espousing a certain form of political extremism. Of this type of terrorism, the most active domestic terrorist organizations in the U.S. are the Earth Liberation Front (ELF) and the Animal Liberation Front (ALF). The most likely targets in Waldo County would be to civilian populations at local colleges and schools, industrial plants, hospital/clinics, government office buildings, transportation infrastructure, water supplies and pipelines.

3. Terrorism aims to achieve a political or social goal by creating a climate of sustained fear and intimidation. Thus, public attention through the media is the main goal of any terrorist act.

4. The most effective way to evoke a climate of fear is to create a mass casualty incident using weapons of mass destruction (WMD). A WMD is defined as any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, disease organisms, radiation or radioactivity, or explosion or fire. WMD include conventional explosives, secondary explosive devices, cyber attacks, and nuclear, biological, or chemical warfare agents. The latter may not be immediately obvious, making it difficult to determine when and where they have been released, who has been exposed, and what danger is present for first responders and medical staff. The key categories of WMD are described below.

a. **Conventional explosives** are by far the weapon of choice for terrorists. These devices are also used to kill, seriously injure, or incapacitate people through physiological effects and to destroy structures. The components are readily available, as are detailed instructions on constructing such a device. Improvised explosive devices are categorized as explosive or incendiary, and as employing high or low yield filler explosive materials to explode and/or cause fires. Explosions and fires also can be caused by projectiles and missiles, including aircraft used against high-profile targets such as buildings, monuments, and special events arenas. Bombs and firebombs, which are cheap and easily constructed, are the terrorist weapon most likely to be encountered. Large, powerful devices can be outfitted with timed or remotely triggered detonators and can be designed to be activated by light, pressure, movement, or radio transmission. The potential exists for single or multiple bombing incidents in single or multiple municipalities. Explosive materials can be employed covertly with little signature and are not readily detectable. Secondary explosive devices may also be planted near the scene of an initial explosion so that they may be detonated against the first responders.

b. **Chemical agents** are intended to kill, seriously injure, or incapacitate people through physiological effects. Hazardous industrial and military chemicals can be introduced via aerosol devices (e.g., munitions, sprayers, or aerosol generators), breaking containers, or more covert forms of dissemination. Early in an investigation, it may not be obvious whether an outbreak was caused by an infectious agent or a hazardous chemical; however, most chemical attacks will be localized, and their effects will be evident within a few minutes. There are both persistent and non-persistent chemical agents. Persistent agents remain in the affected area for hours, days, or weeks. Non-persistent agents have high evaporation rates, are lighter than air, and disperse rapidly, thereby losing their ability to cause casualties after 10 to 15 minutes, although they may last longer in small, unventilated areas.

c. **Biological agents** are also intended to kill, seriously injure, or incapacitate people through physiological effects, though usually at a much slower rate than chemical agents**.** When people are exposed to a pathogen such as anthrax or smallpox, they may not know that they have been exposed, and those who are (or subsequently become) infected may not feel sick for some time. This delay between exposure and onset of illness, the incubation period, is characteristic of infectious diseases. It may range from several hours to a few weeks, depending on the exposure and pathogen. Unlike acute incidents involving explosives or some hazardous chemicals, the initial detection and response to a biological attack on civilians is likely to be made by patient care providers and public health professionals. Victims of biological agent attack may serve as carriers of the disease and infect others.

d. **Nuclear/radiological weapons** are also intended to kill, seriously injure, or incapacitate people through physiological and psychological effects, though the rate of effect may vary. In a conventional explosion that disperses radioactive materials, known as a “dirty bomb,” the fact that radioactive material was involved may or may not be obvious, depending upon the nature of the explosive device. The presence of a radiation hazard is difficult to ascertain unless responders have the proper detection equipment and have been trained to use it. A nuclear detonation is quite easy to ascertain, but the effects are magnitudes higher.

e. **Cyber terrorism** is the malicious use of electronic information technology to commit or threaten to commit acts that endanger human lives or harm critical infrastructure in order to intimidate or coerce a government or a civilian population to further political or social objectives. It can involve intrusion, denial-of-service attacks, or other forms of attack. As with other guidance on how to protect critical infrastructure, most cyber protection guidance focuses on prevention rather than contingency and consequence management planning.

B. ASSUMPTIONS

1. Although a WMD incident is possible in Waldo County, it is considered unlikely. However, it is important to address in planning because the consequences would be catastrophic.

2. A WMD attack may result in mass casualties, seriously affect short- and long-term health and safety, damage infrastructure, contaminate large areas, and cause extraordinary economic damage within the County. Since the Maine State Police have jurisdiction over major crime investigations, no formal declaration of emergency will be required to initiate a State response. Rather, assistance will be provided in response to a request based on the Incident Commander’s evaluation of the on-scene conditions.

3. Specialized WMD detection equipment and personnel will be required to determine the size of the affected area and whether the level of contamination presents an immediate or long-term health hazard. The Waldo County Decon Strike Team (DST) maintains equipment to detect radioactivity, and nerve and blister chemical agents. The 11th Civil Support Team (CST) would be requested for any suspected NBC attack. This team has equipment to detect all forms of NBC agents.

4. An incident may occur with little or no warning at a time of day that produces maximum casualties and causes widespread damage. In all cases, this plan assumes that facility security or local law enforcement will be incapable of preventing occupation or random attack and that the response capabilities of Waldo County will be quickly overwhelmed from the effects of a chemical, biological or nuclear attack.

5. Federal assistance may take several hours or more to reach the scene, making the initial response critical in asserting control and limiting the terrorists' attainment of their goals.

6. Response to a disaster can be divided into two categories: crisis management and consequence management. *Crisis management* includes measures to anticipate, prevent, and/or resolve a threatened or actual disaster. *Consequence management* includes measures to protect public health and safety after a disaster, restore essential government services, and provide emergency relief to governments, business, and individuals. Crisis management is typically a law enforcement issue, while consequence management is typically a fire department and emergency medical service issue.

II. CONCEPT OF OPERATIONS

A. INCIDENT PRIORITIES

Waldo County's incident priorities for a terrorist attack include the following:

1. Life safety for incident victims and responders
2. WMD agent control and limiting the effects and spread of the WMD agent
3. Deceased victim recovery
4. Scene security

B. INCIDENT OBJECTIVES

Waldo County's incident objectives for a terrorist attack include the following:

1. Contact all pre-identified first responders and emergency managers within 15 minutes.
2. Ensure the health and safety of all first responders on scene.
3. Search for and locate all incident victims within 30 minutes of notification.
4. Decontaminate and rescue all incident victims within 30 minutes of locating.
5. Establish pollution control measures around the incident within one hour of notification.
6. Recover the bodies of any deceased victims within two days.

C. INCIDENT TACTICS

Waldo County's incident tactics for a terrorist attack include the following:

1. Alert the statewide specialized WMD response teams.
2. Ensure that all first responders on scene have appropriate personal protective equipment for the hazard zone in which they are located.
3. Utilize a technician-level hazardous materials team to search for and locate incident victims.
4. Decontaminate, triage, treat and transport all patients.
5. Account for all victims and responders.
6. Designate mortuary collection sites.
7. Recover bodies of any deceased victims once the scene is decontaminated.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. DIRECTION AND CONTROL

1. Initially, the Incident Commander (IC) may not be aware that the incident is a terrorist attack and may believe that it is a hazardous materials accident. Once the IC has become aware that the incident is a terrorist attack, immediate notification must be made to the County Regional Communications Center (RCC). The RCC will notify the County EMA and Sheriff's Office and the Maine State Police (MSP). The MSP will notify the FBI.

2. As stated in the Basic Plan and Annex A, the Incident Command System (ICS) will be used for all County command and control operations. The primary difference in the command system between a terrorist incident and a large-scale hazardous materials accident is the high-level involvement of law enforcement. A terrorist attack will involve the Federal Bureau of Investigation (FBI) and Department of Homeland Security (DHS). Therefore, the following direction and control issues are additional to those listed in the Basic Plan.

3. Initial unified command will be between local law enforcement and fire department officers. Eventually, State and Federal officials will assume leadership roles in the Unified Command.

4. The County EMA Director will activate the Waldo County Incident Management Assistance Team (IMAT), which is a Type 4 (county-level) team. The Director will also request IMAT assistance from the Maine Emergency Management Agency (MEMA) and adjacent counties. All local requests for aid during a terrorist incident will pass through the County EMA to MEMA.

5. The County RCC will receive calls, elicit information, dispatch first responders, relay information to first responders prior to their arrival on scene, and make notifications.

6. First responders will make an initial assessment when they arrive on scene. Most first responders in Waldo County are trained in hazardous materials awareness and will determine if the incident is a possible terrorist attack and if there is a potential for WMD involvement.

7. The senior responder will assume IC, establish an incident command post in an area that is safe from potential secondary hazards/devices, and warn others to be alert for such hazards. The Incident Commander will establish a security perimeter and a credentialing system. The site of a terrorist incident is a crime scene as well as a disaster scene, although the protection of lives, health, and safety remains the top priority. Because of these considerations, as well as logistical control concerns, it is extremely important that the incident site and its perimeter be tightly controlled as soon as possible. As soon as local law enforcement and fire officer are on scene, the IC will transition to a Unified Command.

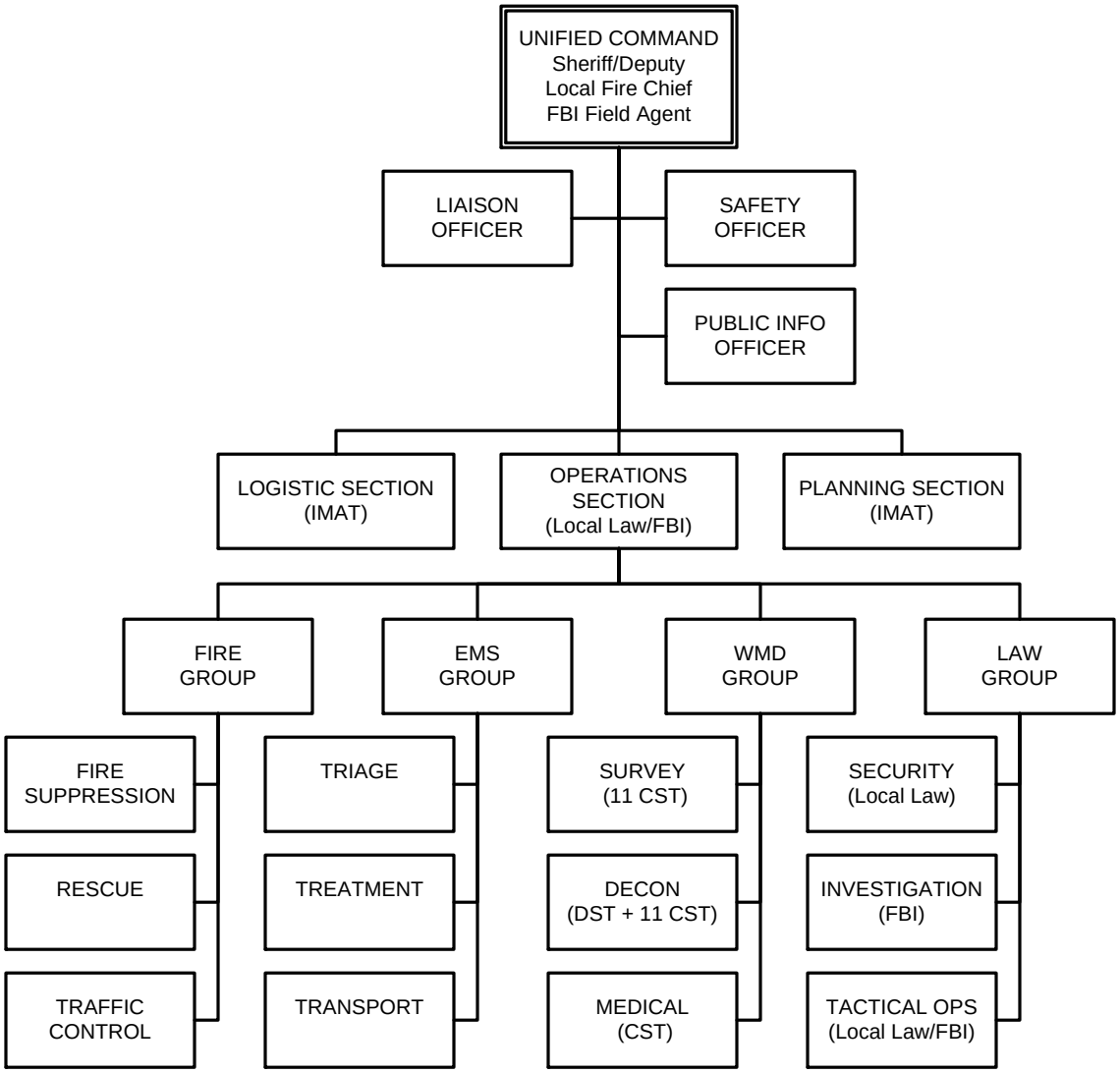

Table 7.1 Typical Incident Command organization for a Terrorist Attack

8. First responders will perform any obvious rescues as circumstances permit without putting themselves in severe danger. Responders will begin triage and treatment of victims and attempt to identify the hazard agent.

9. Incident Command will notify the local hospitals that will be receiving the victims exposed to possible WMD agents. On scene law enforcement will ask the County RCC to contact the State Police to request notification of the FBI.

10. The municipal officers will declare a local state of emergency. The County EMA Director may request that the Governor declare a County state of emergency.

11. Municipal, County, State and Federal law enforcement officials must develop a consensus "rules of engagement" early in the planning process to smooth the transition to Unified Command. The Unified Command Structure will facilitate both crisis management and consequence management, and will expand as additional support units and agency representatives arrive.

12. The FBI is the overall Lead Federal Agency for a domestic terrorist incident involving WMD and will lead all crisis management activities (including law enforcement) as a part of Unified Command. DHS is the lead agency for coordination of Federal support to State and local responders during consequence management activities.

13. During a terrorist incident, the field-level FBI responders will function at a Joint Operations Center. Representation within the Joint Operations Center will include officials from local, State and Federal agencies with specific roles in crisis and consequence management.

B. COMMUNICATIONS

1. In the event of a WMD incident, rapid communication is important to ensure a prompt and coordinated response. Communications must be maintained between the County RCC, the first responders, the hospital emergency room, and the municipal and County Emergency Operations Center (EOC). See Annex B for more information on Communications.

2. A terrorist attack is likely to overload non-dedicated telephone lines and cellular telephones. First responders will rely primarily on radio communications. The County EOC will communicate with the responders by radio and with other each other and other agencies by phone or radio. The Internet will be used as much as possible to pass large amounts of information in order to reduce the time on landline and cellular phones.

3. All radio communication traffic will be managed by the County RCC. The Incident Commander, with assistance from the County EOC, will establish communications and frequency protocols and assignments to reduce confusion on the radios. Currently, the County does not have radio interoperability problems; however, when State and Federal responders arrive, a new communications plan will need to be developed. There are four Mobile Command Vehicles located throughout the State. One or more of these vehicles may be requested by the County EMA Director to coordinate command, control and communications on scene.

4. Responders must be made aware of the danger of operating radios at the scene of a terrorist incident. Radio transmissions have the ability to detonate explosive devices. Responders should not transmit within 300 feet of the location of a suspected explosive device.

C. WARNING

A WMD incident may be overt (immediately obvious) or covert (when the existence of an attack only gradually becomes clear, for example through a suspicious pattern of illnesses).

1. **Initial detection:** The initial assessment of an overt WMD terrorist attack will likely be made by municipal first responders or County or State law enforcement officers arriving at a mass casualty incident. A local medical facility may be the first to discover a covert biological attack, by recognizing a pattern of symptoms or syndromes. Detection of biological agents may not occur until days or weeks after exposed individuals have left the site of the release.

2. **Initial warning**: When an overt WMD incident has occurred, the initial call for help will likely come from the public to the County RCC. The caller may or may not identify the incident as a terrorist incident, but may state only that there was an explosion, a major accident, or a mass casualty incident. Information relayed through the RCC dispatcher prior to arrival of first responders on scene, as well as the initial assessment, will provide first responders with the basic data needed to respond to the incident.

3. **Investigation and containment of hazards:** First responders will provide initial assessment and scene surveillance of a hazard caused by a suspected act of WMD terrorism. The County EMA Director will contact MEMA to request a Regional Response Team and/or the 11th WMD Civil Support Team.

D. EMERGENCY PUBLIC INFORMATION

1. Terrorism is designed to create chaos, confusion, and public panic and to stress response resources at every level of government. Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of these terrorist objectives. Research has shown that accurate, consistent, and timely information calms anxieties and reduces problematic public responses, such as panic and spontaneous evacuations, that terrorists hope will hamper response efforts. The news media will be the public's primary source of information, from both official and other sources, over the course of the emergency.

2. The Waldo County EOC will immediately establish a media center and contact area television stations and local radio stations to provide information that can help safeguard the public from the hazard. In communicating with the media, the County EOC Manager or assigned Public Information Officer (PIO) will do the following:

- Focus on specific hazard-event-related information.
- Report positive news about emergency response efforts.
- Correct or verify rumors.
- Provide information on protective measures that the public can implement.

3. The PIO will need to link in with the State Joint Information Center (JIC) in order to ensure that "one message" is being released.

4. The County EMA Director will contact the Maine Department of Public Safety (DPS) Augusta Public Safety Answering Point (PSAP) and request an Emergency Alert System (EAS) message be transmitted.

E. EVACUATION

1. Evacuation from the incident site may be required to prevent further contamination by the initial release of a WMD agent, the activation of secondary devices, or additional attacks targeting emergency responders.

2. Evacuations will be authorized and initiated by the Incident/Unified Command. The IC/UC must coordinate with the other communities and counties that may be affected by the evacuation. This can be accomplished through the County EOC.

F. SHELTERING IN PLACE

1. Temporary in-place sheltering may be appropriate if there is a short-duration release of hazardous materials or if it is determined to be safer for individuals to remain in place. Sheltering in place occurs when people make the place they are in as safe as possible to protect themselves until help arrives, or until the immediate danger passes. It uses a building and its indoor atmosphere to temporarily separate people from a hazardous outdoor atmosphere. Over time, small cracks in buildings will allow contaminated air to enter the indoor atmosphere, and some exposure will occur. But if properly undertaken, sheltering in place can provide substantial protection from doses high enough to cause injury.

2. The option of sheltering in place may be preferable when the WMD release is very fast, a migrating toxic cloud could quickly overtake unprotected or evacuating citizens, the material released has a low health hazard, or evacuation would create problems that would outweigh its usefulness.

3. Sheltering in place will be authorized and initiated by the Incident Commander. Directions to shelter in place will be communicated to the public using the EAS, NOAA weather radios and local TV and radio stations.

G. HEALTH AND MEDICAL SERVICES

1. Issues that may be different during a terrorist incident include decontamination, safety of victims and responders, the choice between evacuation and sheltering in place, and multi-hazard or multiple agents. Local hospital and emergency medical personnel may need to handle large numbers of people who may or may not be contaminated but who are fearful about their medical well-being.

2. First responders may be entering an environment with biological or chemical agents, radioactive materials, or hazardous air pollutants from collapsed buildings. The Incident Commander will perform a risk assessment and modify standard protocols if the risk assessment so indicates.

3. The Incident Commander will identify locations for setup of decontamination stations and for mobile triage support. With assistance from the County Decon Strike Team, Regional Response

Team, or WMD Civil Support Team, the Incident Commander will determine safety perimeters appropriate to the type of agent used in the attack.

4. A midpoint or intermediary station may be needed to move victims out of the way of immediate harm and provide decontamination and general lifesaving support before evacuating them to a mass care location for further attention.

5. Waldo County Hospital has the capability to handle a small number of contaminated casualties. However, it is vital that the IC notify the hospital(s) of the types of WMD agents used in the attack and the number of potentially contaminated victims.

IV. ADMINISTRATION AND LOGISTICS

A. In addition to the hazardous materials teams and decontamination strike teams located throughout the state, the following resources may be requested by the County EMA Director.

1. The **11th Civil Support Team (WMD)** can support civil authorities at a suspected terrorist incident involving potential chemical, biological, radiological, nuclear or high-yield explosive weapons, by identifying agents/substances, assessing current and projected consequences, advising on response measures, and assisting with requests for State support. Maine's 11th Civil Support Team (WMD) is located behind the Army National Guard Armory in Waterville. MEMA can authorize the activation of this team.

2. **State Fire Marshal's Office investigators** are sworn law enforcement officers responsible for conducting investigations into the origin and cause of fires and explosions. They represent the Attorney General's Office and can make arrests, write summonses, and conduct administrative and criminal search warrants throughout the investigation process. The State Fire Marshal's Office is located in Augusta.

3. The **Maine State Police Bomb Team** specializes in the detection, detonation, disablement, and removal of explosive devices. This team is located in Augusta.

4. The **Maine Center for Disease Control and Prevention** can advise on a range of public-health-related areas including epidemiology, medicine, veterinary medicine, toxicology, and health engineering. It can assist the response to a possible terrorist incident involving biological, chemical or radiological WMD in the following ways:

a. Investigation – providing public health expertise to determine the likely cause of an incident.

b. Consultation – providing public health recommendations for the management of the incident's effects on the population as a whole and on individual patients.

c. Communication – providing the means to deliver urgent health alerts and medical advisories to members of the medical community using blast-faxes, e-mails and a secure website; assisting emergency management officials in developing health advisories and educational messages for the general public.

d. Pharmaceutical stockpile administration – coordinating the distribution of pharmaceuticals and supplies from the Federal Centers for Disease Control stockpile.

B. A WMD or bioterrorist event will be beyond the response capabilities of Waldo County. It will become a statewide event. The Waldo County EMA will immediately request resources from MEMA and coordinate information and efforts between the municipalities, local medical facilities, and State agencies involved.

GLOSSARY

Aggregate Care Facility: Aggregate care facilities are auxiliaries to the hospital where patients with less severe medical problems can be cared for and monitored.

Area Command: An organization established to oversee the management of multiple incidents, each being handled by an ICS organization or to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met.

Branch: In the Incident Command System, the organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section.

Casualty: Any human requiring health or medical services, including mental health services and medical forensics/mortuary care (for fatalities), as a result of a hazard impact.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command post: An ad hoc location established at or as near as possible to a disaster site, from which the Incident Commander functions. It contains the command, control, coordination and communications elements necessary to direct and manage the response to the event.

Command staff: The Incident Commander and the staff positions of Public Information Officer, Safety Officer and Liaison Officer, who report directly to the Incident Commander. They may have assistants as needed.

Common operating picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit: In the Incident Command System, an organizational unit in the Logistics Section responsible for providing communication services at an incident or an Emergency Operations Center.

Consequence management: Measures to protect public health and safety after a disaster, restore essential government services, and provide emergency relief to governments, business, and individuals.

Contamination: The undesirable deposition of a chemical, biological, or radiological material on the surface of structures, areas, objects, or people.

Coordinate: To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

Credentialing: Providing documentation that can authenticate and verify the certification and identity of incident command staff and emergency responders. A credentialing system helps ensure that personnel representing various functional disciplines possess a minimum common level of training, currency, experience, physical and medical fitness, and capability for the position they are tasked to fill.

Crisis management: Measures to anticipate, prevent, and/or resolve a threatened or actual disaster.

Damage assessment: An appraisal or determination of the effects of the disaster on human, physical, economic, and natural resources.

Decontamination: The reduction or removal of a chemical, biological, or radiological material from the surface of a structure, area, object, or person.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Disaster: A hazard impact causing adverse physical, social, psychological, economic or political effects that challenges the incident managers' ability to respond rapidly and effectively. The stepped-up capacity mobilized to respond to an Emergency (see below) is not sufficient to deal with the impact.

Disaster, major: Any natural catastrophe (including a hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

Division: In the Incident Management System, a geographical area of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is organizationally situated between the branch and resources in the Operations Section.

Emergency: A hazard impact that causes adverse physical, social, psychological, economic or political effects and challenges the incident managers' ability to respond rapidly and effectively. It requires a stepped-up capacity (call-back procedures, mutual aid, etc.) and commonly requires change from routine management methods to an incident command/management process.

Emergency management (EM): Organized analysis, planning, decision making, and assignment of available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards. The goal of EM is to save lives, prevent injuries, and protect property.

Emergency manager: The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

Emergency Operations Center: A location from which centralized emergency management can be performed during response and recovery. Emergency operations centers can be formed at the institutional, local, county, and state levels.

Emergency public information: Information that is disseminated before or during an emergency. It can consist of situational information, advice, and directives.

Evacuation: Organized withdrawal from dangerous or potentially dangerous areas, and provision of reception and care in safe areas.

Extremely hazardous substances: Chemicals with especially severe toxicity, as identified by EPA and under Title III of SARA (the Superfund Amendments and Reauthorization Act).

Federal Coordinating Officer: An official appointed by the President who is responsible for initial appraisal of the impact area, establishing field offices, and coordinating relief and support with state and local coordinating officers.

Federal disaster area: A county that is declared eligible for federal disaster relief under the Stafford Act. Such declarations are made by the President, usually as a result of a request made by the governor of the affected state.

First responders: Individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment—including emergency management, public health, clinical care, public works, and other skilled support personnel who provide immediate support services during response and recovery operations.

General staff: Incident management personnel who lead a section of the response, organized according to function, and report to the Incident Commander. The general staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Group: In the Incident Command System, personnel assembled to perform a specific function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section.

Hazard: A potential or actual force, physical condition, or agent with the ability to cause human injury, illness or death; significant damage to property, the environment, critical infrastructure, agriculture or business operations; or other types of harm or loss.

Hazardous material: Any material that is explosive, flammable, poisonous, corrosive, reactive, or radioactive (or any combination thereof) and requires special care in handling because of the hazards posed to public health, safety, or the environment.

Homeland Security: A national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from any attacks that do occur.

Incident: An occurrence, natural or human-caused, that requires an emergency response to protect life or property—for example, a major disaster, emergency, terrorist attack, terrorist threat, wildland or urban fire, flood, hazardous materials spill, nuclear accident, aircraft accident, earthquake, hurricane, tornado, tropical storm, war-related disaster, public health or medical emergency, or other occurrence requiring an emergency response.

Incident Command System: A standardized, integrated organizational structure for field-level emergency management that can be applied to incidents of varying complexity and size and that enables responders from public and private agencies to work across jurisdictional boundaries. The Incident Command System can be used to organize facilities, equipment, personnel, procedures, and communications.

Incident objective: A statement of guidance and direction necessary for the selection of appropriate strategies and the tactical direction of resources. Incident objectives must be realistic, achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Individual Assistance: When the President declares a disaster and authorizes providing Individual Assistance, FEMA's Individuals and Households Program (IHP) can help homeowners and renters affected by the disaster with housing needs and necessary expenses.

Joint Field Office: A temporary Federal facility established locally to coordinate Federal operational assistance to an affected jurisdiction.

Joint Information Center: A facility established to coordinate all incident-related public information activities. Public information officials from all participating agencies should co-locate at the Joint Information Center.

Joint Information System: An organization that integrates incident information and public affairs and provides consistent, coordinated, timely information during a crisis. Its mission is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander; advising the Incident Commander concerning public affairs issues that could affect the response effort; and controlling rumors and inaccurate information that could undermine public confidence in the response.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal) or functional (e.g., law enforcement, public health).

Liaison Officer: In the Incident Command System, a member of the command staff responsible for coordinating with representatives from cooperating and assisting agencies.

Logistics: The provision of resources and services to support incident management.

Logistics Section: In the Incident Command System, the section responsible for providing facilities, services, and material support.

Mass casualty incident: A casualty-creating hazard incident in which the available organizational and medical resources, or their management systems, are insufficient to meet the medical needs of the affected population. (In Waldo County, five or more seriously injured casualties would constitute a mass casualty incident.)

Mitigation: Activities taken to eliminate or reduce the probability of the event, or reduce its severity or consequences, either prior to or following a disaster or emergency.

Multi-Agency Coordination System: A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. Its components include facilities, equipment, emergency operation centers, specific multi-agency coordination entities, personnel, procedures, and communications.

Mutual aid: Voluntary provision of services and facilities including (but not limited to) firefighting, police, medical and health, communications, transportation, and utilities. Mutual aid is intended to provide support to jurisdictions whenever their own resources are inadequate to cope with a given situation.

Mutual aid agreement: A pre-arranged written agreement between agencies and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National Incident Management System: A system that provides a consistent nationwide approach for Federal, state, local, and tribal governments, the private sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, state, local, and tribal capabilities, the National Incident Management System includes a core set of concepts, principles, and terminology**:** the Incident Command System; Multi-Agency Coordination Systems; training; identification and management of resources; qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Center: A Federal communications center for activities relating to hazardous materials response, located at U.S. Coast Guard headquarters. The National Response Center is the dispatch agency for the Coast Guard, the Environmental Protection Agency and any other hazardous-materials-related Federal government emergency response teams.

Nongovernmental organization: An association that is based on the interests of its members and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples include faith-based charity organizations and the American Red Cross.

Operational period: A designated time period in which tactical objectives are to be accomplished and re-evaluated.

Operations Section: In the Incident Command System, the section responsible for all tactical incident operations. It normally includes subordinate branches, divisions, and/or groups.

Planning Section: In the Incident Command System, this section is responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Plume: An identifiable stream of air with a temperature or composition different from that of its environment. Examples are a smoke plume from a chimney and a buoyant plume rising by convection from heated ground.

Preparedness: Activities, programs, and systems developed and implemented prior to a disaster/emergency that are used to support and enhance mitigation of, response to, and recovery from disasters/emergencies.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property—such as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of a threat; public health and agricultural surveillance and testing; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Public assistance: Supplementary Federal assistance provided pursuant to a Presidential declaration of emergency or major disaster under the Stafford Act to state and local governments or certain private, not-for-profit organizations other than assistance for the direct benefit of individuals and families.

Public health: The protection and improvement of community health by organized community effort, including preventive medicine and sanitary and social science.

Public health emergency: An occurrence or imminent threat of an illness or health condition that poses a high probability of harm to a large number of people.

Public Information Officer: A member of the command staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Recovery: Activities and programs designed to return conditions to an acceptable level.

Resources: Personnel, equipment, supplies, and facilities available or potentially available for assignment to incident operations.

Resource management: A system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols.

Resource Unit: In the Incident Command System, a functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Activities to address the immediate and short-term effects of a disaster/emergency.

Risk: The expectation of loss from hazards and their impact. Risk is a function of probability (likelihood) of a hazard occurrence and the impact (consequences) of the hazard should it occur.

Risk Assessment: An estimate of the likelihood of adverse effects that may result from exposure to certain health hazards. Risk assessment is the determination of a value of risk related to a concrete situation and a recognized hazard. A risk assessment requires an integration of the magnitude of the potential loss and the probability that the loss will occur.

Safety Officer: A member of the command staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures to ensure personnel safety.

Section: In the Incident Command System, the organizational level having responsibility for a major functional area, such as Operations, Planning, Logistics, or Finance/Administration. The section is organizationally situated between the branch and the Incident Command.

Severe weather: Any atmospheric condition potentially destructive or hazardous for human beings. It is associated with extreme convective weather (tropical cyclones, tornadoes, severe thunderstorms, squalls, etc.) and with storms of freezing precipitation or blizzard conditions.

Situation analysis: The process of evaluating the severity and consequences of an incident and communicating the results.

Situation assessment: An assessment produced during emergency response and recovery that combines incident geography/topography, weather, hazard, hazard impact, and resource data to provide a balanced knowledge base for decision-making. Adequate situation assessment and dissemination of a comprehensive situation assessment (through situation reports and other means) creates the common operating picture.

Situational awareness: State of knowledge of the surrounding situation, including an understanding of the evolving state of the environment.

Span of control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. An appropriate span of control is between three and seven.

Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. The Stafford Act provides an orderly and continuing means of assistance by the Federal government to state and local governments in carrying out their responsibilities to alleviate the suffering and damage that result from disaster. The President, in response to a state governor's request, may declare an "emergency" or "major disaster" in order to provide Federal assistance under the Act. The President, in Executive Order 12148, delegated all functions, except those in Sections 301, 401, and 409, to the Director of FEMA. The Act provides for the appointment of a Federal Coordinating Officer who will operate in the designated area with a State Coordinating Officer for the purpose of coordinating state and local disaster assistance efforts with those of the Federal government.

Staging area: A location where resources can be placed while awaiting a tactical assignment. The Operations Section manages staging areas.

Strategy: The general direction selected to accomplish incident objectives.

Strike team: A group of resources of the same kind and type.

Tactics: Specific actions, sequences of actions, procedures, tasks, assignments and schedules used to fulfill a strategy and achieve an objective.

Task force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a task force must have common communications and a designated leader.

Terrorism: An illegal activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: An indication of possible violence, harm, or danger.

Unified Command: An application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Each participating agency designates a member of the Unified Command, and these representatives work together to establish a common set of objectives and strategies.

Unit: In the Incident Command System, the organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Volunteer: A person agreeing to provide service, outside the scope of his/her employment, without compensation.

Volunteer, spontaneous: A volunteer presenting to help at the disaster scene who was not recruited and is not affiliated with a response organization. Also referred to as unsolicited volunteers.

Vulnerability: The likelihood of being affected by a hazard, and susceptibility to the impact and consequences (injury, death, and damage) of the hazard.

Warning: A forecast issued by the National Weather Service issued when a particular weather or flood hazard is "imminent" or already occurring (e.g., tornado warning, flash flood warning). A warning is used for conditions posing a threat to life or property.

Watch: A forecast issued by the National Weather Service Forecast well in advance to alert the public of the possibility of a particular weather-related hazard (e.g. tornado watch, flash flood watch). The occurrence, location and timing may still be uncertain.

Weapon of Mass Destruction: Any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, disease organisms, radiation or radioactivity, or explosion or fire. WMD include conventional explosives, secondary explosive devices, cyber attacks, and nuclear, biological and chemical warfare agents.

ACRONYMS

ARC	American Red Cross
CDC	Center for Disease Control and Prevention
DEP	Department of Environmental Protection
DHHS	Department of Health and Human Services
DOT	Department of Transportation
DRC	Disaster Recovery Center
DST	Decontamination Strike Team
EAS	Emergency Alert System
EHS	Extremely Hazardous Substance
EMA	Emergency Management Agency
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
HAN	Health Alert Network
Hazmat	Hazardous Materials
HVA	Hazard Vulnerability Analysis
ICP	Incident Command Post
ICS	Incident Command System
IMAT	Incident Management Assistance Team
MACS	Multi-Agency Coordination System
MCI	Mass Casualty Incident
MDOT	Maine Department of Transportation
MEMA	Maine Emergency Management Agency
NAWAS	National Warning System
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NWS	National Weather Service
OSC	On Scene Coordinator
PIO	Public Information Officer
PPE	Personal Protective Equipment
RACES	Radio Amateur Civil Emergency Service
RCC	Regional Communication Center
RDMS	Rapid Data Management System
SNNE	[Coast Guard] Sector Northern New England
SNS	Strategic National Stockpile
SOP	Standard Operating Procedure
SWIMS	Statewide Information Management System
THIRA	Threat and Hazard Identification and Risk Assessment
VOAD	Voluntary Organizations Active in Disasters
WCAP	Waldo Community Action Partners
WCGH	Waldo County General Hospital
WMD	Weapons of Mass Destruction