

# EMERGENCY OPERATIONS PLAN

## WASHINGTON COUNTY, STATE OF MAINE

May 12, 2016



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With assistance from



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**APPENDIX A: ICS FORMS**

## I. PROMULGATION STATEMENT

The primary role of county government is to provide for the welfare of its citizens. Emergencies and disasters, whether natural or human-caused, threaten the well-being of Washington County's citizens and the regional economy. The goal of emergency management planning is to ensure that adequate preparation, response, recovery, and mitigation measures are in place to preserve public safety and welfare.

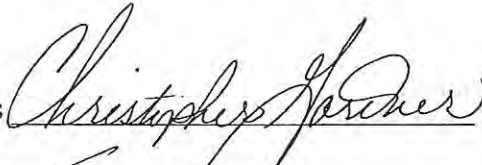
The Washington County Emergency Operations Plan provides a comprehensive framework and specific guidelines for county-wide emergency management. It addresses the roles and responsibilities of government and community-based organizations, and provides links to local, state, federal, and private organizations and resources that may be activated as needed to resolve disasters and emergencies that occur within the county.

This plan is consistent with current state and federal policy guidance. The plan will continue to evolve over time, responding to lessons learned from actual disaster and emergency experiences, ongoing planning efforts, training and exercise activities, and continuing updates to policy guidance from county, state and federal officials.

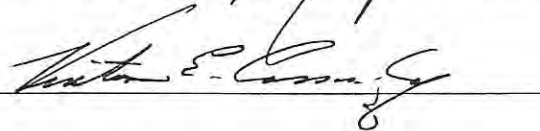
**Therefore**, in recognition of the emergency management responsibilities of Washington County Government, and with the full authority vested in us as Commissioners, we hereby adopt and promulgate this Washington County Emergency Operations Plan.

Signed:

Chair, Washington County Commissioners



Washington County Commissioner



Washington County Commissioner



Adopted this 12<sup>th</sup> day of May 2016

## **II. APPROVAL AND IMPLEMENTATION**

This plan supersedes the Washington County Emergency Operations Plan approved in March 2008.

The authority to implement this plan is contained in the Maine Civil Emergency Preparedness Act (37-B MRSA) and Article VIII, Part 2, Section 1 of the Constitution of the State of Maine. Title 37-B MRSA §783 requires that This plan supersedes the Washington County Emergency Operations Plan approved in March 2008.

Because this document affects the operations and actions of county government, the County Commissioners, acting as the duly elected officers of Washington County, Maine, claim the exclusive right to review, modify, and revise the plan as needed to meet any and all emerging challenges.

In accordance with the National Incident Management System (NIMS), the transfer of management authority during an emergency event requires a written delegation of authority from an agency to the Incident Commander. This procedure also facilitates the transition of leadership between incident management levels. The delegation of authority is a part of the briefing package provided to any incoming incident management team. It should contain both the level of delegation of authority, and specific limitations to that authority. The following paragraph serves as a written pre-approval of delegation within a ranked order of succession for county-wide emergency plan implementation.

The Chair of the County Commissioners shall be the primary authority for declaring a county emergency, implementing the Emergency Operations Plan, and terminating the emergency. Should he or she not be immediately available, the ranked order of succession for pre-approved delegation of this authority disaster shall be as follows:

1. Any available County Commissioner
2. Washington County Administrator
3. Washington County Sheriff
4. Washington County Chief Deputy Sheriff

### III. RECORD OF CHANGES TO PLAN

This plan is not intended to be a static document. Events that can and should trigger formal changes or revisions include:

- Updates in planning guidance and standards by county, state, or federal officials
- Changes in the county’s elected leadership
- Lessons learned from a major emergency or training exercise
- Significant changes in county demographics and population distribution
- Significant changes or additions to recognized hazards and threat profiles
- Enactment of new laws, ordinances, or protocols at any level that may affect the county’s emergency response procedures and operations

If changes are relatively minor or purely administrative in nature, they may be made electronically (or with pen-and-ink in hard copies) and recorded in the table below. For larger changes involving major policy shifts, or requiring a significant additional commitment of county-owned resources, the entire plan shall be updated and submitted for review and re-approval by the Washington County Commissioners.

<b>Change Number</b>	<b>Date of Change</b>	<b>Page or Section Changed</b>	<b>Summary of Change</b>	<b>Name of Person Authorizing Change</b>
1				
2				
3				
4				
5				
6				

## **IV. PLAN OVERVIEW**

### **Purpose**

The purpose of this plan is to direct actions intended to preserve life and protect property from further destruction in the event of an emergency. The overall plan establishes an emergency organization to direct and control operations during the emergency event, by assigning responsibilities to specific entities. All essential personnel and agencies are expected to utilize any and all available resources when mitigating against, preparing for, responding to, and recovering from a natural or human-caused emergency.

### **Scope**

This plan applies to the entire jurisdiction of Washington County, including its elected government officials, salaried employees, support staff, and trained volunteer first responders; its residents, including children and populations with special needs; a wide range of social service and emergency support organizations and their organized volunteer cadres; and the private sector business community. Designated emergency responders, supporting agencies, and community partners identified herein shall be provided with a copy of this plan and any future updates, and shall be made fully aware of all of the functions and responsibilities they are expected to assume in the event of a major emergency or disaster.

### **Capabilities Assessment**

The emergency response network in Washington County consists of professional staff, hourly workers, contracted specialty service providers, and dedicated local volunteers. Emergency forces are generally well-trained and adequately equipped to respond quickly and effectively to the most common and anticipated emergency scenarios.

Communications capabilities and equipment, both strategic and tactical, are robust and redundant. Washington County has far better mobile communications coverage than it did just five years ago, as 100 percent of the county's area is now within range of at least one communications relay tower. EMA and county deputies' emergency response vehicles have been equipped with mobile relay repeaters, in effect creating mobile command centers with relay capability that can travel to wherever they are most needed within the county. In many locations, mobile broadband service is also available. Washington County EMA places great emphasis on systems intercommunicability and the use of standard communications protocols, to ensure that all responding agencies, regardless of jurisdiction, will be able to communicate and cooperate during an emergency event.

Unforeseen and unique disaster scenes, and events that threaten a much larger area, such as a major wildfire in a remote portion of the county, would undoubtedly require additional on-the-ground assistance from state and federal agencies that have emergency response personnel and equipment based in Washington County. Washington County EMA and the Regional Communications Center (RCC) Emergency Dispatch maintain up-to-date inventory lists of each agency's emergency contacts, available assets, and any specialized skills or equipment that they could bring to an emergency scene, and coordinates with these agencies on a regular basis to ensure that they are ready to respond whenever needed.

If an emergency situation grew to exceed the capabilities of all available responders, Washington County EMA will immediately request MEMA's assistance to develop and execute a larger action plan, which might extend to authorizing a response effort from surrounding counties or even requesting the Governor to call in National Guard troops and specialty responders from other states. Please refer to the Hazard Analysis Annexes for a discussion of all of the anticipated threats, and the standard operating procedures (SOPs) that Washington County would undertake within each hazard scenario.

## **Situation**

Washington County is located in the easternmost portion of Maine, bordered by Aroostook County to the north and Hancock County to the west and south. To the east, it shares approximately 100 miles of international borderland with New Brunswick, Canada, delineated by the St. Croix River and its headwaters. It also shares a maritime international border with New Brunswick, including several islands that are geographically closer to Maine than to the New Brunswick mainland. (The sole land-based route to Campobello Island, New Brunswick, is via the International Bridge from Lubec, Maine.)

The total geographic area in Washington County is 3,258 square miles, 21 percent of which is covered by lakes, ponds, and rivers. Much of the land remains undeveloped, with 1.47 million forested acres. The latest official population estimate (2013) was around 32,200, just over 10 people per square mile. Machias is the county seat, and a major service center for southern, western, and coastal Washington County. Calais is the largest municipality with approximately 3,000 residents, and it is the major service center for northern and eastern Washington County. Smaller population centers with more limited services include the coastal communities of Milbridge, Lubec, and Eastport. The Passamaquoddy Indian Tribe holds sovereign jurisdiction over two reservations in eastern Washington County, one at Sipayik (Pleasant Point) and the other at Indian Township, plus large tracts of tribal land throughout rural portions of the county.



The most likely county-wide hazard scenarios are naturally occurring events: winter storms, other severe storms (including windstorms), and wildland fires. Most of the population centers and large commercial enterprises in Washington County are located on or near the coast, and hazards attributable to climate change and rising sea levels are expected to increase risks to human life and property in coastal areas over the next decade.

The most threatening human-caused emergency for Washington County would be a toxic vapor release from an industrial facility, many of which are located in or near dense population centers. Hazardous materials releases can also occur due to a truck crash or freight train derailment. However, these transportation-related events tend to be more limited in scope and less likely to endanger human health and safety beyond the immediate crash scene.

There are no major industrial facilities, military bases, or densely populated areas within Washington County that would be likely to attract the attention of saboteurs or terrorist organizations, although there is an operational nuclear reactor located just 30 miles from Eastport in neighboring New Brunswick.

Washington County's sparsely populated, porous international border and extensive coastline could theoretically be exploited by terrorist groups for unauthorized border crossings and the smuggling of weapons or hazardous materials. Illegal activity was not uncommon in the border area during previous wars and during Prohibition. Fortunately, US Border Patrol agents and the US Coast Guard have increased their efforts and their capabilities over the past decade to intercept, disrupt, or deter illegal border crossings or landings.

Natural and developed features of Washington County that might hamper emergency response include the following:

- Vast geographic areas that must be covered with limited emergency resources.
- A single major north-south coastal highway (US Route 1) that serves as the county's transportation spine, with the potential for extremely long detours should a road section have to be temporarily closed.
- Extremely limited road access to vast tracts of undeveloped wildlands that are currently ripe for wildfires; where they do exist, roads are unpaved and often too poorly maintained for all but the most rugged emergency response vehicles.
- Rough glacial topography dotted with waterbodies that further limit rapid access to remote rural areas.
- Small, sparsely distributed population, which may limit the number of local first responders, social service providers, and community volunteers that can be mustered within the affected area on short notice.

The county's greatest asset in preparing for any emergency or disaster is the resilience and resourcefulness of its population. The hardy people who live and work in Washington County have learned to be creative and courageous in dealing with whatever challenges life throws at them. They are remarkably self-sufficient, experienced in making do (or doing without), and stoic in their capability to withstand hardship and crisis. Most residents are community-minded, and willing volunteers will step forward in any emergency to help contain the event and assist their less fortunate neighbors.

Refer to the Hazard Scenario Annexes for a more detailed hazard analysis and specific emergency actions that will be taken to address each hazard scenario.

## **Assumptions**

- Tribal governments, schools, hospitals, residential care facilities, and major industrial facilities have developed their own federally-approved or state-approved emergency operations plans and assigned resources to them. Washington County Emergency Management Agency (EMA) will coordinate with assigned Incident Commanders at these facilities throughout any county emergency, and will place additional resources on stand-by in case they are needed.
- Washington County EMA will always assist immediately with local emergency response operations upon request – in fact, local officials are strongly encouraged to request county assistance as soon as they become aware that they are facing a potentially overwhelming emergency event. However, the county will not automatically declare an emergency or dispatch additional resources to local Incident Commanders until assistance is requested, or the event suddenly and unexpectedly escalates beyond local capabilities.
- In most cases, Washington County residents are expected to be able to shelter in place without public assistance for up to three days following the onset of most natural or human-caused disasters. In the event of widespread power outages in sub-freezing weather conditions, those who rely on electric-powered heat sources will either move to temporary lodging with friends and family, or make their way to municipal and regional warming shelters.
- Special-needs populations living in their own homes, either alone or with caregivers, may request and receive individualized emergency services from county-level responders if community-based assistance is not available. However, this is a judgment call that will have to be made by the Incident Commander or authorized designee, based on the severity of the disaster, the circumstances and logistics required to fulfill the request, and the resource availability tradeoffs that may be involved.

- Hispanic migrant workers are seasonal residents throughout Washington County during the summer months, and there is a smaller year-round population of native Spanish speakers clustered in the Columbia-Milbridge area. Many of these individuals have very limited English language skills; they will require bilingual services during an emergency to keep them informed. The RCC can locate and provide bilingual translators for any language, 24 hours a day, 7 days a week. This service is available by dialing 9-1-1.
- Utility companies will implement their own established emergency plans and priority checklists for quickly restoring power to the most vulnerable individuals and facilities in the event of widespread electrical outages. They are required to provide regular status updates to Washington County EMA and the Public Utilities Commission on the scope and locations of remaining outages until all power has been restored.
- Emergencies generally occur at the local level, within one or several neighboring communities. Municipalities generally have sufficient resources to respond to common, small-scale events, and local officials and responders are expected to be able to provide basic emergency services to ensure the health and safety of their residents. However, local officials are urged to request county assistance immediately if an event has the potential to escalate out of control.

## **V. CONCEPT OF OPERATIONS (CONOPS)**

The basic concept of operations for this plan is that all emergency response operations begin at the local level. Local officials and multi-community mutual-aid response forces are expected to request assistance from Washington County EMA whenever an emergency or disaster threatens to exceed their available capabilities. Similarly, major emergencies that threaten a wide swath of Washington County, or extend beyond county jurisdiction, may require Washington County EMA to call on MEMA for additional assistance and the use of state-level resources. If a statewide emergency response is not sufficient to meet the challenge, the Governor may call up the National Guard and request additional federal assistance. At each level of government, the jurisdictional authority should officially declare a state of emergency before requesting further assistance.

### **Management of Emergency Resources and Operations**

The National Incident Management System (NIMS) and the NIMS Incident Command System (ICS) shall be used to manage all local and county-level emergencies in Washington County. ICS has become the national standard for on-scene emergency management. It is flexible enough to be used for incidents of any type, scope, and complexity. ICS enables emergency responders, support organizations, and government officials to work together efficiently and collaboratively, and it also allows the size of the emergency response organization to rapidly expand or shrink as needed to deal with changing conditions and resource allocations.

NIMS and ICS establish a common organizational structure, terminology, and standard protocols that allow a diverse assortment of emergency workers and support organizations, including out-of-state responders, to report to a disaster scene and immediately begin to function as a cohesive team across a wide variety of emergency management functions and hazard scenarios.

The chart below shows the classic assignment of functional roles and chain of command for a robust, large-scale ICS operation. The “span of control” (i.e., the number of subordinates that any ICS supervisor can direct and manage efficiently) is limited to no more than seven direct reports, with five being the optimal number. In smaller-scale emergencies, many of the functions shown in the organizational chart below will not need to be filled, and most of the required functions will be accomplished by one or two individuals wearing many different hats. In large-scale emergencies, each of the functional blocks would likely be filled with a supervisor and up to seven direct-report subordinates, and the organizational chart could even be expanded to a fourth tier for scenarios requiring expanded functional capacity within the span of control. In large emergency response organizations that require almost continuous coordination between multiple supporting agencies and technical specialists, an additional “Liaison” staff function may be added, reporting directly to the Incident Commander. This allows the Incident Commander to concentrate on managing the ongoing emergency response operations.

Existing Washington County employees may be expected to take on ICS roles similar to their typical on-the-job activities, especially during large-scale response scenarios. For example, the County Manager might be assigned to lead the ICS Finance & Administration section.

*Sample ICS structure:*



## **Operational Strategy**

Implementation of the Washington County Emergency Operations Plan commences when the County Commissioners (or one of their pre-authorized designees) determine that the severity, scope, or length of the emergency requires a county-level response to reduce threats to human life and property.

Following the emergency declaration, the Washington County EMA Director will coordinate with other county employees, emergency responders, volunteers, and support organizations to accomplish the following actions, in accordance with all applicable NIMS standards and ICS protocols:

- Alert and mobilize all available responders and partnering agencies that have the appropriate expertise, training, and equipment to resolve the emergency and protect or treat affected populations.
- Activate the County Emergency Operations Center (EOC). Size and composition of the EOC and staff will be determined by the type and magnitude of the disaster.
- Alert the general public via radio, TV, social media, and phone trees as needed. Directly notify officials at local industries, public utility companies, schools, hospitals, affected or threatened municipalities, and any other entities with large population concentrations so they can begin to implement their own emergency plans.
- Establish and maintain communications between the EOC and Incident Commander(s), municipal EOCs, and all assisting agencies and support service organizations.
- Alert MEMA if its services are likely to be required for assistance and coordination of other state agencies with disaster response capabilities.

- Ensure that evacuation or shelter-in-place orders reach most of the residents and workers in affected and threatened areas. In mandatory or advised evacuation situations, direct or transport evacuees to locations where they can receive temporary shelter, food, and medical services. Provide emergency responders with pet sheltering contact information so evacuees know their animals will be tended during the emergency.
- Notify public and private relief agencies, such as the American Red Cross and Salvation Army, and establish liaison as necessary.
- For large-scale emergencies, designate a Public Information Officer (PIO) who can meet at least daily to brief journalists and the general public (preferably not at the EOC) and post updates on websites and social media. All communications from the PIO should provide factual and current information about the ongoing emergency response efforts.
- Develop Incident Action Plans, with defined goals and measurable objectives, to guide response operations and track the use of available resources.

County-declared emergencies will require a rapid, coordinated response by every county agency, as well as by officials, employees, and volunteers in affected municipalities, the private sector, and non-governmental agencies. The following guidelines will help to assure a smooth and orderly transition from routine daily activities to emergency operating conditions.

- Emergency operations must be as self-triggering as possible, and not dependent upon the presence of a particular individual. (Refer to Chapter II for the ranked order of officials with pre-delegated authority to declare a county emergency and implement this plan.) **The first person to arrive** at the EOC after the emergency declaration, regardless of their role within the EOC, shall take responsibility for ensuring that all other primary staff have been contacted.
- Washington County EMA shall be the lead coordinating agency for all emergency management operations conducted under this plan.
- The Washington County Commissioners or their designees shall be responsible for overseeing the execution of the plan.
- The Washington County Commissioners have delegated authority to the Unorganized Territories Manager to organize and manage local emergency response operations within the county's Unorganized Territories. Local emergencies within the Unorganized Territories therefore **do not** require the declaration of a county emergency, unless they spiral out of control and require additional assistance from Washington County EMA.
- Direction and coordination of all emergency operations and strategic communications shall be centrally controlled from an Emergency Operations Center (EOC) for the duration of any county-declared emergency. The EOC shall be co-located with the RCC at 28 Center Street, Machias, unless that site has been damaged, compromised, or endangered by an emergency in progress.

- Alternate EOCs, if required, can be quickly established at the University of Maine at Machias, at the Washington County Community College in Calais, or within a specially-equipped command-and-control vehicle. This mobile EOC has robust communications capabilities, and it can be relocated anywhere within the county as circumstances dictate.

## **Emergency Management Action Phases**

Although there is no such thing as a typical emergency, successful emergency planning must address the critical actions to be taken during the three distinct phases of every emergency operation: before, during, and after the actual event. In recent years, federal disaster relief officials have also stressed the importance of advance planning to *mitigate damage* from predictable emergencies (such as more frequent, more severe storms and flooding attributable to climate change and rising sea levels), through measures that seek to prevent or minimize potential future threats to human life and property. Washington County shall perform actions that address the three distinct phases of emergency management, plus mitigation efforts wherever appropriate.

### **Preparation**

*Actions taken during normal, non-emergency periods that help to better prepare the county for expected events and develop its capacity to handle major emergencies or disasters.*

Examples of emergency preparation include:

- Providing public information and educational materials on emergency preparedness and contacts via brochures, telephone directories, municipal and county websites, and social media.
- Assuring the viability and accuracy of county-level emergency contact lists, community resource lists, and mutual-aid contracts.
- Ensuring that each municipality is aware of any special-needs populations within their jurisdiction, and has established policies and procedures to contact them and ensure their safety and well-being during major emergencies.
- Conducting tabletop and on-the-ground exercises and drills under different hazard scenarios, in order to expand overall emergency response capacity and identify any shortfalls.

## **Response**

*Immediate, urgent, and scenario-specific actions that are taken to protect public health, safety, and property during a major emergency or disaster.*

Examples of county emergency response may include:

- Organizing rapid, reliable, and redundant emergency communications between the Incident Commander and all available emergency response teams.
- Suspending daily functions of county government that do not contribute directly to the emergency operation.
- Soliciting additional regional assets, including volunteer cadres, that can extend the reach of emergency response forces by performing tasks that do not require specialized training.
- Publicizing the nature of the emergency, and ensuring that affected or threatened residents get the information they need to minimize the loss of life and property.
- Implementing evacuation and shelter-in-place orders if needed.
- Coordinating with public officials, relief organizations, social service providers, and local volunteers to open and staff shelters, warming centers, and food distribution systems in affected or threatened areas.
- Opening field hospitals (with volunteer or military medics) and requesting airborne or ambulance evacuation assistance, to facilitate prompt treatment of injured people in emergencies where the volume and extent of casualties overwhelms the capacity of local hospitals and medical staff.

## **Recovery**

*Actions taken to restore normal living conditions and economic activity within the county, following a major emergency or disaster.*

Following the initial response to a major disaster or emergency event, the county shall endeavor to assist individuals, businesses, and communities return to a normal state as quickly as possible. The range of feasible recovery actions will vary widely, based on the scope and impact of the disaster, local community spirit and fiscal capacity, access to private sector, non-governmental, state and federal emergency relief assistance, and the availability of bond funding, rotating loans, and other traditional or less-traditional sources of project funding to repair or replace damaged infrastructure.



Examples of emergency recovery include:

- Completing a Damage and Injury Assessment (MEMA Form 7) and submitting it to the Maine Emergency Management Agency (MEMA).
- Post-disaster assessment of environmental conditions and structural damages to determine whether people can return safely to their homes and businesses, and travel safely over the region's roads and bridges.
- Establishing a county-based revolving loan fund or a tax-incremented financing (TIF) initiative that facilitates rapid repairs to damaged businesses, homes, and critical transportation infrastructure.
- Applying for federal and charitable disaster relief, if appropriate.

### **Mitigation**

*Actions taken to reduce or eliminate long-term risks to people and property, due to identified hazards and their potential side effects.*

Examples of mitigation planning include:

- Reviewing injury reports and property damage records in the aftermath of a disaster, with the goal of identifying proactive measures that could help to prevent or reduce impacts from similar events in the future.
- Applying for infrastructure block grants and transportation project funding to improve or replace deficient public infrastructure in high-risk areas.
- Requiring mitigation elements in building design and construction, including additional lateral or vertical setbacks from the high-tide line and structural reinforcements to accommodate sea level rise and high-velocity wind-wave action, for all coastal new-construction and reconstruction projects.
- Collaborating with MEMA to identify and apply for federal mitigation grant projects that will help to protect human life and property in high-risk areas.

### **Plan Maintenance**

The Washington County EMA Director and the County Commissioners shall be jointly responsible for keeping this plan up-to-date and relevant to the hazards that Washington County residents and businesses are most likely to face over the next decade. The EMA Director shall keep a formal written record of all changes to the plan, and shall send a timely notice of any changes to all responsible parties named in the plan.

## **VI. CRITICAL TASKS AND RESPONSIBILITIES**

A successful local emergency management program involves government officials, local, state and federal government agencies, the private sector, and non-profit organizations.

### **Assignment of Responsibilities**

#### **County Commissioners**

- Protect the lives and property of citizens.
- Establish the Washington County EMA.
- Appoint and manage county EMA staff.
- Adopt and promulgate the Emergency Operations Plan (EOP).

#### **EMA Director**

- Develops and maintains the EOP.
- Ensures that the local EOC and designated EOC staff are kept at a state of readiness.
- Leads or coordinates all county-wide emergency trainings and exercises.
- Maintains records of exercise and real-world after-action reports, lessons-learned analyses, and contact lists of individuals and organizations with specialized emergency response training (such as HAZMAT).
- Collaborates with the county sheriff's staff, the Regional Communications Center (RCC), regional emergency responders and support teams, and MEMA to accomplish all actions required for emergency preparation, response, recovery, and mitigation in Washington County, as described in Section V.
- Develops and recommends courses of action for the county commissioners before, during, and after emergency events, including the justification to declare and terminate a county emergency.
- In coordination with the Incident Commander(s), determines the need for residents to shelter-in-place or evacuate endangered areas.
- Exercises centralized direction and coordination from the EOC during disaster operations.
- Ensures that the EOP is reviewed, revised, and updated as needed.

#### **Local Government Agencies and Officials**

- Develop and maintain local emergency plans and standard operating procedures (SOPs).
- Identify sources of emergency supplies, equipment and transportation.
- Negotiate and maintain mutual aid agreements, which shall be listed in the plan.
- Maintain records of disaster-related expenditures, including appropriate documentation.
- Protect and preserve vital records essential for the continuity of government and resumption of essential local government functions following the disaster.
- Establish and maintain a list of succession for key emergency response personnel.

### **Private Sector, Non-Governmental, and Volunteer Organizations**

Local government relies heavily on its trained first-responder forces, social service agencies, local businesses, religious and civic organizations, and individual citizen volunteers to provide basic emergency response and support services.

Local responsibilities for these groups may include:

- Taking proactive steps to recruit and train additional volunteers as first responders or emergency support team augmentation.
- Maintaining existing mutual aid partnerships, and seeking out additional opportunities to combine efforts across organizational and jurisdictional boundaries to build local emergency response capacity.
- Offering recommendations and expert knowledge to help elected officials develop concrete action plans (or improve existing plans) for local emergency preparedness, mitigation, response and recovery activities.
- Taking additional actions to protect human life and property, as requested or ordered by Washington County EMA or the designated Incident Commander(s).

## **ANNEXES: EMERGENCY SUPPORT FUNCTIONS**

The Emergency Support Function (ESF) Annexes (ESF-1 through ESF-15) to this plan are topic-specific groupings of government, social service, volunteer and private-sector capabilities that can be tapped to provide personnel, support, resources, program implementation, and other critical services for each required function during an emergency. Washington County staff, community-based organizations, and local emergency forces have assigned roles in ESF implementation as coordinators, first responders, or support service providers to assist the on-scene Incident Commander(s).

Standardized federal forms for ICS organizations that will assist with all ESF activities can be found at this [link](#). Hard copies of blank forms may be found at the back of this plan.

Here are links to additional ICS forms that are not included on the FEMA link above:

[ICS 213-RR](#) is a Resource Request Message, used to request additional human, organizational, and equipment resources from the Logistics Section in a robust ICS structure.

[ICS 233](#) is an Incident Open Action Tracker to help EOC staff and Incident Command keep up-to-date on the current status of all uncompleted emergency operations.

[ICS-219-2](#), also known as the “Crew Card” or “Green Card,” is a form that is printed out on green heavy card stock. It is a simple, non-computerized, visual method of tracking personnel assets, their qualifications, their related organizational information, their crew assignments, and their current physical location and operational status, from the time they report to Incident Command to the time that they are dismissed from the operation. The small T-shaped file cards for each person in the operation are displayed with those of their crew mates, and individual cards can be quickly and easily added, reassigned, or removed. This form is especially useful for large disasters that require multiple parallel response operations in different geographic locations, or for rapidly relocating crews with variable personnel assets (e.g., a wildland fire). Other versions of ICS-219 can be used to track additional ICS assets on sortable card stock (using a different color for each type of asset), but the “Green Card” is the most commonly used.

## **ESF-1: TRANSPORTATION**

**ESF Coordinator:** Washington County Sheriff's Department

**Primary Agencies:** Washington County Sheriff's Department  
Maine Department of Transportation

**Support Agencies:** Washington County EMA  
Washington County RCC  
Washington County Attorney  
Municipal and Tribal Police and Constables  
Maine State Police  
Maine Department of Transportation (MaineDOT)  
New Brunswick Southern Railway (for freight rail only)

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Local official, first responder, or Incident Commander reports significant damage or failures in transportation system or infrastructure to Washington County EOC.
- EOC staff contacts system owner to coordinate response.
  - MaineDOT regional office for state highways (US Route 1 and numbered routes).
  - Municipal public works officials for local roads.
  - New Brunswick Southern Railway for freight rail lines.
- EOC staff requests law enforcement personnel to assist with traffic operations in the vicinity of the damage or failure.
- Incident Command, in coordination with system owner, determines whether a full or partial closure of the facility is required.
  - Determine best alternate route(s) for passenger and freight traffic.
  - Place detour signage, temporary signals, and/or flaggers as appropriate around the hazard.
  - Develop a plan to enable emergency responders to access points beyond the closure zone, if necessary.
  - Road incident: place alert to Maine-511 traveler information system.
  - Freight rail incident: reroute or cancel further service on the damaged line until the hazard is cleared.
- System owner determines and manages needed repairs, both short-term and long-term, using its own resources.
- System owner notifies Incident Commander when the facility is safe for resumption of normal travel operations, and removes all temporary signage, signals, and flag crews.
- Incident Commander notifies EOC that the transportation system emergency is resolved.

## ESF-2: COMMUNICATIONS AND EMERGENCY ALERTING

**ESF Coordinator:** Washington County RCC

**Primary Agencies:** Washington County RCC  
Washington County EMA

**Support Agencies:** MEMA  
Maine State Emergency Communications Committee  
PCT Communications (On-Call Consultant)  
Maine State Police  
Maine Public Radio  
National Oceanic and Atmospheric Administration (NOAA)

### **Standard Operating Procedure for Emergency Alerting (assumes that county disaster has already been declared):**

- RCC continuously monitors the National Warning System (NAWAS) broadcast, and immediately informs Washington County EMA of any alerts.
- By default, RCC is the dispatcher for all local emergency and mutual-aid alerts in the county. However, municipalities and tribal governments may use their own emergency alert systems to handle local emergencies if they wish.
- EMA Director determines the need for county-wide or regional emergency alerting, and authorizes activation of the Maine Emergency Alert System (EAS). **Note:** Weather emergencies and widespread hazards such as nuclear disasters are alerted directly from the NOAA Weather Radio system over the EAS to all affected areas, and do not require additional alerting action at the county level.
- If EMA Director is not immediately available to authorize a county-wide emergency broadcast, RCC shall notify MEMA or the Maine State Police of the anticipated or developing emergency and the threatened areas, and request them to activate the EAS.
- Time-critical emergency situations, particularly those requiring evacuation or shelter-in-place orders, may require additional door-to-door notifications and vocal alerting from emergency vehicles equipped with bullhorns.
- EOC staff will coordinate with local EOCs to ensure that vulnerable populations within their jurisdictions receive all emergency alerts, using whatever form of outreach communication is most appropriate and timely.
- Protocols for activation of the Maine EAS are fully described in the [State of Maine Emergency Alert System Operational Plan](#).
- For Washington County, WMED-FM in Calais at 89.7 MHz is the primary EAS broadcast channel, and WHCF-FM at 88.5 MHz is the secondary channel. Other radio, TV, and cable broadcasters are legally obligated to continuously monitor one of these stations to get emergency alerts out to the entire broadcast area as quickly and efficiently as possible.

**Standard Operating Procedure for Emergency Communications Failures (assumes that county disaster has already been declared):**

- Local official, first responder, RCC staff, or Incident Commander reports significant damage, outage, or failure in one or more of the county's emergency communications system components.
- RCC initiates system tests and call-outs to determine range and scope of the outage(s) or failure(s).
- If an automatic or pre-determined communications backup system is not immediately available for use by affected forces, RCC advises Incident Commander on alternative communications methods to be used until full operational capability can be restored.
- EOC staff notifies MEMA, and calls in emergency technical assistance from PCT Communications if required.
- Additional technical consultants, utility workers, and private sector construction crews may be called in by EOC staff as needed.
- In consultation with RCC and communications experts, EOC may opt to deploy mobile communications-equipped vehicles to serve as temporary replacements for damaged relay stations or incident command posts.
- Portable communications equipment caches are located at the Calais Fire Department, the Vanceboro Fire Department, and the Lubec Fire Department. These can be loaned to augmenting responders, or used to replace malfunctioning units during an emergency.
- Following repair or replacement of faulty or broken equipment and infrastructure, RCC again initiates system tests and call-outs to ensure that all system components are fully operational.
- RCC informs Incident Commander that the affected communications systems have been fully restored and are ready for use.

## **ESF-3: PUBLIC WORKS & ENGINEERING**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** Washington County Commissioners  
Maine Department of Transportation (MaineDOT)  
MEMA  
Municipal and Tribal Public Works Departments  
Private engineering firms (for major infrastructure work)  
Private contractors with required skills and equipment

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- For anticipated emergencies, such as large-scale winter storms or hurricanes, Washington County EMA requests all municipal and contracted public works forces located within the county (including tribal, federal, and state agency assets) to place their workers on standby alert and prepare to work for as long as they will be needed during the emergency.
- Local officials or emergency responders report any significant impacts from the disaster on public and quasi-public infrastructure, such as roads, bridges, piers, water and wastewater treatment facilities, hospitals, large dams, and public buildings (particularly those that are being used to provide temporary shelter for evacuees), to Incident Command.
- EOC prioritizes the most critical and immediate threats to human life and property, consulting and coordinating level of effort with MEMA and MaineDOT (if applicable). EOC staff may opt to redeploy assets already working in other areas, or call in additional support from private contractors and engineers as needed, to commence emergency remedial work on high-value or high-risk infrastructure.
- EOC evaluates the need to evacuate threatened populations, ban non-emergency travel over affected roads and bridges, or otherwise limit access to the disaster area(s) to all except emergency responders.
- Structural damage and destruction of critical public infrastructure elements may require significant financial outlays and multi-year capital investment plans before full operational capability can be restored. Refer to **ESF-14, Long-Term Recovery**.



## **ESF-4: FIREFIGHTING**

**ESF Coordinator:** Washington County RCC

**Primary Agencies:** Washington County RCC  
Washington County EMA

**Support Agencies:** MEMA  
Tribal, Municipal & Volunteer Firefighting Departments  
Maine Forest Service  
Maine Inland Fisheries & Wildlife

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- RCC initiates call-out to all firefighting units located in the general vicinity of the reported fire(s).
- EMA, in coordination with Incident Commander, contacts MEMA and all other firefighting units in the county and surrounding region (including federal and state agencies with firefighting capabilities) to place all units on stand-by for emergency call-in as needed. Units located at greater distances from the fire may be ordered to redeploy with their equipment to a closer staging area or base camp, particularly if the fire occurs in a remote portion of the county that is served primarily by unpaved logging roads.
- Each responding department's chief is responsible for ensuring that reporting personnel have the appropriate training and credentials for their tasked assignments.
- Responders lacking the appropriate firefighting certifications can be reassigned by Incident Command to on-scene support duties such as traffic control, communications, driving, and financial or personnel accounting tasks.
- Crew chiefs or their designees will report back to Incident Command on a regular basis, or whenever incident conditions change in their assigned sectors.
- Incident Commander(s) will determine the need for evacuation of nearby homes and businesses, and will assign those duties to the appropriate forces.
- Incident Commander(s) will notify all responding agencies when fires within their assigned region(s) have been extinguished.

## **ESF-5: EMERGENCY MANAGEMENT**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC  
Washington County Sheriff's Department

**Support Agencies:** MEMA  
Washington County Commissioners  
Municipal and Tribal Governments

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- In accordance with NIMS and ICS protocols, the staff and organizational structure of the county EOC and local EOCs will be expanded or contracted as necessary to cope with the size and scope of any given emergency. In smaller emergencies, all of the required functions within the standard ICS structure will be covered by a small number of experienced individuals serving multiple roles.
- In large-scale emergencies involving multiple agencies and jurisdictions, a Unified Command structure for the EOC will help to fully integrate the many different forces and disciplines required to effectively manage the emergency.
- EOC staff maintains two-way communications throughout the duration of emergency with the EMA Director, MEMA, Incident Commander(s), and local EOCs in the area(s) affected by the disaster.
- Washington County Sheriff's Deputies and other first responders will stand by to handle mobile contingency operations, such as door-to-door emergency alerts, driving mobile command-and-control vehicles to designated locations, traffic control, crash scene response, and other emergency operations as needed. Deputies may also be tasked to lead or staff sections within the county EOC, or to serve as "floaters" and back-fill for assigned EOC staff as needed.

## **ESF-6: MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES**

**ESF Coordinator:** American Red Cross

**Primary Agencies:** American Red Cross  
Washington County EMA

**Support Agencies:** MEMA  
Washington Hancock Community Action (WHCA)  
Washington County Commissioners  
Municipal and Tribal Governments  
Public Health District Liaison, Maine CDC Region 7  
Salvation Army  
Pet Sheltering Organizations and Volunteers

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- EMA Director contacts the American Red Cross (ARC), which oversees all sheltering set-up, volunteer training, supervision, staffing, supplies, and logistics for local and regional emergency shelters in Washington County. For an anticipated disaster, the EMA Director may request ARC to place its shelters on standby to handle potential evacuees. Pre-designated regional ARC shelters are located in Machias at UMM and Calais at WCCC.
- ARC addresses feeding, health, and hygiene needs for evacuees in ARC shelters, and provides a clearinghouse for all missing-persons inquiries.
- Commercial lodging establishments can be used to shelter smaller numbers of evacuees during an unexpected, short-term emergency.
- Municipalities and civic organizations are free to set up their own local shelters and feeding stations; however, facilities that have not been authorized in advance (by written agreement) by ARC will not be eligible for any reimbursement of their associated costs.
- WHCA and other agencies will assist with mass transportation and social services for evacuees, as needed. Maine CDC Region 7 staff may be called in by ARC to advise on the potential for contagious disease spreading among evacuees (see **ESF-8, Public Health and Medical Services**).
- Nursing home residents, hospital patients, and prison inmates will be evacuated to specifically designated shelters, in accordance with their own institutional Emergency Plans.
- EMA will coordinate with regional animal shelters, veterinarians' offices, and volunteers to provide temporary homes for the pets of evacuees, on an as-needed and as-available basis. Owners will be expected to provide carriers, food, and needed medicines for their pets if time allows. In a large-scale evacuation, EMA may coordinate with MEMA to arrange transport of pets to other shelters within Maine (if practical and safe to do so) until residents can return to their homes.

## **ESF-7: LOGISTICS MANAGEMENT AND RESOURCE SUPPORT**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** MEMA  
Washington County Commissioners  
Municipal and Tribal Governments

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Most county-level emergencies can be resolved by local and county responders and resources. Logistics, tracking, and support protocols for these typical emergency response scenarios are already well-established and practiced by all of the participating agencies and partners. Therefore, this SOP addresses only those larger-scale operations that require coordination and tracking of multiple state, federal, non-governmental, and private-sector resources and supplies.
- For large-scale emergencies, the Logistics Section in the EOC will be expanded and a Logistics Section Chief will be appointed to oversee the procurement, distribution, and tracking of both expendable and non-expendable resources.
- Municipal EOCs, Incident Commander(s), and the county EOC will all submit their requests for additional resources from county, state, and federal agencies via the Logistics Section.
- The Logistics Section will log all resource requests and track their fulfillment status. In the event that resource requests threaten to exceed the amount and type of resources currently available, the Logistics Section Chief, in coordination with the EMA Director, will prioritize the distribution of available resources and notify MEMA of any current or anticipated shortfalls.
- All resources will receive a unique identifier code and will be tracked until they are expended or returned to the resource provider. The Logistics Section will maintain logs to keep track of all resources throughout the emergency operation.
- Where needed, the Logistics Section will identify and secure appropriate staging areas and storage facilities for standby resources.
- The Logistics Section will set up a system for receiving cash and in-kind donations for the emergency, and will coordinate with other EOC staff and the American Red Cross to determine how best to distribute these resources.
- When the state of emergency is terminated, the Logistics Section will provide all expense records and resource tracking logs to the Finance Section for accounting and billing.

## **ESF-8: PUBLIC HEALTH AND MEDICAL SERVICES**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** MEMA  
Washington County Sheriff's Department  
Municipal and Tribal Police and Constables  
Municipal and Private Ambulance Services and EMTs  
Regional Hospitals and Clinics  
Eastern Maine Medical Center (for LifeFlight evacuations)  
Public Health District Liaison, Maine CDC Region 7  
District Coordinating Council, Maine CDC Region 7  
American Red Cross

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Incident Commander evaluates the need for emergency health or medical services, and requests assistance from Washington County EMA. The Incident Commander or RCC will also contact the nearest hospital for on-scene emergency response.
- Depending on the scope and severity of the emergency, EMA may request additional statewide medical resources from MEMA. MEMA shall be notified immediately in the event of radiological or chemical exposure, so the appropriate HAZMAT response teams can be deployed.
- For large-scale disaster scenes involving multiple casualties and many responding agencies, consider adding a Medical Liaison function to the standard ICS organizational structure.
- Hospital staff will coordinate directly with other regional and statewide medical facilities to admit patients or send additional medical professionals to the disaster site, when their own facilities and resources are likely to be overwhelmed.
- Washington County EMA and RCC will assist with calling in ambulances and other transportation to get victims to hospitals more quickly.
- For an epidemic or pandemic emergency, the District Liaison of Maine CDC Region 7 will most likely augment the EOC staff in a Unified Command structure. A pandemic crisis will likely require a Medical Liaison position or section as part of the ICS organizational structure.

## **ESF-9: SEARCH AND RESCUE**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** Maine Department of Inland Fisheries and Wildlife  
Maine Forest Service  
Maine Department of Marine Resources  
Tribal Police and Game Wardens  
Maine Emergency Search and Rescue Dogs (MESARD)  
US Coast Guard  
Civil Air Patrol  
Volunteers (i.e., untrained local residents)

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Search and rescue (SAR) operations are always time-critical, and often weather-dependent. Adherence to established SAR protocols is paramount to protect the lives of the searchers and avoid contamination of the search field.
- EMA Director contacts the best agency to direct each SAR effort, depending on the circumstances and the location within the county (or its offshore waters) where the missing victims were last seen.
- RCC puts out an alert to all qualified responders in the general area of the SAR mission, and notifies EMA if the SAR mission's scope threatens to exceed locally available resources.
- The ICS Liaison function should be filled to coordinate all of the different responding agencies and organizations. The Liaison Section should include an individual (or team of people) that understands how to organize and work with willing but untrained volunteers on search operations. Local volunteers can either help or hinder a SAR mission, depending on the nature of the incident and how the volunteer forces are used and managed.
- Incident Commander ensures that all responders have the appropriate communications equipment and frequency plans, and requires regular status check-ins regardless of whether responders have located any victims.
- Some or all forces may be recalled immediately by the Incident Commander if weather or other circumstances threaten the lives of the responders.
- Whenever a victim is located, responders immediately contact the Incident Commander to report their current location, the victim's health status, and whether they will require additional support to evacuate the victim(s).
- SAR operations generate widespread public interest. The Public Information Officer (PIO) position may need to be filled to keep the public informed on the ongoing search effort, and to educate the public on whatever they can do to help (which may involve staying away from the search area).

## **ESF-10: OIL AND HAZARDOUS MATERIALS RESPONSE**

**ESF Coordinator:** Maine Department of Environmental Protection (DEP)

**Primary Agencies:** Maine DEP  
Washington County EMA  
Washington County RCC  
MEMA (for out-of-county HAZMAT/decontamination teams)

**Support Agencies:** Maine Department of Transportation (for highway and rail spills)  
New Brunswick Southern Railway (for freight rail spills)  
Facility management and staff (for industrial releases)

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- **Inform MEMA immediately for any event involving radioactive materials.**  
Low-level, short-term radioactive exposure is rarely damaging to humans. However, any person who has been exposed to unshielded radioactive material without appropriate protective gear should report promptly to a medical facility for a professional assessment.
- All spills and hazardous materials releases are reported immediately upon discovery to Washington County EMA.
- RCC or EMA Director contacts DEP to request immediate assistance, as there are no HAZMAT qualified responders within Washington County. DEP staff will provide an Incident Commander to lead the response effort.
- Incident Commander, in coordination with EMA Director and DEP staff at the EOC, assesses the hazard and determines the need for immediate shelter-in-place or evacuation orders within the contaminated area. This can be time-critical in the case of industrial airborne chemical releases within densely populated areas.
- Transportation spills (typically oil and gasoline, but industrial chemicals, biological materials, and radioactive materials are also transported through Washington County) are rarely damaging to people and property outside the immediate vicinity of the spill. However, they can have toxic and persistent environmental effects on the soil, waters (including groundwater used as a drinking source), and air over a much wider area. DEP will provide guidance on best practices for a thorough cleanup.
- The owner of the facility and/or the substance involved in a HAZMAT incident may be held financially liable for repayment of some or all of the emergency response and cleanup operations.
- In the case of a large-scale hazardous materials release, the EOC Logistics and Finance Sections should be robustly staffed to document all expenditures and costs associated with the operation. This ensures that all participating agencies will receive appropriate reimbursement when the emergency terminates.

## **ESF-11: AGRICULTURE AND NATURAL RESOURCES**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** MEMA  
Maine Forest Service  
Maine Department of Marine Resources  
Maine Department of Agriculture, Farming, and Forestry  
Natural Resources Conservation Service (NRCS)  
Moosehorn National Wildlife Refuge

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- EOC staff determines that agricultural or natural resource-based industries are likely to be affected by an imminent or ongoing disaster.
- Depending on which products are most likely to be affected, technical experts from one or more of the supporting industries can either be added to EOC staff, or can serve as consultants to the Planning and Operations Sections on best practices to help preserve crops, natural resources, and high-value agricultural soils during emergency operations.
- Following a catastrophic or large-scale disaster, valuable croplands, forests, and fisheries may be unusable for some period of time after the state of emergency has terminated. Some level of governmental subsidy or alternative work program may be needed to ensure that the county's farmers, fishermen, loggers, and natural resource-based industrial workers will be able to sustain themselves until the soils, waters, and forests are again safe to harvest. Refer to **ESF-14, Long-Term Community Recovery**.



## **ESF-12: ENERGY**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County RCC

**Support Agencies:** MEMA  
Washington County Commissioners  
Municipal and Tribal Governments  
Private & cooperative energy firms (electric, oil, wind, natural gas)

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Energy firm representative or first responder reports to Washington County EMA concerning an imminent or ongoing problem with the energy delivery system. This often occurs as a secondary result of an ongoing emergency such as an ice storm or windstorm. However, an energy crisis can create emergency conditions at any time, whether it is due to maintenance issues anywhere between the energy generator and the end-user customers, or due to a significant transportation system breakdown or delay. Particularly in sub-freezing conditions, the loss of one or more energy sources can threaten both lives and property.
- If possible, the reporting official gives a rough estimate of the scope of the problem (i.e., which areas of the county are or will be affected) and an equally rough estimate of how long the outage can be expected to last.
- Washington County EMA maintains a policy of voluntarily evacuating at-risk populations if electrical power is lost for more than 12 hours in sub-freezing conditions. At-risk populations are those who lack any backup heat sources (i.e., wood, kerosene heaters, gas-powered generators) in addition to their all-electric or electric-powered heating systems, and who are unable to stay with friends or family in a heated space until power is restored. In practice, only a small number of people will need to evacuate to a warm building until their power is restored. Commercial lodging establishments are generally used to house evacuees for overnight or two-night stays, and mass shelters will be opened by the American Red Cross for outages of over three days. This has only happened once in the past 20 years in Washington County.
- If the imminent energy delivery problem is likely to create critical shortages of oil-based fuels for emergency responders and their ongoing operations, EMA Director will contact MEMA to see if alternative means of delivery can be arranged.

## **ESF-13: PUBLIC SAFETY AND SECURITY**

**ESF Coordinator:** Washington County Sheriff's Department

**Primary Agencies:** Washington County Sheriff's Department  
Washington County EMA  
Washington County RCC

**Support Agencies:** MEMA  
Municipal Police and Constables  
Tribal Police and Game Wardens  
Maine State Police  
Maine Dept. of Inland Fisheries & Wildlife (Warden Service)  
Maine Department of Marine Resources (Marine Patrol)  
US Customs and Border Protection  
US Coast Guard  
Maine National Guard

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- Local official or first responder contacts EOC to report an imminent or ongoing situation that is likely to require additional support by trained law enforcement personnel at the county level or above.
- Depending on the scope and nature of the public safety problem, RCC alerts law enforcement agencies in the general vicinity of the emergency. These agencies may function at the local, tribal, state, or federal level.
- If the EOC determines that county-based resources are not sufficient to handle the developing situation, EMA Director will contact MEMA to request additional resources.
- In a large-scale public safety emergency, the County Sheriff, in consultation with MEMA and the EMA Director, will determine whether an enforced curfew, shelter-in-place order, or evacuation is needed for people in the threatened area.
- In a widespread national security crisis, the county EOC would take direction from MEMA, which in turn would take direction from the Federal Emergency Management Agency (FEMA), on how best to protect the populace and territory of Washington County.

## **ESF-14: LONG-TERM COMMUNITY RECOVERY**

**ESF Coordinator:** Washington County Commissioners

**Primary Agencies:** Washington County Commissioners  
Washington County EMA

**Support Agencies:** Municipal and Tribal Governments  
MEMA  
State Legislators  
Federal Congressional Delegation

**Standard Operating Procedure (assumes that a large-scale, destructive disaster has already been terminated):**

- EMA Director coordinates with local and tribal officials to assess county-wide damages and fill out the appropriate forms for federal relief funding.
- County Commissioners and local officials apply for infrastructure grants for critical public infrastructure that was damaged or lost during the emergency event.
- Elected officials and agency staff at the local, county, state, and federal levels work cooperatively to develop additional funding mechanisms that will help to stimulate economic investment and new housing development in devastated areas.
- Major infrastructure projects are likely to require multi-year capital funding plans, bond issues, or access to revolving capital loan sources before they can be restored to full capability.
- **All reconstruction projects in Washington County should incorporate mitigation – i.e., features that are expected to help the new or rebuilt structure survive a similar emergency in the future.**

## **ESF-15: EXTERNAL AFFAIRS**

**ESF Coordinator:** Washington County EMA

**Primary Agencies:** Washington County EMA  
Washington County Commissioners

**Support Agencies:** MEMA  
Washington County Attorney  
Municipal and Tribal Governments  
Local and Regional Press  
Local and Regional Radio and TV Stations  
Online Social Media (Facebook and Twitter)

### **Standard Operating Procedure (assumes that county disaster has already been declared):**

- A Public Information Officer (PIO) may not be needed if an emergency event is not significant or different enough to be considered newsworthy, as in the case of typical seasonal flooding. In many small to medium emergencies, the EMA Director or another EOC staff officer may double as the PIO when journalists inquire about the event, or whenever the EOC feels it is necessary to make a public statement regarding the emergency.
- Some types of emergencies generate intense public interest, such as search and rescue missions and school shootings. In other cases, the public needs to receive regular updates on the current status of the emergency to help them plan their own survival strategies, such as for long-term electrical outages. In these cases where regular public briefings are both necessary and expected, the ICS organizational structure should be expanded to include a PIO. The PIO will draft truthful, clear messages to share with all regional press and media, including social media. The PIO will also field questions and inquiries from journalists, and try to get them accurate answers as quickly as possible. This will help to quell rumors and subdue any feelings of panic or helplessness among members of the general public.
- The PIO only releases information that has been verified by credible sources, and previously cleared with the Incident Commander. News releases typically include:
  - Onset time, location, and currently threatened areas of the imminent or ongoing disaster.
  - Agencies currently involved in the response effort.
  - Scope and current status of the response effort.
  - Any additional public education messages that the Incident Commander wishes to convey.
- The PIO will keep a log of all meetings with journalists and members of the public, and a permanent record of all press, media, and social media releases.
- Where appropriate, the PIO may decide to establish and staff a call-in “hotline” to respond to immediate questions about the emergency from the general public.

## ANNEXES: HAZARD SCENARIOS

The hazard scenario annexes describe the emergency and disaster scenarios that Washington County must be prepared to face within the next decade. Some of these are relatively common natural events, and county forces are already prepared and well-trained to respond to them. Others are highly unlikely to occur, yet they still require planning for preparation, response, recovery, and (in some cases) mitigation because of the potential threats to human life and property if they did occur.

Most emergencies in Washington County can be handled by local community forces, with the assistance of regional mutual-aid partners as needed. The most likely and frequent occurring natural disasters that escalate to require a county-level response are **Winter Storms**, **Severe Storms** (including high-wind events), and **Wildland Fires**. The most likely and frequent human-caused disaster requiring a county-level response is a **Hazardous Materials Incident**. Typical hazard scenarios are listed in the annexes below. Within each category, hazards are listed in order from the most likely to the least likely to occur.

### Hazard Scenarios: Basic SOP

Washington County's basic standard operating procedure (SOP) for all emergencies shall be the following:

- Local official or Incident Commander contacts Washington County EMA to request assistance.
- EMA Director contacts County Commissioners to recommend action.
- Emergency is declared by the County Commissioners or their designee.
- EMA Director activates and staffs the EOC as needed.
- EMA Director coordinates with Incident Commander(s) to evaluate the emergency's scope, develop an emergency action plan or multiple plans, and identify any additional needed resources and capability gaps.
- EOC staff contacts and dispatches additional resources to report to the Incident Commander(s) for further orders.
- Repeat evaluation process and dispatch of additional forces as needed to resolve the emergency, escalating if necessary to regional state/federal agencies and additional MEMA resources to close any remaining capability gaps.
- EMA Director or designee provides periodic updates on the status of the emergency to the County Commissioners, and recommends termination of the emergency when it is appropriate.
- Emergency is terminated by the Commissioners or their designee.

To the extent that a hazard scenario requires additional resources, capabilities, or special considerations, they are noted within each scenario discussion.

## **HAZ-1: NATURAL DISASTERS**

### **Winter Storms**

Several times each decade, Washington County is hit with a major blizzard or ice storm. These storms can topple overhead utility lines, block roadways with debris, create unsafe driving conditions due to slippery roads and blowing snow, and overtax municipal snow removal programs. In 2015, Washington County was devastated by a series of large snowstorms that dumped over eight feet of snow in coastal portions of the county. Because each of these storms was a separate event and none of them beat the previous county record snowfall for a single storm, Washington County did not qualify for federal disaster relief for the high snow removal costs that were incurred.

The basic SOP covers this scenario for most winter storms. If power cannot be restored within 12 hours or less during sub-freezing weather, add the following procedures in addition to contacting and dispatching resources:

- EOC staff contacts local community agencies to set up temporary shelters for people who are unable to remain in their homes during a power outage.
- EOC staff or local volunteers arrange for transportation of displaced individuals to shelters (some may be able to travel on their own).
- EOC staff or local volunteers arrange for family pets to be taken to designated pet sheltering facilities for the duration of the emergency.

### **Severe Storms**

Severe storms can occur at any time of year. They are expected to become more frequent and more intense if the average annual temperature continues to rise. Severe storms can create secondary hazards due to coastal, river, stream, and roadway flooding, and damage or erode culverts and roadway surfaces. Lightning can kill or seriously injure people or livestock that are caught outdoors in exposed areas, and it is a relatively common cause of structure fires and wildfires. Severe electrical storms can also create atmospheric conditions that favor the formation of tornadoes and microbursts, which often cause severe localized property damage. A tornado can gather additional strength after it touches down, allowing the swirling wind vortex to cut a destructive swath over many linear miles, and it can move rapidly and change direction with little or no warning.

Damages to coastal property and infrastructure (including piers, docks, fishing vessels, aquaculture facilities, aids-to-navigation, roads, and waterfront homes) are the most common impacts of severe storms in Washington County. High-winds events can also topple electrical and communications utility lines.

The basic SOP covers this scenario for most severe storms. If homes are destroyed or rendered uninhabitable due to the effects of the storm, add the following procedures in addition to contacting and dispatching resources:

- EOC staff contacts local community agencies to set up temporary shelters for displaced individuals.
- EOC staff or local volunteers arrange for transportation of displaced individuals to shelters (some may be able to travel on their own).
- EOC staff or local volunteers arrange for family pets to be taken to pet sheltering facilities for the duration of the emergency.

## **Flooding**

Seasonal flooding is an expected semi-annual occurrence in many parts of Washington County. Frequent rainfall and snowmelt raise water tables each spring, while heavier rain and winds lead to full, leaf-clogged culverts each fall. The end result is the same in each case: flooded roadways and compromised drainage systems in most low-lying areas, making travel more difficult and treacherous. When bridges and culverts are completely washed out by flooding, particularly on the unpaved logging roads in the rural interior portions of the county, emergency access to homes and wildlands may become practically impossible without the use of all-terrain vehicles. Less likely but possible flooding emergency scenarios include a catastrophic dam breach or significant late-winter ice jams in a densely populated area.

The basic SOP covers this scenario for typical flooding events. For larger flooding emergencies, or in cases where emergency access will require specialized assets such as all-terrain firefighting vehicles or air support, MEMA and supporting agencies will be contacted to request additional resources as needed. For cases in which massive flooding creates the need for voluntary or mandatory evacuation, add the following procedures in addition to contacting and dispatching resources:

- EMA Director, in consultation with Incident Commander(s), determines the need and issues the order to evacuate threatened populations.
- EOC staff contacts local community agencies to set up temporary shelters for displaced individuals (some may be able to travel on their own).
- EOC staff or local volunteers arrange for transportation of displaced individuals to shelters (some may be able to travel on their own).
- EOC staff or local volunteers arrange for family pets to be taken to pet sheltering facilities for the duration of the emergency.

## **Wildland Fires**

Wildland fires are a typical emergency event in dry-weather conditions throughout Washington County. Most seasonal wildfires are limited to areas under 20 acres, and can be managed by the landowner with the assistance of local emergency responders. However, the potential currently exists for a much more significant and extensive wildfire, affecting several hundred acres or more, and quite possibly extending into adjacent counties or tribal lands. Vacation home construction and lakefront development in interior portions of the county have increased the likelihood that a significant wildfire could threaten human life and property.

Because of the high risk associated with an out-of-control wildfire, the SOP for this hazard scenario will include immediate notification of MEMA by the Washington County EMA Director, along with a general call-out for all available trained emergency personnel and equipment in the region to assist with firefighting, evacuations, logistics, and related support services.

## **Hurricanes**

Hurricanes are technically a subset of the “severe storm” hazard scenario. They occur much less frequently in Washington County than other severe storms, but the significantly higher threats to human life and property from a Class 2 or Class 3 hurricane merit a separate discussion. Hurricanes and severe tropical storms have made landfall several times in Washington County over the past century, notably Hurricane Edna in 1954, Hurricane Gerda in 1969, and Hurricane Bob in 1991. Like Hurricane Bob, Hurricane Arthur had been downgraded to a tropical storm with 65-mph winds by the time it reached Washington County in July 2014, yet it still led to downed trees and major power outages for over 19,000 households and businesses.

Climatological modeling has shown that a Class 2 hurricane could make landfall along the Washington County coast. Class 2 storms have maximum sustained winds of 96-110 miles per hour (mph). A Class 2 storm can cause significant roof and siding damage to wood-framed structures, topple many shallow-rooted trees (thus creating secondary emergencies including blocked roadways, downed powerlines, and damaged infrastructure), and cause extensive power outages that could take days or even weeks to restore. Widespread coastal flooding and storm surge would likely inundate the downtown village areas of most coastal and tidal-river communities, where the majority of the county’s residents and businesses are clustered.



As the climate continues to warm, hurricanes along the entire Atlantic coast are expected to become more frequent and more intense. If Washington County were ever to experience a Class 3 hurricane with maximum sustained winds of 111-129 mph, the storm could be expected to cause some degree of structural damage to most wood-framed buildings, more extensive toppling and snapping of trees, strike hazards from large tree branches and airborne debris, and both electrical and water outages that could last for weeks or possibly months. Flooding would be even more extensive in this scenario; it would extend along the river banks into more inland communities, and likely would require a widespread evacuation from many coastal communities. The Maine Geologic Survey has developed an outstanding series of Sea, Lake, and Overland Surges from Hurricanes (SLOSH) [storm surge modeling maps](#) that depict the affected areas in great detail, at differing levels of hurricane classification.

A Class 2 or Class 3 hurricane would entail long-term and severe damage over a wide geographic portion of Washington County, including the potential for human injury or death. Washington County emergency responders have little or no experience or real-world training with storms of this magnitude. Therefore the basic SOP would be amended by calling for MEMA, and possibly for stand-by federal and military assistance, well before the expected or potential landfall of the storm. MEMA's directions and SOPs would thereafter govern all aspects of the emergency:

- Establishment and placement of the EOC.
- Staffing of all EOC departments in a robust unified-command ICS structure.

## Contagious Disease

Epidemics and pandemics can occur whenever and wherever an easily transmissible virus, bacteria, or fungus is introduced into a populated area. Some viruses are capable of mutating, so that even prior exposure does not ensure future immunity. Periodic influenza outbreaks are a good example of this phenomenon. Alternatively, an infectious pathogen could be intentionally introduced by terrorist groups or individuals wishing to cause widespread harm and panic. Washington County has not experienced an epidemic in many years, but it could be threatened if any other location in the United States or Canada experienced an outbreak. The high level of cross-border traffic through Calais increases the likelihood that an epidemic in Maritime Canada would reach Washington County. Migratory birds are considered a potential vector in the spread of avian flu and West Nile disease, and the county's location along several major flyways increases the potential for exposure to avian-borne disease. On the plus side, Washington County's sparse population may help to contain any epidemic within major population centers and isolated rural villages, making it easier to stop the rapid spread of the disease while the infected population receives treatment.

The basic SOP covers this scenario. It may be desirable to staff a Medical Liaison position within the EOC to coordinate all of the participating medical teams and volunteers, and the Maine CDC Region 7 District Liaison should be part of the Unified Command structure to provide specialized expertise and instructions. For epidemics where a shelter-in-place policy – in effect, a self-imposed quarantine – will help to protect human health and limit the spread of the disease, add the following procedures in addition to contacting and dispatching resources:

- EMA Director, in consultation with Incident Commander(s), determines the need and issues the order for threatened populations to shelter-in-place until further notice.
- While the shelter-in-place order is in effect, emergency medical personnel will be authorized to visit and treat sick individuals in their homes, and make the decision to evacuate them from their homes directly to medical facilities when necessary.
- In areas where broadband Internet service is available, use telemedicine services to extend the reach of physicians to evaluate and treat patients living far from hospitals, thus limiting the spread of infection. Telemedicine can also be used to determine the extent of the epidemic and to instruct healthy residents on how to protect themselves and their communities against the outbreak.

## **Earthquakes**

The largest recorded earthquake in Maine occurred near Eastport in 1904, causing only minor property damage. Washington County is a relatively active zone in Maine for earthquake activity, but nearly all of its quakes are too small to be detected by the human senses, and many have offshore epicenters. The Vanceboro area experienced an “earthquake swarm,” a rapid series of small quakes clustered around a single epicenter, in February 2016. A similar earthquake swarm occurred in February 2012 in the Machias area. Most of these tiny quakes were only detectable by seismic monitors. The chance of a major earthquake (Richter scale 7.0 or higher) occurring anywhere in Maine within our lifetime is considered remote by most experts, but it is geologically possible. MEMA assesses the overall state risk from earthquakes as “moderate.”

The hazard scenario for an earthquake would depend on its magnitude and its epicenter. Serious injuries, people trapped within collapsed structures, and significant property damage are most likely to be concentrated in coastal communities and along US Route 1, where the densest populations and commercial developments are located. The major challenge during this type of widespread, life-threatening emergency is the time-critical dispatch of the appropriate resources to where they are most needed. Sections of major highways may be dangerously heaved or impassable following the earthquake, making it even more difficult to get responders and their equipment to time-critical emergency scenes.

As with a large-scale wildfire, the basic SOP should be amended by immediately calling in MEMA (and possibly FEMA) to assist with initial damage assessment, formulation of a rapid-response action plan, and the requisition of additional resources.

## **Tsunami**

The risk of a tsunami along the Washington County coastline is extremely low. The Gulf of Maine is largely protected from destructive ocean wave action by Georges Bank, a massive underwater ridge that acts like a natural breakwater, dispelling the energy from monster waves long before they can reach the mainland. In addition, the Atlantic Ocean is not as prone to the tectonic plate shifts and massive offshore earthquakes that can generate tsunamis. The long, shallow slope of the continental shelf along the entire eastern seaboard provides additional protection against destructive wave action. Nonetheless, a tsunami or tsunami-like phenomenon could strike coastal communities if, for example, a large offshore earthquake or underwater landslide occurred within the Gulf of Maine or along its north-south margins. (Even in this theoretical case, a tsunami would be unlikely to surpass historic storm-surge tidal records in coastal communities.) Seismologists and the numerous meteorological detection buoys in the Gulf of Maine would likely be able to provide some degree of advance warning period before the tsunami struck, with the length of the warning period depending on the tsunami’s velocity and the distance from shore where it was detected.

Ironically, the greatest threat to human safety from a tsunami in Washington County would occur at low tide, not at high tide when the greatest property damage could be expected. This is because many coastal residents work the clam flats at low tide, and they would be indifferent to the warning signs of an approaching tsunami, having never experienced one before.

Piers, moorings, boats, and fishermen working near the shore would be at high risk during any tidal phase of a tsunami, due to unusually powerful riptide currents (capable of overwhelming the power of most small-boat engines) and the high kinetic energy of the wave action. Onshore effects of a high-tide, worst-case tsunami along the Maine coast could be roughly equivalent to the impacts of a Category 3 hurricane, and can be viewed on the state SLOSH models with the link provided in the **Hurricane** hazard scenario. However, such an event would be far more likely along the southern and mid-coastal shorelines of Maine, which lie outside the natural breakwater provided by Georges Bank.

In order to warn coastal residents and businesses of an approaching tsunami, add the following elements to the basic SOP:

- Direct law enforcement officers and local responder forces in coastal communities to patrol coastal public access points and use loudspeakers or other attention-getting devices to warn clammers to evacuate the flats immediately.
- Use social media (Facebook and Twitter) to alert families and friends of clammers and fishermen to get them back onto high ground before the waves hit.
- Place Marine Patrol and US Coast Guard units on alert for search and rescue of fishing vessels that may be overturned, disabled, or transported many miles out to sea from their home ports due to the unusual wave action.

## **HAZ-2: HUMAN-CAUSED DISASTERS**

### **Hazardous Materials Incident**

A hazardous materials (HAZMAT) incident is the most likely human-caused disaster in Washington County. Trucks and freight trains carry these materials through the county every day. A truck carrying HAZMAT could overturn on US Route 1 and force a complete road closure, due to the lack of short detours and alternate routes along large portions of the county's primary north-south highway. Fuels are the most commonly transported hazardous materials, and therefore are most likely to create a HAZMAT emergency if the transport vehicle crashes or derails. Fortunately, the effects of a HAZMAT release during transport are relatively minor in scope, and the danger to human health is limited to the immediate vicinity of the disaster scene.

Toxic industrial chemical releases pose a less frequent but more threatening hazard scenario, as HAZMAT materials are widely used throughout the county at facilities such as Woodland Pulp, blueberry processing plants, manufacturing facilities, water and wastewater treatment plants, and hospitals. Most of these industrial facilities are located in or near the most densely populated portions of Washington County, which increases the risks to human health and safety.

HAZMAT incidents require specialized training, certification, and equipment to limit the spread of the hazardous material and prevent further damage to the public, the environment, and the responders. At present, there are NO certified HAZMAT teams located within Washington County. All HAZMAT events, regardless of size and scope, will be immediately reported by the RCC to the Maine Department of Environmental Protection (DEP), which will then serve as the lead agency for all actions taken to resolve the incident.

The basic SOP will be amended as follows:

- Washington County EMA Director or RCC calls Maine DEP and MEMA to notify them of a HAZMAT incident and request assistance.
- DEP designates certified staff to direct operations from the EOC and to serve as Incident Commander and first responders at the site of the HAZMAT release.
- After an initial situational assessment, DEP requests additional HAZMAT teams and equipment from MEMA as needed to resolve the emergency.
- For a freight rail crash, EOC staff requests the railroad company to provide additional HAZMAT resources, issue emergency alerts, rerouting information, or cancellations as needed for scheduled train runs on the same line, and assist with all cleanup efforts within the railroad right of way.
- For a highway crash on a state-owned highway, EOC staff requests Maine DEP to provide additional HAZMAT resources, and requests MaineDOT to assist with advance emergency motorist alerts, road closures, detours, and non-hazardous cleanup operations within the public right of way. Maine DEP will notify MaineDOT when the highway is safe to resume normal traffic operations.

## **Mass Shooting**

A school shooting incident, for that matter any mass shooting or random act of violence or threatened violence in a public space, is as likely or unlikely to occur in Washington County as anywhere else. Because these events occur with little or no advance warning, the actual risk is as difficult to predict as the most likely scenario. However, any violent public action will generate a massive emergency response by law enforcement agencies at all levels of government. Depending on the size, scope, and location of the event, a coordinated response by law enforcement agents with specialized skills may be necessary to control the scene and prevent further violence. Emergency medical teams may be needed to perform time-critical triage and evacuate the most critically injured victims to appropriate treatment facilities.

The basic SOP can be used to address most school incidents requiring county-level assistance, as well as any mass shootings and violent acts that occur in other public spaces. The Washington County Sheriff's Department will lead the EOC response effort for any mass shooting event. Large-scale casualties or an ongoing hostage situation may demand law enforcement capabilities and emergency medical response services that exceed the county's capacity to provide them, in which case MEMA should be contacted to provide additional resources.

## **Supply System Failure**

Washington County is served by national and international supply chains for many of its basic necessities. The county's dependency on out-of-state and international sources could grow to be a life-threatening problem if freight carriers were unable to bring in needed supplies over several weeks or months. This scenario could develop within the context of a larger ongoing disaster at the state, national, or international level. Disrupted deliveries of food, medicine, and fuels could threaten the health and safety of many Washington County residents.

The largest public threat under this scenario is ensuring that all residents receive sufficient quantities of food, energy, and essential medicine to survive while the normal supply chain is being re-established. If these basic, life-sustaining needs cannot be met, or if the scenario threatens to continue indefinitely, desperate individuals may resort to rioting, looting, and stealing from others to secure whatever goods are locally available. Therefore, the primary goal under this scenario would be to reestablish the traditional supply chains as quickly as possible, while simultaneously working to open up alternative supply routes – via supply ships, small boats, and airdrops, for example – that could quickly and fairly distribute food, fuel, and necessities to the public until normal service could be resumed. Unfortunately, most of these functions are far beyond the county's control.

As with other large-scale county disasters, the basic SOP under this scenario would need to be expanded significantly.

- Add coordination at the EOC level with MEMA, which will likely bring in federal assets such as the US military and relief agencies to transport emergency supplies to affected areas, plus social service agencies such as the American Red Cross to assist with supply distribution on the ground.
- Request support from the deep-water port facility in Eastport to assist with docking and cargo transloading from ocean-going supply ships.
- Private boat owners could be enlisted to ferry provisions to and from larger ships moored offshore, in coastal areas without deep-water port facilities.
- Maintaining law and order throughout the emergency will be critical to the protection of human life and property. Request National Guard mobilizations to assist local and state law enforcement agencies with riot control and orderly emergency supply distribution, particularly in the most densely populated areas.

## **Aircraft Crash**

Aircraft emergencies can happen anywhere and at any time, although they are far from common. All emergency operations for aircraft disasters will be directed by the Maine State Police, although a variety of local, county, state, and federal emergency resources may be called in to assist as needed. Single-engine aircraft and helicopters are the most likely aircraft crashes in Washington County, since there is no local commercial air service. The worst-case scenario would be a commercial airline crash in during the late evening and overnight hours, when traffic between the eastern US and Western Europe reaches its peak volumes within Washington County airspace.

The greatest need in this scenario would be for medical triage teams to field-stabilize victims and prioritize their rapid evacuation to nearby hospitals, including airlifts to Bangor or beyond. Any non-evacuated survivors will require temporary shelter. Fire and HAZMAT spills can be secondary effects of an airline crash, and responders should be prepared to follow all protocols that apply to such events. Amend the basic SOP as follows:

- Add coordination at the EOC level with MEMA and regional hospital staff to augment county resources with additional emergency medical teams, ambulances, and helicopters for rapid evacuation of victims.
- EOC staff notifies emergency responders with the appropriate firefighting or HAZMAT training and equipment to stand by for dispatch if needed.
- EOC staff contacts local community agencies to set up temporary shelters for survivors.
- EOC staff or community agencies arrange for transportation of survivors to shelters.

## **Radiation Exposure**

Radiation exposure could result from transport vehicle crashes (either freight trains or trucks), or from the improper handling and disposal of radioactive materials at one of the many facilities that use them, including hospitals. Most accidental exposures of industrial-level radiation are easily contained, with little risk of human or environmental contamination beyond the immediate release or exposure area. At the other extreme, a massive radiation leak or meltdown at the operational nuclear reactor at Point Lepreau, New Brunswick could potentially threaten thousands people living and working in the Eastport-Calais region, as close as 30 miles away from the reactor facility.

All radiation exposure incidents must be reported to MEMA. For a major radiation release, the basic SOP should be amended by immediately calling in MEMA (and possibly FEMA) to assist with initial damage assessment, formulation of a rapid-response action plan, and the requisition of additional resources. The EMA Director, in consultation with MEMA, the Incident Commander(s), and any advisors with specialized expertise on this type of leak, may decide to issue an evacuation order for threatened areas.

For smaller incidents, amend the basic SOP as follows:

- Washington County EMA Director notifies MEMA of the release, and follows up with whatever information becomes available about the type and extent of the release.
- EOC dispatch ensures that all emergency response forces understand that this is a radiological event, and they must arrive equipped with the appropriate protective clothing and gear. If local forces are unable to meet these standards, additional resources should be requested from MEMA.
- Exposed persons in the immediate vicinity of the event should be advised to visit an appropriate medical facility for evaluation and possible treatment. Infrequent, low-level, short-term exposures to ionizing radiation are usually not dangerous, but medical experts should make that determination.

## **Terrorism**

The greatest county-wide threat from terrorist activity would involve the use of Weapons of Mass Destruction (WMD), containing nuclear, biological, chemical, or high-explosive materials. A WMD could be detonated far from Washington County's borders, yet still threaten its residents and natural resourced-based economic development in the aftermath of the event, particularly if the contaminants from the weapon are easily transported on prevailing westerly winds. Washington County's porous international border and remote coastline raise its risk profile for harboring dangerous individuals and materials who wish to inflict harm on the United States and her citizens. However, the risk of an actual terrorist attack within Washington County is considered to be quite low due to the lack of high-value, high-impact targets, such as large military bases, nuclear facilities, major population centers, or massive dams.



It is difficult to describe a likely hazard scenario for a large-scale terrorist attack, and the capacity for response would vary significantly depending on the materials dispersed by a WMD. However, it is safe to say that the event would almost certainly exceed the emergency response capabilities of Washington County.

### **Cyber-Terrorism.**

Cyber-terrorism is a modern subset of terrorist activity for the Internet age. It is defined as actions intended to cause malicious and deliberate damage, disruption, or compromise of computer systems, networks, and data security protocols. Cyber-terrorism is considered to be an emerging threat to the economy and security of Washington County. At present, it is a threat that would be difficult to counter with available resources and capabilities at the county level, or even at the state level, especially since cyber-terrorist events are often not detected until after significant damage and disruption has already occurred. Some cyber-terrorists are content to create mischief and temporary confusion with their actions. Others may be intent on causing real and lasting harm to Washington County residents and businesses, and on disrupting the emergency forces that protect them. One potential target of cyber-terrorists during emergency operations would be the internet protocol (IP) addresses used for secure line-of-sight mobile communications by all of the county's emergency responders.

The risk of cyber-terrorism in Washington County at this time is unknown, and the basic SOP is not applicable to any type of terrorist scenario because it would almost certainly exceed the emergency resources and capabilities of county responders. Protection and prevention are key to minimizing the risk to the greatest extent possible. For emergency forces - including all Washington County staff and both professional and volunteer responders at all supporting agencies - protection and prevention against terrorist and cyber-terrorist attack includes the following actions:

- Conduct public awareness campaigns to encourage local citizens to report any unusual behavior or suspicious movements by unfamiliar individuals to Washington County EMA or US Customs and Border Patrol, particularly in border and coastal communities.
- Maintain approved and up-to-date anti-virus software on all secure online and mobile communications and data systems.
- Maintain continuous and historic logs of all authorized individuals who have had access to these systems.
- Use system monitoring tools to track all use of secure communications and data systems.
- Limit calls and data access over secure Internet and mobile phone circuits to the minimum number and length required to maintain coordination and control for any ongoing emergency event or training exercise.

Once a terrorism or cyber-terrorism incident has been detected, the hazard-specific SOP will be as follows:

- **Contact MEMA for expert evaluation of the extent and scope of the terrorist attack, the perpetrators and reasons for the attack, and the damage that has already occurred.**
- **Follow MEMA (and possibly FEMA) instructions for emergency response and post-event recovery.**