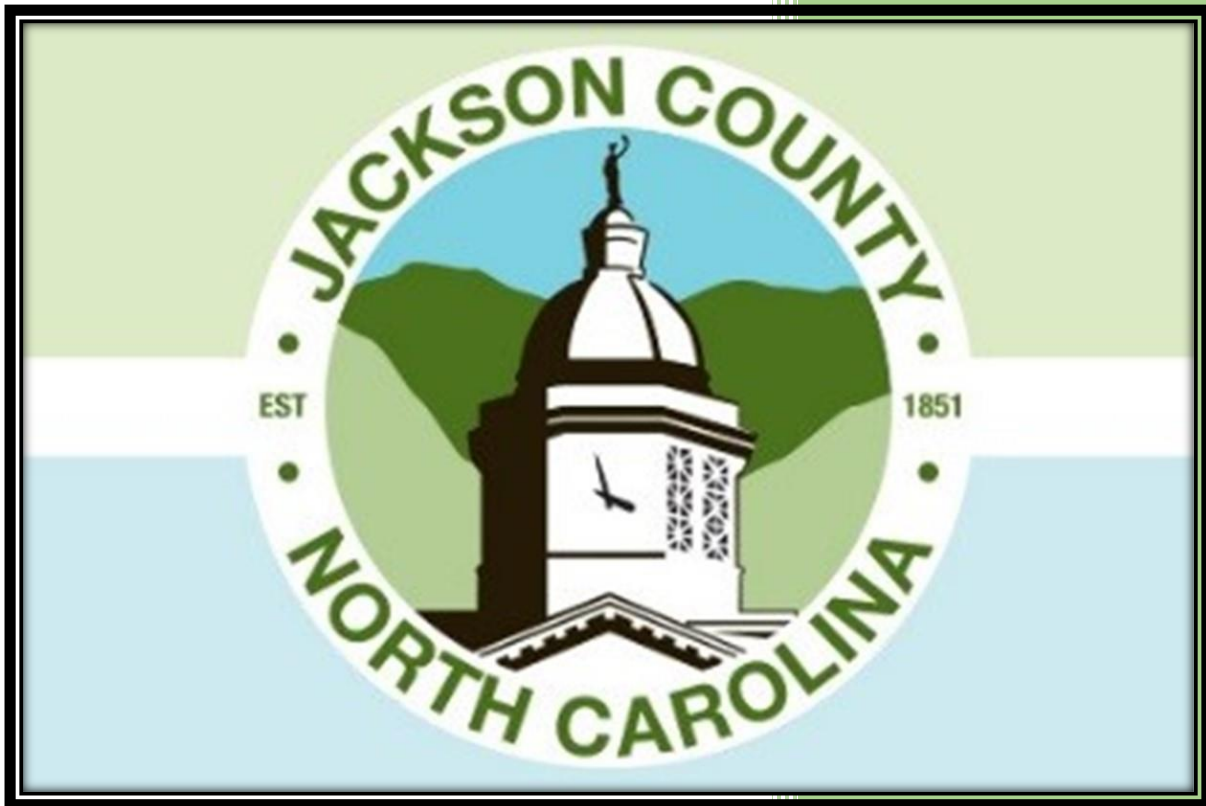


The Jackson County Emergency Operations Plan was developed to address multiple hazards which threaten a jurisdiction. Through use of a functional format, the plan encourages an Integrated Emergency Management System (IEMS) approach to disasters and fosters prompt, efficient and coordinated response operations by elements of the emergency organization.

2022

Jackson County Emergency Operations Plan





Jackson County Emergency Operation Plan

Letter of Promulgation

The Jackson County Emergency Operations Plan dated August 2021 is hereby authorized to be the official plan for Jackson County intergovernmental emergency operations. This is an updated version in a succession of plans designed to provide coordinated town, county, State, school system and other governmental agencies and voluntary organizations' efforts prior to, during and after threat or actual natural or manmade technological disaster or hostile attack. This plan is applicable to all elements of county and town government, cooperating separate governmental agencies, and commercial, industrial, and private non-profit organizations assigned responsibilities hereunder, or engaged in, or in support of emergency operations under this plan. Periodic exercises will be scheduled to provide familiarity with emergency functions.

The signatories to this Emergency Operations Plan concur with the concepts, requirements, and assignments of the basic plan to include procedural annexes and attachments to standard operating guidelines found therein.

The Jackson County Emergency Operations Plan is intended to and shall be interpreted to give effect to purpose of North Carolina General Statute 166A-19, North Carolina Emergency Management Act and shall not be interpreted to increase liability for Jackson County or any signatory.

This plan supersedes Jackson County Emergency Operations Plan dated June 2018.

Any signatory may withdraw its acceptance and participation in the plan by giving a 30-Day written notice filed with the Jackson County Clerk to the Board of Commissioners.

Date: _____

Jackson County Commissioners _____
Brian T. McMahan, Chairman



Jackson County Emergency Operation Plan

Forward

The Jackson County Emergency Operations Plan was developed to address multiple hazards which threaten a jurisdiction. Through use of a functional format, the plan encourages an Integrated Emergency Management System (IEMS) approach to disasters and fosters prompt, efficient and coordinated response operations by elements of the emergency organization. IEMS requires a system-wide integration of skills, people, and resources. IEMS recognizes that plans developed for one type of emergency are extremely useful for other emergency situations and a significant amount of emergency operations capability can be established by addressing universally applicable functions.

The basic plan serves as a summary document and outlines specific responsibilities of county agencies. The annexes define who will do what and when in an emergency. Defining the roles of each response agency reduces the confusion, chaos and conflict during an emergency and significantly decreases vulnerability of the public and their property to hazardous threats.

The National Incident Management System (NIMS) was adopted by the Jackson County Commissioners to incorporate a systematic approach to Incident Command involving a local, State, and federal emergency response interface. Incident Command System (ICS) is used by all Jackson County emergency response agencies. The forms accompanying ICS that are used in the county are the ICS-200 series forms.

This plan meets the requirements of FEMA planning guidance CPG-101, the North Carolina Emergency Management emergency operations planning guidance and the legal responsibilities identified in North Carolina General Statutes, Chapter 166A.19. It provides all the necessary elements to ensure that local government can fulfill its legal responsibilities for emergency preparedness.



Jackson County Emergency Operation Plan

Approvals and Concurrences

Jackson County Commissioners _____ Date: _____
Brian T. McMahan, Chairman

Jackson County Sheriff _____ Date: _____
Chip Hall, Sheriff

Jackson County Manager _____ Date: _____
Don Adams, Manager

Jackson County Emergency Management _____ Date: _____
Todd Dillard, Emergency Management Director



Jackson County Emergency Operation Plan

Plan Maintenance, Distribution, and Notice of Changes

The Jackson County Emergency Management Office is responsible for developing, maintaining, and distributing the Emergency Operations Plan (EOP). The EOP will be maintained in electronic format through the Jackson County Emergency Management Office and in the form of two hard copies, one at the Emergency Operations Center (EOC) and one at the Jackson County Emergency Management office. Jackson County Emergency Management will be responsible for updating these two locations with the most up to date versions of the plan. Additional copies of the EOP, either hard copy or electronic, will be distributed, as necessary.

Jackson County Emergency Management will annually conduct a basic review of the EOP to incorporate new state, federal, and regional guidelines, or directives and/or to address significant operational issues. Changes will include additions of new or supplementary material and/or deletions of outdated information. A full review of the EOP is required every five (5) years. At the time of review, a complete update of the EOP will be conducted and submitted to the Jackson County Board of County Commissioners for promulgation.

Primary agencies are responsible for maintaining and updating their assigned functional annexes in coordination with the assigned support agencies. Proposed changes or updates to the annexes will be coordinated with all other support agencies prior to submission to Jackson County Emergency Management.

A Letter of Agreement has been signed by the department directors and is maintained on file by Jackson County Emergency Management. Each tasked organization in this plan is responsible for submitting the letter of agreement acknowledging and accepting plan responsibilities. Departments are responsible for ensuring emergency personnel are familiar with and have access to the EOP. It is the responsibility of each organization to maintain hard copies of the EOP if desired.

Any department may develop and propose a change to the EOP and is encouraged to do so. Prior to submitting proposals to Jackson County Emergency Management, the proposing department will obtain the written approval from the appropriate department head. No proposed change should contradict, or override authorities or other plans contained in the statutes or regulation. All requests for changes will be submitted to the Emergency Management Director for coordination, approval, and distribution.



Jackson County Emergency Operation Plan

Notice of Changes

Notices of change will be prepared and distributed via email by Jackson County Emergency Management. The notice of change will include the effective date, the change number, subject, purpose, and action required by the departments and offices. Upon publication, the change will be considered as part of the EOP.



Jackson County Emergency Operation Plan

Change Number	Date of Change	Effective Date	Change Made By



Jackson County Emergency Operation Plan

Instructions for Use

It is intended that this plan, when implemented, be used by Jackson County response organizations and management personnel to obtain maximum use of existing resources, organizations, and systems in their response to emergencies and disasters that could and/or have occurred in the county. The format for this plan is:

Basic Plan:

To be used by all responders to understand the duties and activities expected of them or their agency, chief executives, and policy officials.

Functional Annexes:

Address the specific functions for use by the operational managers.

Hazard Specific Annexes:

Address specific hazards that have higher potential for occurrence in Jackson County or the region.

Appendix's

Contains supplementary material that is not an essential part of the text itself but may be helpful in providing a more comprehensive understanding of the problem.

Attachments:

Contain technical information, details, and methods (such as standard operating guidelines and checklists) for use by emergency response personnel. While all circumstances cannot be addressed, the content of this plan should be used as a guide for those things that do occur but not specifically addressed herein.

Checklists:

Where appropriate, checklists have been developed to assist the Emergency Manager, Incident Commander, or agency likely to respond. Some checklists are Hazard Specific; others are annex specific and address functions recommended to carry out preparedness and/or response.

Integrated components:

This plan integrates many components essential to functional operation of any consequence management or Integrated Emergency Management System. These components provide additional information to the Emergency Manager and response personnel.

- Forms
- Database for resources, resource requests, damage assessment, functional and



Jackson County Emergency Operation Plan

access needs populations, etc.

- Additional or companion plans
- State WebEOC interface



Jackson County Emergency Operation Plan

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Jackson County Emergency Operation Plan

I. Purpose

This plan predetermines actions to be taken by the government agencies and private organizations of Jackson County to reduce the vulnerabilities of people and property to disaster and establish capabilities to respond effectively to the actual occurrence of a disaster.

II. Scope

This plan applies to all departments, agencies, organizations, and other identified stakeholders within Jackson County. It may be activated in support of planned events, local emergency situations, and major disasters affecting the entire county, a portion of the county, within one jurisdiction or in support of disaster response elsewhere in North Carolina.

III. Situation and Assumptions

A. Situation

1. Jackson County is in North Carolina Emergency Management Area 15 and FEMA Region IV. Its geographic location is the Southwestern mountains section of the State of North Carolina. It is bound on the East by Haywood and Transylvania Counties, on the South by Oconee County, South Carolina, on the North by Swain County and on the West by Swain and Macon Counties.
2. Jackson County contains almost 4 square miles (2,560 acres) of water. Elevations range from less than 2,000 feet above sea level to more than 6,000 feet on mountaintops in the Plott Balsam and Great Balsam ranges. Some topographic markers include Lake Glenville, the Tuckasegee River, Bear Creek Lake, Richland Balsam, Whitewater Falls, and Whiteside Mountain.
3. The current population of the County and towns within the County is estimated at 44,614 with a growth rate of .76%. The anticipated peak population of 55,000 includes the campus of Western Carolina University located in Cullowhee an unincorporated section of Jackson County. Total square miles are 494 of which 4 are covered by water. Population density is 82 persons per square mile.

More than 10 percent of the county residents identify as Native American, mostly Cherokee, as the federally recognized Eastern



Jackson County Emergency Operation Plan

Band of Cherokee Indians is based at Qualla Boundary, land that consists of territory in both Jackson and neighboring Swain County.

4. The following towns provide services that may be expanded during a disaster, or their duties may be directly impacted by the hazard:
 - Town of Sylva-Police Department, Fire Department, Public Works
 - Town of Dillsboro-
 - Town of Webster-
 - Village of Forest Hills-
5. Western Carolina University (WCU) is the fifth oldest institution of the sixteen four-year universities in the University of North Carolina (UNC) system, WCU was founded to educate the people of the western North Carolina mountains. WCU provides an education to students from 48 states and 35 countries. Enrollment for the Fall 2020 semester was 12,243 students. The college provides public works and law enforcement services for the campus.
6. The Major Traffic Arteries are:
 - a. US 23/74 crosses east to west in the northern portion of the county.
 - b. US 23/441 bisects the northwestern portion of the county.
 - c. NC 107 crosses north to south through the middle of the county.
 - d. NC 281 intersects NC 107 and goes east to Transylvania County.
 - e. US 64 crosses east to west in the southern portion of the county.
7. Railroad

The Great Smoky Mountains "Tourist" Railroad (GSMR), with its base of operations in Bryson City, NC travels East and West through the county on a seasonal basis.

Blue Ridge Southern Railroad also serves Jackson County to its endpoint in Sylva. Based out of Canton North Carolina this railroad operation can transport any commodity but primarily carries wood chips, paper, plastics, cement, coal, and products used in the manufacture of Epsom salt.



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8. Airport

The Jackson County Airport is a public, general aviation airport located three miles (by air) southeast of Sylva, the county seat, and one mile from Western Carolina University. The facility is open 24-7 with self-service 100 low-lead fuel. Aircraft operating from the field generally range from light-sport, single and twin-engine general aviation aircraft, with occasional turbo-prop aircraft such as Pilatus PC-12 and helicopter activity.

Airport Identifier: 24A

Published Approach: RNAV (GPS) Runway 33

Elevation: 2857 Feet MSL

Runway Length: 3210 Feet Runway Width: 60 Feet

Runways: 33 and 15 – Left traffic for both

9. Dominion Energy (natural gas), with a base of operations located in Asheville, serves most of Jackson County primarily in the northern end of the county. The county is also served by several propane dealers who provide their services throughout.
10. Jackson County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. At some time, the county has experienced many of these hazards which have caused disruption to communities, great amounts of damage and in some cases caused casualties. Potential hazards (natural, technological, and national security) by priority are:
 - a. Hazardous Material Releases
 - b. Severe Weather (Tornadoes, Winter Storms, Latent Effect Hurricanes)
 - c. Wildland/Urban Interface Fires
 - d. Large Urban Fires
 - e. Agricultural Drought
 - f. Power Failures
 - g. Mass Casualty/Transportation Incidents
 - h. Dam Failure
 - i. Wide Area Flooding
 - j. Earthquake
 - k. Civil Disorder/Riots/Vandalism
 - l. Hurricanes



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- m. Landfill Fires
- n. Large Structural Fires
- o. Mass Casualty
- p. Mudslides/Landslides
- q. Other/Unknown (biological, disease, etc.)
- r. Rail accident (see hazardous materials and/or mass casualty)
- s. Terrorist activity
- t. Waste/wastewater spills

B. Assumptions

1. The occurrence of any one or more of the events previously listed could severely impact Jackson County and include several of the following possibilities:

- Loss of electric power
- Need for auxiliary power.
- Failure of a water distribution system
- Severance of road/highway network
- Emergency response capability impacts due to road conditions.
- Evacuation of people from the county.
- Necessity for mass care (shelter) and feeding operations.
- Need for debris clearance and removal.
- Multiple injuries and fatalities.
- Drastic increase in media attention.
- Damage to the communications, internet, and telephone systems.
- Economic impact.
- Increased number of vermin and vectors (insects).
- Need for official public information and rumor control.
- Need for State and/or Federal assistance.
- Re-entry of essential personnel and equipment.
- Re-entry of private sector businesses.
- Re-entry of the public.
- Damage to vital records.
- Need for damage assessment.
- Need for coordination of donated goods.
- Need for potable water due to water contamination.
- Need for additional emergency services personnel.



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- Need for additional hospital/medical support.
 - Over taxing local resources.
 - Depth of staffing problems.
 - Loss of facilities vital to maintaining essential services.
 - Environmental impact to wildlife, natural resources, and agriculture.
 - Need for management of recovery and reconstruction.
 - Need for coordination and prioritization of staged resources.
 - Isolation of populations.
 - Rescue and extrication of injured persons.
2. It is necessary for the county to plan for and to carry out disaster response along with short and long-term recovery operations utilizing local resources; however, it is likely that outside assistance would be needed and available in most major disaster situations affecting the county.
 3. Sufficient mutual aid resources will exist to assist in response and recovery from a major emergency or disaster.
 4. Officials of Jackson County are aware of the possible occurrence of an emergency or major disaster and their responsibilities in the execution of this plan and will fill these responsibilities as needed.
 5. Implementation of this plan will reduce or prevent the loss of lives and damage to property.
 6. The following services, which will likely have expanded duties during disasters, are provided by Jackson County or contracted volunteer organizations:
 - Administration
 - Animal Control
 - Building Inspections/Damage Assessment
 - Communications
 - Cooperative Extension
 - Education/Schools
 - Emergency Management
 - Emergency Medical Services
 - Finance



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- Fire Marshal
- Health Department
- Law Enforcement (Sheriff)
- Mental Health
- Social Services
- Water resources
- Solid Waste Operations/Debris Management
- Utilities and Engineering
- Volunteer Fire Departments
- Volunteer Rescue Squad

IV. Concept of Operations

- A. As required by General Statutes 166A-19.15, it is the responsibility of county government to organize and plan for the protection of life and property from the effects of an emergency/disaster.
- B. Jackson County utilizes the five mission areas as directed by US Presidential Policy Directive 8 of emergency preparedness in designing and implementing the Emergency Services program. These phases are:
 1. **Prevention** - Means the capabilities necessary to avoid, deter or stop an imminent crime or threatened or actual mass-casualty incident. Prevention is the action taken to prevent a threatened or actual incident from occurring.
 2. **Mitigation** - Through the planning and building inspection programs the county and town governments use ordinances, codes, and standards to prevent industry from impacting on residential areas and prevent sub-standard building construction. Education of the public about potential disaster effects also prevents injury and death from disasters.
 3. **Preparedness** - Through disaster planning and recognition of hazards likely to affect the area, the county and town agencies prepare for potential disasters. County agencies are offered training in preparation for a disaster and each department is responsible for seeing that their responders have adequate training to carry out assigned functions. Many other programs are offered to the residents of Jackson County to help them also be prepared.



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4. **Response** - When a disaster occurs the county and town agencies respond either as direct assistance to the disaster area or as a support agency to the first responders on-scene. The response agencies will act within their scope of training and will call upon outside resources as needed to mitigate further damages.
 5. **Recovery** - After the immediate short-term emergency needs of an area are controlled, the county and town governments begin a recovery process that may take several days to many months or years. Response agencies will determine what impacts have been made on the community and what will need to be done to put the community back to pre-disaster conditions. Many times, this effort will overwhelm the jurisdiction and assistance from State and Federal government will be needed.
- C. Jackson County provides many emergency services to the citizens of the county daily. Some of the services overlap into town government jurisdiction throughout the county. The Town of Sylva provides many services to their citizens; however, they also depend on Jackson County for services such as emergency medical, social services, health, sheltering of evacuees and Emergency Management.
- D. Towns in Jackson County will maintain their own operations in the event of a disaster. However, if a town government's resources prove to be inadequate during emergency operations, requests for county, regional or State resources will need to be made to keep the government's normal operations functional. In the event a Jackson County town finds the need for resources outside of their own resources or current mutual aid agreements they will need to contact Jackson County Emergency Management (Jackson County EOC if activated) and make the request for resources through the county as outlined in North Carolina General Statute 166 A-19.15. c.
- E. As requests for resources become overwhelming, the county will coordinate, as appropriate, with adjoining counties for additional available resources while also working with North Carolina Emergency Management to utilize State resources when county capabilities become exhausted.
- F. State Role and Support:



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Requests for State resources will be made through Jackson County Emergency Management to the NC Division of Emergency Management (NCEM) Emergency Operations Center (1-800-858-0368) or through the NCEM WEB EOC (NCSPARTA). The State Emergency Response Team (SERT) may be fully or partially activated as necessary to support the County's requests. Additionally, it is expected SERT will have a role in most, if not all disasters. The North Carolina Division of Emergency Management may provide the following general support to the local Emergency Management Director:

- On scene response by an Area Coordinator or their designee.
- Assistance with dissemination of emergency public information.
- Relay of information to/from State and Federal agencies.
- Coordination of State resources and agencies during events.
- Transmittal and tracking of resource requests.
- Assistance with planning, training, response, and recovery operations.

G. When needed, the Jackson County Commissioners can declare a "State of Emergency" as authorized and directed by NC General Statute 166A-19.22, to activate the County Emergency Operations Plan, to assist the local emergency response agencies in carrying out their duties and for the protection of the citizens and property within the disaster area. Towns can independently declare a "State of Emergency" in the event of a disaster or, by resolution, can sign off on a Jackson County "State of Emergency" if one is declared.

H. A local "State of Emergency" is required to access State/Federal resources and funding.

I. When a disaster overwhelms the capability of State and local governments, resources of federal government may be needed.

J. Jackson County will use their normal channels for requesting assistance and/or resources to the State Emergency Operations Center. If State resources have been exhausted, the State will arrange to provide the needed resource(s) using the Emergency Support Functions as described in the National Response Framework. Those functions (ESFs) are:

- ESF 1 Transportation
- ESF 2 Communications



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- ESF 3 Public Works and Engineering
 - ESF 4 Firefighting
 - ESF 5 Emergency Management
 - ESF 6 Mass Care, Emergency Assistance, Housing and Human Services
 - ESF 7 Logistics Management and Resource Support
 - ESF 8 Public Health and Medical Services
 - ESF 9 Search and Rescue
 - ESF 10 Oil and Hazardous Materials Response
 - ESF 11 Agriculture and Natural Resources
 - ESF 12 Energy
 - ESF 13 Public Safety and Security
 - ESF 14 Long-Term Community Recovery
 - ESF 15 External Affairs
- K. The National Response Framework establishes the basis for fulfilling the federal government's role in providing response and recovery assistance to a State and its' affected local governments impacted by a significant disaster of any kind which results in a required Federal response. Under the National Response Framework, federal departments and agencies having various authorities and resources have been assigned primary and support agency responsibilities for various Emergency Support Functions. These Emergency Support Functions will work in concert with State agencies to provide the needed resource(s).
- L. Jackson County formally adopted the National Incident Management System (NIMS) approach and guidance to incorporate the elements of NIMS essential to efficient management of emergencies and disasters that will involve local, State and Federal response agencies. The Federal government places criteria for all emergency plans to comply with Homeland Security Presidential Directive #5 (HSPD-5). *"To prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies, the United States Government shall establish a single, comprehensive approach to domestic incident management. The objective of the United States Government is to ensure that all levels of government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management. In these efforts, with regard to domestic incidents, the United States Government treats crisis management and consequence management as a single, integrated function, rather than as two separate functions".*



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- M. Jackson County also adheres to the principles of “Whole Community Response” as outlined in Homeland Security Presidential Directive # 8 (HSPD-8) “Experience tells us that when the whole community comes together to tackle a challenge—and everyone plays a role—the end result is more effective.”
- N. Jackson County has met and continues to meet the compliance objectives of the NIMS and executives, department heads and managers receive training in the National Response Framework and in the NIMS. Many compliance objectives are ongoing efforts such as training and new resources typing. Elected and appointed officials are involved in all local emergency planning and the Jackson County Emergency Management Director is the single point of contact for all NIMS compliance issues. All local agencies are responsible for maintaining their own training records that accurately reflect compliance with the objectives of the NIMS. Access, to these training courses, is referenced though the plan.
- O. The State of North Carolina General Assembly has given the Governor of the State the Powers to address disaster response and recovery through NCGS 166A-19.21. This legislation allows for a Gubernatorial disaster declaration dependent on the amount of damage assessed following an event and the county or municipality’s ability to respond through local resources. More detailed information on this process is outlined in Recovery Annex to this plan.
- P. Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) as amended, a Federal Coordinating Officer will be appointed as the President's representative to coordinate overall delivery of federal assistance through the Joint Field Office of Federal and State agencies. Federal departments and agencies have been assigned missions to provide assistance directly to the State, under the overall direction of the Federal Coordinating Officer.

V. Organization and Assignment of Responsibilities

A. Organization

Most of the departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining their own emergency response and preparedness procedures. Specific responsibilities are outlined below under the section entitled "Assignment of Individual Responsibilities". Responsibilities for certain organizations which are not a part of local government are also presented.



Jackson County Emergency Operation Plan

While these general duties are outlined in this portion of the plan it is important that individuals, departments, organizations, and agencies understand there are additional duties located throughout the plan in annexes, procedures, attachments, etc.

Jackson County operates under the Incident Command system that incorporates the elements of the National Incident Management System (NIMS). Communications from the Emergency Operations Center (EOC) to field commanders and from field commanders back to the EOC is accomplished using a variety of communications equipment and the recognized chain of command.

The functions of Incident Command are carried out by five basic groups. The groups may then be sub-divided into sections headed by a section chief. If any of the five basic groups are not assigned, it is responsibility of the Incident Command to carry out the responsibilities:

1. Command
2. Operations
3. Logistics
4. Planning
5. Finance

B. Assignment of Individual Responsibilities

1. Chairman, County Commissioners
 - Establish policy and incident guidance procedures in coordination with other officials.
 - Carry out appropriate provisions of State general statutes, in addition to local ordinances, relating to emergencies.
 - Issue and distribute, as appropriate, a local proclamation declaring a State of Emergency or terminating the State of Emergency.
 - Assume or delegate direction and control of emergency operations after declaring an emergency at county level.



Jackson County Emergency Operation Plan

- Request assistance from State government through the Emergency Management Director, as needed, to control an emergency.
- Ensure that perinate information, damage assessment and other reports, are forwarded through the NCEM crises management software (NCSPARTA) and the Western Branch Office of the State Division of Emergency Management regarding an emergency.
- Perform coordination and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction.
- Authorize emergency workers to support evacuation and to enter and/or leave the threatened area(s).
- Assure the protection of public documents and public facilities during the emergency.
- Be familiar with incident guidance checklist for elected officials and managers.
- Additional duties are also found in the various Annexes and Procedures.

2. Mayors of Towns

- Establish policy and incident guidance procedures in coordination with other officials.
- Carry out appropriate provisions of State general statutes, in addition to local ordinances, relating to emergencies.
- Issue and distribute, as appropriate, a local proclamation declaring a State of Emergency or terminating the State of Emergency.
- Request assistance from State government through the Jackson County Emergency Management Director, as needed, to control an emergency.



Jackson County Emergency Operation Plan

- Ensure that perinate information, damage assessment and other reports are forwarded to Jackson County Emergency Management for inclusion in the NCEM crises management software (NCSPARTA) and to be shared with the Western Branch Office of the State Division of Emergency Management regarding an emergency.
- Perform coordination and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction.
- Authorize emergency workers to support evacuation and/or to enter and leave the threatened area(s).
- Assure the protection of public documents and public facilities during the emergency.
- Assume or delegate direction and control of emergency operations after declaring or signing off on the State of Emergency at town level.
- Additional duties are also found in the various Annexes and Procedures.

3. County Manager

- On behalf of Jackson County, implement direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction. Establish incident guidance procedures in coordination with other officials.
- Ensure county agencies continually update their annexes to the Emergency Operations Plan and develop internal Standard Operating Procedures (SOPs) as needed to respond to emergencies through Emergency Management.
- Ensure that exercises and tests of the emergency systems are conducted on a periodic basis to test the functions of the



Jackson County Emergency Operation Plan

Emergency Operations Plan through the Office of Emergency Management.

- Ensure that representatives for Emergency Operations Center staff are designated (e.g., Health Director, Public Information Officer, etc.) to report to the Emergency Operations Center upon activation to support direction and control.
- On behalf of the Jackson County Commissioners, implement or delegate direction & control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction, including management of the Emergency Operations Center utilizing the Emergency Management Director to carry out this function.
- Implement emergency policies/ordinances, as appropriate, on behalf of the governing body and be familiar with incident guidance checklist for elected officials and managers.
- Ensure that financial records of expenditures are kept during emergencies.
- Ensure, through the Chairman of the Local Emergency Planning Committee, that facilities within Jackson County having hazardous materials are reporting as required.
- Additional duties are also found in the various Annexes and Procedures.

4. Town Managers

- On behalf of the town council, implement or delegate direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction.
- Implement emergency policies/ordinances, as appropriate, on behalf of the governing body and be familiar with incident guidance checklist for elected officials and managers.



Jackson County Emergency Operation Plan

- Ensure that financial records of expenditures are kept during emergencies.
- Develop plans for the security of town public documents and facilities.
- Develop a roster of essential workers who must remain during an emergency or return after an evacuation to relieve other essential workers.
- If possible, provide as requested, town personnel and equipment resources to the county to support emergency operations and evacuations.
- Additional duties are also found in the various Annexes and Procedures.

5. Emergency Management Director

- Perform assigned duties according to state statutes and local ordinances to include serving as the Chief of Staff and where necessary or delegated, the incident commander for all disaster operations.
- Develop emergency notification and recall procedures for emergency services personnel.
- Assure all lead emergency services managers have developed and continue to update procedures.
- Serve as liaison and advisor to the County Manager and Commissioners on issues related to response and recovery throughout the emergency/disaster period.
- Perform assigned duties according to State statutes and local ordinances to include serving as Community Emergency Coordinator as defined by SARA Title III.
- Set priorities on available resources and implement resources controls to restore essential services.



Jackson County Emergency Operation Plan

- Implement the Incident Command System if not already established.
- Responsible for developing, coordinating, and updating the county plan in accordance with Federal and State guidelines, coordinating of emergency operations within the county, and coordination of emergency activities with adjoining jurisdictions.
- Establish and equip the Jackson County Emergency Operations Center (EOC) to include primary and backup radio communications (fixed and mobile) and provide for operations on a continuous basis as required.
- Ensure that a system is developed and implemented to manage information (including internal messages) pertaining to an emergency and disseminate it to other levels of government and private sector.
- Acquire maps, status boards and other display devices for the Emergency Operations Center which identify high hazard areas and pre-selected control/monitoring points.
- Ensure that an events log (casualty and health concerns, property damage, fire status, size of risk area, scope of hazard, number of evacuees, radiation dose, etc.) is compiled and displayed in the Emergency Operations Center throughout the duration of the emergency.
- Provide for acquisition/stocking of food, water supplies, and other equipment necessary for the effective operation of the Emergency Operations Center/Staff.
- Develop a schedule for testing, maintaining, and repairing Emergency Operations Center and other emergency equipment, as well as coordinate exercises and tests of the emergency systems and plans within the jurisdiction.



Jackson County Emergency Operation Plan

- Alert staff and activate Emergency Operations Center (for 24-hour coverage if necessary) when notified of potential/emergency situations.
- Ensure that Emergency Operations Center staff acknowledge and authenticate reports.
- Ensure staff and officials briefings are conducted periodically during the emergency.
- Establish and maintain coordination with other jurisdictional Emergency Operations Centers as appropriate.
- Provide for adequate coordination of recovery activities among private, State, and Federal agencies/organizations.
- Plan, identify and maintain current inventories, of available resources, for emergency purposes including vital facilities.
- Maintain administrative records as required.
- Receive requests for assistance from towns within the county, prioritize and direct assistance to areas where needed.
- Prepare authentication charts and devices for use during an emergency.
- Develop procedures to warn areas not covered by existing warning systems.
- Coordinate warning resources with neighboring counties.
- Develop and maintain a public information and education program for disaster preparedness.
- Direct and assist the Public Information Officer in disseminating public information during emergencies.
- Identify potential evacuation areas and develop evacuation procedures in accordance with the County's hazard analysis.



Jackson County Emergency Operation Plan

- Identify population groups requiring special assistance during evacuation (e.g., senior citizens, the extremely ill, access and functional needs, nursing homes, prison populations, etc.)
- Assure that institutions within the county have evacuation procedures.
- Monitor the progress of evacuations and modify evacuation procedures when needed.
- Establish and equip as required Disaster Assistance Centers in coordination with the NCEM State Recovery Section when appropriate.
- Identify shelter facilities for short-term use which have lodging and mass feeding capabilities.
- Develop procedures to activate and deactivate shelters and ensure that American Red Cross and Department of Social Services develop shelter SOPs.
- Designate shelter facilities with the shortest commuting distance to the hazard area for essential workers and their families.
- Initiate the return of the population as soon as conditions are safe at the direction of the Chairman, Board of County Commissioners.
- Designate a Damage Assessment Officer to coordinate overall damage assessment operations.
- Provide damage assessment training.
- Maintain enough needed forms and supplies for damage assessment teams and other departments/agencies assisting with assessment/recovery operations.



Jackson County Emergency Operation Plan

- Secure resources to support and assist with damage assessment activities (maps, tax data, cameras, identification, etc.).
- Establish a Utilities Liaison to coordinate information flow between the Emergency Operations Center and affected utilities.
- Assist with identification and notification of applicants that may be eligible for PA programs (local government entities, private nonprofit organizations, public school systems, etc.).
- Analyze personnel and equipment requirements to meet potential hazards and include data in county resource manual.
- Develop mutual aid agreements for use of local and regional resources.
- Develop procedures to alert key officials.
- Develop procedures to activate the Emergency Alert System (EAS).
- Coordinate resource use under emergency conditions and provide a system to protect these resources (i.e., essential personnel and equipment).
- Provide for the storage, maintenance, and replenishment/replacement of essential equipment and materials (medical supplies, food and water, radiological instruments, etc.)
- Request additional resources in those cases where county resources cannot meet response or recovery requirements.
- Provide backup communications for Emergency Operations Center through the mobile command post.
- Develop a flood warning system for areas in the county subject to frequent flooding.



Jackson County Emergency Operation Plan

- Serve as the single point of contact for implementation and information regarding the National Incident Management System (NIMS).
- Additional duties are also found in the various Annexes and Procedures.

6. Emergency Communications Center (911) Supervisor

- Plan and direct communications and warning systems, including two-way radio systems throughout the county.
- Develop procedures describing methods of communications between Emergency Operations Center, field forces, shelter facilities, adjacent jurisdictions and NCEM Western Branch/State Emergency Operations Center.
- Ensure off-duty communications staff can be recalled on short notice to supplement on-duty personnel.
- Provide for backup electrical power to the Emergency Operations Center.
- Maintain current internal notification/recall rosters.
- Ensure information pertinent to the emergency/disaster situation is provided to the Emergency Operations Center.
- Coordinate communications net with surrounding counties, the State, and the County during disasters.
- Establish procedures to control two-way radio communications between the Emergency Operations Center and other forces, such as hospitals, air ambulance dispatch points and amateur communications networks.
- Disseminate warning information through the County communications network, Jackson County 911 reverse notification system (Code Red) and National Weather Service.



Jackson County Emergency Operation Plan

- Review and update the Communications Annex and SOPs annually or as needed based on event after action reviews.
- Ensure that communications procedures are established for the use of logs, message forms and message control.
- Develop procedures for obtaining and restoring telephone services during emergencies.
- Develop communications mutual aid agreements to support an alternate communications location and personnel needs.
- Identify potential sources of additional equipment and supplies.
- Provide radio repair capabilities and maintenance operations under emergency conditions.
- Ensure program training for all county communications personnel including volunteers and maintenance personnel.
- Provide for radio system compatibility and networking in County and regionally.
- Provide for the delivery of primary and backup radio communications (fixed and mobile).
- Report to the Emergency Operations Center upon activation and provide direction and control for communications operations.
- Develop procedures which define agency responsibilities, describe activation procedures, and detail the warning systems for notifying the public.
- Develop listing of warning equipment locations and areas of coverage.
- Provide for testing and exercising of the communications, warning, and alerting systems on a regular basis.



Jackson County Emergency Operation Plan

- Provide for warning procedures for special locations such as schools, hospitals, nursing homes, major industries, and institutions.
- Arrange with public service agencies to augment warning capabilities.
- Coordinate with the Public Information Officer to distribute necessary information to the media and public.
- Receive warning information from the National Warning System or the Division of Criminal Information (DCI) and other official sources.
- Additional duties are also found in the various Annexes and Procedures.

7. Agency/Jurisdiction Emergency Operations Center Representatives

- Report to the Emergency Operations Center and ensure continuous representation throughout activation.
- Provide support personnel and services to the Emergency Operations Center as appropriate/necessary.
- Ensure that all information related to the emergency/disaster situation is coordinated with other response agencies/organizations.
- Ensure agency staff is secured to provide for 24-hour operation.
- Additional duties are also found in the various Annexes and Procedures.

8. Public Information Officer

- Prepare procedures for the conduct of public information services during disasters.



Jackson County Emergency Operation Plan

- Establish and maintain current inventories and agreements for public information resources.
- Coordinate all media releases pertaining to emergency planning and operations and clear all information with the incident commander, emergency management coordinator and county manager.
- Provide for rumor control and emergency instructions. Publicize the telephone number of a rumor control line and social media connection where official disaster information can be obtained by the public.
- Develop media advisories for the public.
- Provide emergency information materials for the public including hearing impaired and non-English speaking groups.
- Prepare procedures for the coordination of public information during emergencies.
- Prepare and maintain a current internal notification/recall roster of personnel to staff the Emergency Operations Center Media Center.
- Maintain working relationships with the media and a current list of radio stations, television stations, social media networks and newspapers to be used for public information release.
- Prepare written Statements of Agreements with the media to provide for dissemination of essential emergency information and warning to the public, including the appropriate protective actions to be taken.
- Arrange points of contact for releases of public information in an emergency and for briefings to media representatives, when appropriate.



Jackson County Emergency Operation Plan

- Assist in the preparation and review of Emergency Public Information Materials for all hazards affecting the county.
- Report to the Emergency Operations Center upon activation and coordinate the release of disaster related information with local agencies, state, and federal governments.
- Clear information with the incident commander and chief executive before release to the media.
- Prepare and distribute pre-scripted Emergency Public Information Center materials to the media (newspaper, radio, and television, etc.).
- Ensure that all sources of information being received are authenticated and verified for accuracy.
- Assist in handling inquiries and informing families about places of contact for missing relatives, continued Emergency Services, restricted areas, etc.
- Review and update the Emergency Public Information Annex and SOPs regularly.
- Additional duties are also found in the various Annexes and Procedures.

9. Sheriff

- Plan for conducting traffic control and other law enforcement operations throughout the county during disasters.
- Implement the Incident Command System if not already established.
- Develop mutual aid agreements with other law enforcement agencies.
- Provide representation to the EOC or Command Post to support decision making/command and control of law enforcement resources.



Jackson County Emergency Operation Plan

- Provide backup communications for Emergency Operations Center through mobile units.
- Provide transportation for Emergency Operations Center personnel under emergency conditions, as requested by Emergency Management.
- Maintain current internal notification/recall rosters and communications systems.
- Assist in warning and notification affected populations of an existing or impending emergency.
- Assist in evacuation of the disaster area and movement to shelter.
- Provide security, protection and access control for the damaged areas and vital facilities.
- Provide security in the Emergency Operations Center, reception centers, shelters, lodging and feeding facilities during emergency operations.
- Relocate and house prisoners when necessary, during periods of evacuation.
- Coordinate additional law enforcement support with State Highway Patrol and other counties and/or municipalities during response activities.
- Deliver necessary kits or other supplies if requested.
- Establish staging areas in conjunction with fire departments, rescue squads and the Transportation Coordinator.
- Review and Update the Law Enforcement Annex and SOPs regularly.
- Additional duties are also found in the various Annexes and Procedures.



Jackson County Emergency Operation Plan

10. Town of Sylva and Western Carolina University Police Departments

- Maintain law and order within local jurisdiction.
- Implement the Incident Command System if not already established.
- Coordinate law enforcement activities with the Jackson County Sheriff.
- Provide representation to the Command Post or EOC to support decision making/command and control of Town/University law enforcement resources.
- Provide mobile units for warning operations.
- Provide security for essential facilities located in the Town/University.
- Request assistance through the Emergency Operations Center as needed.
- Additional duties are also found in the various Annexes and Procedures.

11. Fire Marshal

- Plan for coordination of firefighting operations throughout the county in time of disaster.
- Develop fire service-related mutual aid agreements.
- Analyze fire potential and identify fire service requirements.
- Develop and update fire service SOPs for coordination of firefighting during emergencies.
- Prepare inventories of all fire equipment and personnel resources.



Jackson County Emergency Operation Plan

- Report to Emergency Operations Center upon activation and direct and control fire-fighting operations.
- Provide for protective equipment, instruments, antidotes, and clothing, within the resources of Jackson County, to perform assigned tasks in a hazardous chemical environment to include decontamination.
- Direct and deploy fire-fighting resources from other counties to the disaster site.
- Implement the Incident Command System if not already established.
- Advise decision makers and emergency support services on the hazards associated with technological hazards and the area's most likely to be affected by a release of a hazardous material.
- Support rescue operations.
- Provide support personnel to assist in traffic control and damage assessment operations.
- Conduct fire inspections at critical/vital facilities and in the disaster area during recovery.
- Coordinate fire control between Jackson County and North Carolina Forest Service.
- Advise on fire security during operations.
- Review and update the Fire Protection Annex and SOPs regularly.
- Additional duties are also found in the various Annexes and Procedures.

12. Radiological Officer



Jackson County Emergency Operation Plan

- Develop a Radiological Protection System for the county and provide a radiological decontamination capability.
- Establish a radiological protection reporting network.
- Implement the Incident Command System if not already established.
- Provide for maintaining exposure records and ensure that personal dosimetry is read and reported at appropriate frequencies.
- Assist in monitoring and determining radiation exposure levels for emergency workers.
- Coordinate county personnel and equipment for radiological monitoring and decontamination.
- Additional duties are also found in the various Annexes and Procedures.

13. Fire Department Chiefs

- Assist in warning and notifying the affected population of an existing or impending emergency.
- Deploy fire personnel and equipment during emergencies.
- Designate staging areas for mutual aid and volunteer forces responding from other areas.
- Implement the Incident Command System if not already established.
- Support rescue operations.
- Provide radiological and hazardous material decontamination and monitoring support.
- Maintain fire security in evacuated areas.



Jackson County Emergency Operation Plan

- Assist in decontamination operations.
- Assist in debris clearance for emergency access in the disaster area.
- Additional duties are also found in the various Annexes and Procedures.

14. Rescue Squad Chiefs

- Rescue of injured persons during emergency operations.
- Provide water rescue services within Jackson County or as requested through mutual aid to areas outside of Jackson County.
- Provide for high angle rescue services.
- Provide a support role for emergency operations as needed for public warning and traffic control.
- Deploy rescue personnel and equipment in an emergency.
- Implement the Incident Command System if not already established.
- Provide radiological and hazardous material decontamination and monitoring support.
- Support the evacuation of special institutions along with access and functional needs individuals.
- Provide search and rescue support for lost individuals and for individuals unable to evacuate due to injury.
- Assist in debris clearance for emergency access in the disaster area.
- Provide emergency back-up services to the Harris Regional Emergency Medical Services.



Jackson County Emergency Operation Plan

- Review and update annexes and or procedures supporting this plan.
 - Additional duties are also found in the various Annexes and Procedures.
15. Emergency Medical Services Director (Harris Hospital and Glenville-Cashiers Rescue)
- Plan for coordination of emergency medical activities throughout the county during disasters within their assigned district.
 - Develop Emergency Medical Services procedures and medical services mutual aid agreements.
 - Coordinate with Hospital Disaster Coordinators on use of medical facilities within the county for mass casualty incidents.
 - Establish liaison with medical facilities and maintain field communications with other response groups.
 - Maintain liaison with American Red Cross (ARC) and other volunteer service agencies for emergency medical resources.
 - Recruit emergency medical staff to support shelter operations as needed.
 - Support first aid and medical resources needs in disaster related facilities.
 - Provide for the deployment of ambulances and the transport of victims to medical facilities within their assigned district or as requested through E-911 or the Emergency Operations Center.
 - Coordinate response capabilities utilizing the emergency rescue and ambulance units.
 - Maintain a casualty tracking system.



Jackson County Emergency Operation Plan

- Provide support for medical care at shelters to the extent that local medical standing orders allow.
- Implement the Incident Command System if not already established.
- Review and update the Emergency Medical Services Annex and SOPs regularly.
- Provide medical surveillance and medical decontamination for emergency workers at incidents involving radiological and hazardous materials.
- Additional duties are also found in the various Annexes and Procedures.

16. Public Health Director

- Develop procedures for emergency public health operations.
- Develop and implement health awareness and public information programs regarding public health issues.
- Report to the Emergency Operations Center upon activation and provide direction and control for emergency health operations.
- Direct operations for access and functional needs shelters or facilities in coordination with the Department of Social Services and or the American Red Cross.
- Plan for sanitation inspections in shelter and feeding operations (i.e., food, water, etc.)
- Develop public health mutual aid agreements with contiguous counties and regionally.
- Provide for health care support at emergency support facilities and shelters.



Jackson County Emergency Operation Plan

- Provide for medical needs of access and functional needs population.
- Provide continuous health inspections and immunizations when appropriate to evaluate, detect, prevent, and control communicable diseases.
- Coordinate environmental health activities for waste disposal, refuse, food, water control and vector/vermin control and sanitation.
- Provide for the monitoring and evaluation of environmental health hazards and arrange for corrective measures.
- Arrange for the re-supply of health response agencies and resources.
- Develop and maintain Jackson County Medical Counter Measure (MCM) Plan and distribution procedures.
- Coordinate the distribution of exposure-inhibiting or mitigating drugs, vaccines, or other preventatives through public health points of distribution (PODs) or other avenues as appropriate.
- Coordinate public health related information with the Cooperative Extension Office and the Public Information Officer.
- Review and update public health related planning and procedures annually or as needed based on event after action reviews.
- Additional duties are also found in the various Annexes and Procedures.

17. Harris Regional Hospital Disaster Coordinator

- Provide direction and control for hospital staff during emergencies and coordination of medical resources at health care facilities.



Jackson County Emergency Operation Plan

- Identify facilities that could be expanded into emergency treatment centers.
- Prepare procedures for reducing patient populations.
- Implement hospitals disaster plans.
- Establish and maintain field and inter-hospital medical communications.
- Provide for emergency treatment and hospital care of disaster victims and arrange for a hospital triage team when appropriate.
- Deploy the triage physician and team to disaster site as requested.
- Arrange for the restocking of medical supplies and equipment during the recovery phase.
- Provide for medical care of relocated persons at shelters and congregate care/reception centers.

18. Medical Examiner

- Respond to notifications of fatalities from local authorities, identify needed resources and supplies to establish an adequate morgue system for mass fatalities.
- Supervise the location and transportation of the remains of the deceased.
- Certify the causes of death of the deceased victims and issue death certificates.
- Notify next-of-kin and release the remains and personal effects to proper representatives.
- Issue press releases in conjunction with the Public Information Officer.



Jackson County Emergency Operation Plan

- Coordinate with search and rescue teams during body recovery.
- Coordinate with funeral directors, medical transportation services, pathologists, American Red Cross, dentists, X-ray technicians and law enforcement in a mass fatality incident.
- Assist in handling inquiries and informing families about places of contact for missing relatives.
- Additional duties are also found in the various Annexes and Procedures.

19. Social Services Director

- Plan for coordination of social services operations during disaster.
- Coordinate with medical/health care facilities (e.g., nursing homes, rest homes, etc.) to ensure development of emergency procedures in conjunction with Fire Marshal and Emergency Management Director.
- Develop agreements with other agencies for supplemental support of DSS activities.
- Coordinate emergency activities during response and recovery with American Red Cross, Salvation Army, Council on Aging, and other volunteer organizations to include shelter, feeding and clothing.
- Support American Red Cross in recruiting shelter staff from Social Services.
- Maintain current internal notification/recall rosters.
- Report to Emergency Operations Center upon activation to coordinate shelter operations.



Jackson County Emergency Operation Plan

- Coordinate with public health, mental health, and other volunteer/non-volunteer agencies, both public and private, to provide support personnel during sheltering.
- Train and prepare for the operation of access and functional needs shelters for the county residents (e.g., nursing homes, rest homes, etc.).
- Additional duties are also found in the various Annexes and Procedures.

20. Mental Health

- Develop procedures to provide mental health services during emergencies.
- Develop a Disaster Training Guide for counseling personnel.
- Provide crisis intervention training for personnel assigned to Critical Incident Stress Debriefing Teams.
- Implement disaster plans for mental health facilities.
- Provide mental health professionals for treatment of disaster victims.
- Assist American Red Cross with inquiries and inform families on status of individuals injured or missing.
- Maintain a 24-hour Crisis Line during periods of evacuation and as requested by the Emergency Management Director.
- Identify evacuees in reception centers, shelters and Disaster Assistance Centers who have experienced mental stress and provide them with mental health services.
- Ensure continuity of mental health treatment and medication for relocated persons from the disaster area(s).
- Provide crisis counseling to professionals and support staff working with the relocated population.



Jackson County Emergency Operation Plan

- Coordinate with the Emergency Management Director and provide crisis counselors to shelters.
- Coordinate Critical Incident Stress Debriefing (CISD) teams for counseling of emergency workers.
- Additional duties are also found in the various Annexes and Procedures.

21. Incident Commander (IC)

- Major incident response affecting large areas of the County, each Fire Chief will serve as IC for his district.
- Activate elements of the incident command system as needed.
- Activate the pre-plan or implement the necessary steps to safeguard human life, property, and the environment in accordance with available guidance.
- Appoint a Safety Officer and then other staff members, as the situation requires in accordance with the jurisdiction's Incident Command System.
- When more than one agency is involved, establish unified command.

22. Jackson County Public Works

- Prepare procedures to provide county vehicle fleet maintenance functions during emergencies.
- Develop and maintain resource lists with source, location and availability of equipment, fuel, and operational personnel to support response/recovery operations with assistance from the Emergency Management Director.
- Develop mutual aid agreements.
- Store and provide fuel for emergency vehicles.



Jackson County Emergency Operation Plan

- Assist in large-scale debris removal operations.
- Operates sites capable of receiving and, if possible and as warranted, processing debris.
- Work jointly with NC Department of Transportation (NCDOT) Agency Representative in EOC, or NCDOT County Maintenance Yard, to direct and dispatch public works mutual aid from other county/city jurisdictions.
- Prepare required reports and forward to the Emergency Operations Center.
- Inspects emergency or disaster shelter sites for serviceability.
- Maintains emergency power, water, and sanitation resources at vital facilities in the County during emergencies or disasters.
- Assist in damage assessment operations and relay damage assessment information to the Emergency Operations Center and be familiar with FEMA Schedule of equipment rates.
- Assist in shelter marking and shelter upgrading and provide fuel and maintenance for generators, emergency vehicles and other vehicles as directed by the EOC.

23. Recreation Department

- Responsible for the assessment of all parks, open space, and greenways to identify and communicate damage locations.
- Coordinate debris removal for parks, community centers, cemeteries, and greenways.
- Provide short-term temporary reception centers and shelters locations for affected populations.



Jackson County Emergency Operation Plan

- Ensure the security and protection of department owned parks, greenways, aquatic facilities, and community centers.

24. Tuckasegee Water and Sewer Authority (TWSA)

- Prepare procedures to provide maintenance functions during emergencies.
- Develop mutual aid agreements with contiguous counties and regionally for engineering and utility services.
- Plan for emergency repair and restoration of vital facilities and utilities during disasters.
- Jointly with Jackson County Emergency Management direct and deploy public works mutual aid from other jurisdictions and the State.
- Support Damage Assessment operations and relay damage assessment information to the Emergency Operations Center and be familiar with FEMA Schedule of equipment rates.
- Review and update the Public Works Annex and SOPs regularly.

25. Director of Finance

- Develop financial accounting procedures for all agencies to report emergency expenses.
- Maintain a separate account of disaster related expenditures and be familiar with the FEMA Schedule of Equipment rates.
- Maintain and provide a current internal notification/recall roster.
- Develop procedures for the procurement and delivery of essential resources and supplies on a timely basis.
- Report to the Emergency Operations Center upon activation and assist the Emergency Management Director in the



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direction and control of resource management operations and staffing.

- Ensure that response agencies initiate documentation and reporting all costs incurred because of the emergency/disaster.
- Become familiar with ICS forms that may be needed for time keeping purposes pursuant to current FEMA reimbursement procedures.
- Additional duties are also found in the various Annexes and Procedures.

26. Damage Assessment Officer (Tax Department/Code Enforcement)

- Develop, review, and annually update procedures for damage reporting and accounting, or as required based on incident after action reviews.
- Develop, train, and equip personnel in organization of damage assessment, techniques and reporting procedures and be familiar with the FEMA Schedule of Equipment rates.
- Maintain a current damage assessment team notification/recall roster.
- Report to Emergency Operations Center upon activation and coordinate damage assessment operations in conjunction with the Emergency Management Director.
- Assign damage assessment teams and deploy as needed with appropriate communications equipment to relay information to the Emergency Operations Center.
- Inform emergency operations officials of hazardous facilities, bridges, roads, etc.
- Assist the Emergency Management Director and other county or town agency representatives who are conducting



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recovery operations in prioritizing repairs and restoration of affected government facilities.

- Collect and compile incoming damage reports from field teams to include county and private sector agencies such as American Red Cross, school systems, private nonprofit/government utilities.
- Collate and compile damage assessment information for transmittal to the NCEM Western Branch Office and State Emergency Management Recovery Section.
- Additional duties are also found in the various Annexes and Procedures.

27. Superintendent of Schools

- Develop emergency plans for all school facilities.
- Support transportation operations by providing buses and drivers, on request, for evacuations of the public along with medical and health care facilities.
- Provide support personnel (school staff, cafeteria staff, counselors) as available.
- Provide school facilities for temporary medical treatment facilities or shelters.
- Provide for fuel support when refueling buses being used in transportation activities.
- Direct the evacuation of school populations.
- Establish detailed procedures and training for all school staff in conjunction with law enforcement and emergency medical services to respond to an active shooter threat or assault.
- Develop comprehensive reunification plans in conjunction with law enforcement, emergency management and other support agencies to assure proper procedures are in place



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to release students to parents and that proper resources are in place to support parents with injured or fatally injured children.

- Coordinate letters of agreement to provide school facilities to be used as shelters for mass care and feeding, temporary medical facilities, and Disaster Assistance Centers.
- Plan for supporting transportation of county residents in a disaster, including special population groups (access and functional needs, elderly, etc.).
- Coordinate transportation operations and maintain status reporting to Emergency Operations Center.
- Additional duties are also found in the various Annexes and Procedures.

28. Jackson County Transit

- Have representative in the EOC to support coordination of transportation resources for evacuation.
- Provide properly equipped vehicles when needed to evacuate facilities with functional and access needs.
- Provide vans, buses and other resources for emergency or disaster evacuation.
- Coordinate with the EOC to support transportation of emergency workers and supplies during an emergency or disaster.

29. American Red Cross (ARC)

- Coordinate shelter/mass care operations with the Department of Social Services (DSS).
- Provide support personnel as requested for shelter operations.



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- Coordinate and provide a shelter-stocking plan for ARC shelters.
 - Provide trained shelter managers and staff to handle the day-to-day needs of evacuee's during operations of ARC shelters.
 - During activation of shelter operations ensure managers follow ARC guidance procedure.
 - Arrange for mass feeding of community's and shelter operations during and after a disaster.
 - Provide for mobile feeding services in disaster impacted areas.
 - Identify evacuees within ARC shelters with functional and access needs.
 - Provide shelter management supplies.
 - Develop letters of agreement and procedures for shelter activities and secure cooperation of building owners for use of shelter space.
 - Assist in handling inquiries and informing families on the status of individuals injured or missing.
 - Inspect shelter sites for serviceability annually or after disaster use.
 - Additional duties are also found in the various Annexes and Procedures.
30. Volunteer Support Agencies (Salvation Army, Jackson United Christian Ministries, Habitat for Humanity)
- Provide support personnel for counseling services for disaster victims.
 - Provide appropriately trained personnel, as available, to support response teams.



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- Assist American Red Cross in handling inquiries and informing families on the status of individuals injured or missing.
- Support the Donations Management program established by the County.
- Support mobile feeding operations for workers and victims at the disaster site.
- Additional duties are also found in the various Annexes and Procedures.

31. R.A.C.E.S (Amateur Radio Services)

- Coordinate and provide communications for outlying areas and shelter operations with the County Emergency Operations Center.
- Additional duties are also found in the various Annexes and Procedures.

32. Cooperative Extension Service

- Operate out of the Jackson County Emergency Operations Center during a nuclear power ingestion pathway incident to serve as technical advisor on agriculture and liaison to the agricultural community.
- Assist in identifying and contacting small and large agricultural operations located in the County.
- Maintain contact with the agricultural representative at the NCEM State Emergency Operations Center for coordination of agricultural activities.
- Assist sampling teams operating in the county during hazardous materials incidents.
- Work with the county agencies to provide personnel for agricultural damage assessment teams.



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- Coordinate animal issues (lost, recovered, stranded, etc.) regarding livestock.
- Provide food preparation guidance in coordination with the Communications Director/Public Information Officer.
- Coordinate releases of public information with the Communications Director/Public Information Officer and the Health Department.
- Additional duties are also found in the various Annexes and Procedures.

33. Animal Control Officer

- Provide personnel, vehicles, and equipment to support shelter operations for those evacuating with domestic animals.
- Develop and annually review the animal control and protection annex of this plan or as needed based on an after-action review of an actual incident.
- Plan for and develop response procedure to disaster shelter operations to support evacuate persons with domestic animals.
- Coordinate with volunteer resources such as Humane Society and others to provide support to County sheltering operations.
- Coordinate livestock issues with Cooperative Extension and coordinate wildlife issues with the NC Wildlife Resources Commission.
- Serve as technical advisor to the Emergency Operations Center on issues dealing with animal control.
- Additional duties are also found in the various Annexes and Procedures.



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34. Hazardous Materials Coordinator (Fire Marshal)

- Plan and develop procedures for response and coordination of hazardous materials incidents throughout the county.
- Develop a county hazardous materials response team and training program serving at Operations Level response capability.
- Ensure response training is conducted in accordance with OSHA 1910.120 and other applicable State and federal regulations.
- Develop and maintain an equipment cache to support Operational response to a hazardous materials incident within the county.
- Implement the Incident Command System as needed during a hazmat incident.
- Request and coordinate local and State Hazmat Team responses.
- Serve as technical advisor to the Local Emergency Planning Committee.
- Coordinate Tier II reporting from facilities and ensure compliance with reporting requirements.
- Develop and annually review the Hazardous Materials annex of this plan or as needed based on after action reviews.
- Additional duties are also found in the various Annexes and Procedures.

35. Solid Waste Director (Public Works)

- Serve as debris management coordinator to the Emergency Operations Center on issues dealing with debris materials generated by the disaster.



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- Develop an emergency plan dealing with solid waste issues and debris disposal in a disaster.
- Develop permitted debris staging site(s) in coordination with North Carolina Department of Environmental Quality (NC DEQ).
- Develop policies regarding tipping fees, truck weighing and disposal of wooded debris, construction, and demolition materials in the landfill during a disaster and in the recovery phase of disaster operations.
- Coordinate support with towns on activities related to debris removal and staging areas.
- Develop or cause to be developed, as appropriate, contracts and/or contract management for all contractors regarding debris removal.

VI. Direction and Control

- A. Direction and Control (details in Annex A) provides for an efficient response to an emergency by coordinating all response and recovery activities through one central location. The Emergency Operations Center (EOC) is the base of operation for all emergency management activities for the County. Members of the emergency management organization will be familiar with plans and procedures to cope with an emergency. The Chair of the Board of County Commissioners, or designee, will decide whether to activate the EOC as recommended by the County Manager or Emergency Management Director. The overall strategy and policy of emergency activities in a crisis is vested with the Chair of the Board of County Commissioners.
- B. Upon declaration of an emergency or warning, the Chair of the Board County Commissioners (or their designee), County Manager, Emergency Management Director and appropriate critical county agencies to the event will operate from the EOC.
- C. Initially, emergency operations will be conducted locally with little or no outside assistance or coordination.



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- D. On-site direction and control will be established by the senior officers of the emergency service having primary responsibility for the situation.

VII. Continuity of Government

A. General:

The possibility that emergency and disaster occurrences could result in disruption of government functions necessitates that all levels of local government and their departments develop and maintain procedures to ensure continuity of government. These procedures will name who will be the decision-makers if an elected official or department head is not available.

B. Relocation of Government:

1. The County provides for the relocation of the governing body to the Emergency Operations Center during times of emergency if necessary.
2. If the primary Emergency Operations Center is determined inoperable, the governing body will relocate to an alternate Emergency Operations Center facility as needed.
3. Town government will relocate to facilities within their jurisdictions capable of providing emergency operations. If needed, the County EOC will help support this.
4. Local jurisdictions have numerous authorities to relocate seats of government in times of emergency or disaster. These authorities are found in North Carolina General Statute 162 B.

C. Line of Succession

1. The line of succession of the County Board of Commissioners/Town Council proceeds from the Chairman to the Members of the Board/Council in accordance with jurisdictional policy or law.
2. Lines of succession for the Emergency Management Director and department/agency heads with emergency responsibilities are shown in the appropriate annex.



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D. Preservation of Vital Records

1. It is the responsibility of the elected officials to ensure that all legal documents of both a public and private in nature recorded by designated officials be protected and preserved in accordance with existing laws, statutes, and ordinances.
2. Each department/agency is responsible for the preservation of essential records to ensure continued operational capabilities. Records shall be maintained for a period of a minimum of three (3) years.

VIII. Administration and Logistics

A. General:

1. The operational readiness and operations of the Emergency Operations Center is the responsibility of the Emergency Management Director.
2. Operational readiness of emergency/disaster response forces is the responsibility of the department or agency head.
3. The Chairman of the Board of Commissioners is ultimately responsible for all disaster/emergency operations.

B. Records and Reports:

1. Records of expenditures and obligations incurred during emergency operations by county departments and county governmental agencies are maintained by county government.
2. Records of expenditures and obligations incurred during emergency operations by towns located in Jackson County are maintained by town governments.
3. Records of expenditures and obligations incurred during emergency operations by private non-profit entities are maintained by that entity.
4. Each agency, department, organization or private non-profit corporation or entity is responsible for ensuring records are



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accurate and they are maintained in accordance to records retention laws and guidelines of North Carolina.

C. Compliance with Laws, Rules and Regulations:

1. The County complies with all applicable federal laws and regulations regarding operations including, but not limited to, the Americans with Disabilities Act, the Robert T. Stafford Disaster Relief and Emergency Assistance Act which includes (among others) the PETS Act, etc.
2. The County complies with all applicable State laws and regulations regarding operations including, but not limited to, the Emergency Management Act of 1977 as amended, and subscribes to consumer protection for its citizens and agencies.
3. Jackson County subscribes in its policies to non-discrimination. There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of disaster preparedness or disaster relief and assistance functions. This policy applies equally to all levels of government, contractors, and labor unions.

D. Agreements and Understandings:

1. Agreements and understandings must be entered into by duly authorized officials and should be formalized in writing whenever possible prior to emergency situations.
2. Jackson County is a signatory government of the State Mutual Aid Agreement. Should local government resources prove to be inadequate during emergency operations, requests for assistance will be made to other jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings.
3. Requests for State and Federal resources must be made through the local Emergency Management Director to the Western Branch Office/Western Regional Coordination Center of North Carolina Emergency Management. The Branch Office Staff will review such requests and if not available in the region or resource cache



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assigned to the Western Office will forward requests to the State Emergency Operations Center for assistance.

4. Organizations tasked with responsibilities in the implementation of this plan are responsible for providing their own administrative and logistical needs and for the preparation and maintenance of a resource list for use in carrying out their emergency responsibilities.

E. Consumer Protection:

Consumer complaints pertaining to alleged unfair or illegal business practices during emergencies will be referred to the State Attorney General's Consumer Protection Division.

IX. Authorities and References

The following listed authorities and references were consulted to support this plan:

- A. Federal Authorities and References used in the development of this plan include:
 - Americans with Disabilities Act (ADA)
 - Hazardous Materials Community Right-to-Know Act (SARA TITLE III)
 - Department of Transportation Emergency Response Guidebook
 - Emergency Alert System - Code of Federal Regulations (47 CFR Part 11)
 - Federal Communications Commission (FCC) rules and regulations
 - FEMA Equipment Cost Schedule
 - FEMA State and Local Planning Guidance (CPG-101)
 - Homeland Security Presidential Directive 5
 - Homeland Security Presidential Directive 8



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- Nuclear Attack Planning Base 1990 (NAPB 90), April 1987 [historical document]
- National Incident Management System (NIMS)
- National Response Framework [formerly Federal / National Response Plan]
- National Operations Security Program (NSD-258)
- National Security Decision Directive #259
- Nuclear Regulatory Commission - Criteria for Preparation and Evaluation of Radiological Response Plans (NUREG-0654)
- OSHA (29 CFR 1910.120)
- Public Law 93-288 as amended by Public Law 100-707 (Stafford Act)
- Temporary Flight Restrictions (91.137)

B. State Authorities and References used in the development of this plan include:

- Emergency Management Act of 1977, N.C. General Statutes 166-A.19, as amended
- N.C.G.S. 162 B Continuity of Government
- N.C.G.S 143-215 Oil Spill Act
- N.C.G.S. 14-288.1 Riots and Civil Disorder
- N.C.G.S. 132-1.7 Public Record
- N.C.G.S. 104 E Radiation Protection Act
- N.C.G.S. 115 C-242(6) Use of School Buses in Declared Emergency



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- The Hazardous Chemical Right-to-Know Act, Article (18), Chapter 95 of N.C. General Statutes
- Executive Order 43 (Citizen Corps Council)
- Statewide Mutual Aid Agreement

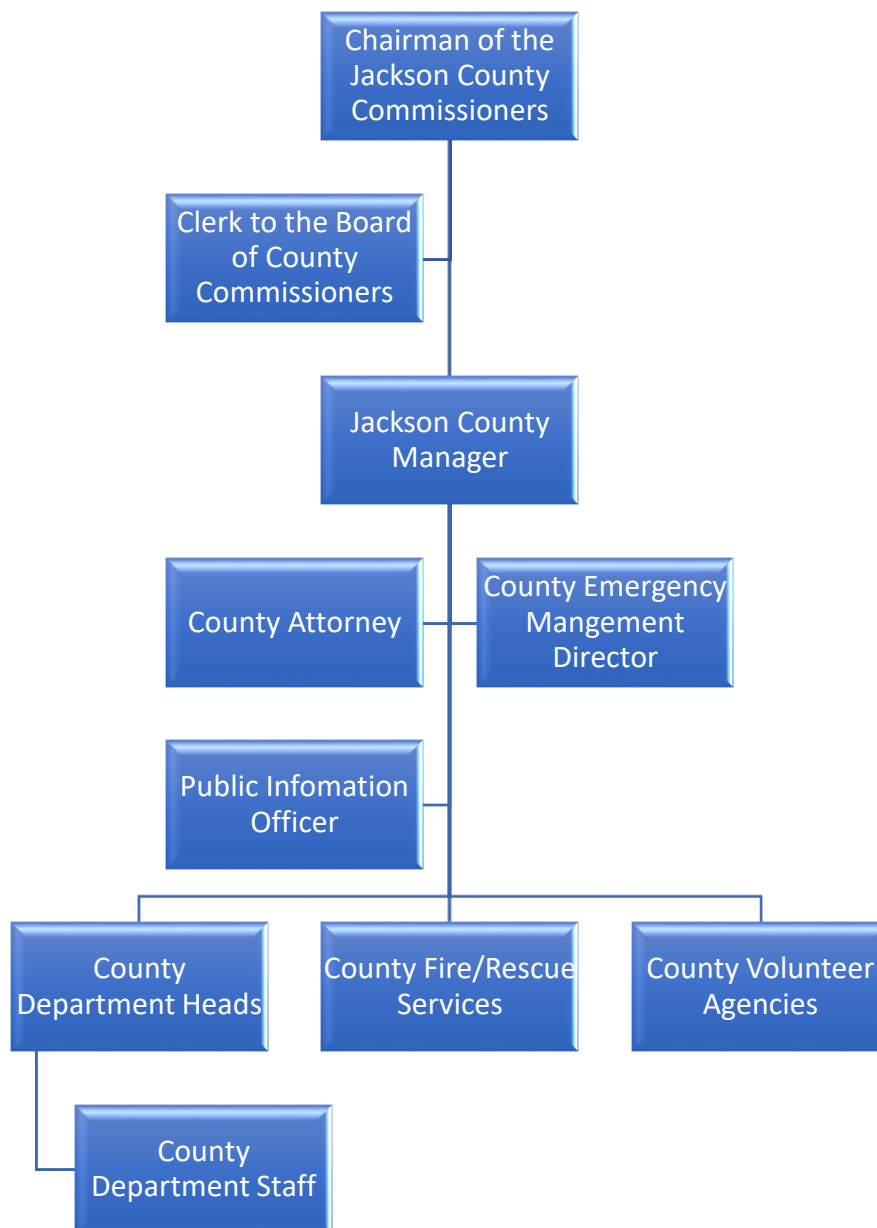
C. Jackson County Authorities and References used in the development of the plan include:

- Jackson County State of Emergency Ordinance
- Jackson County Emergency Management Ordinance
- Proclamation of a Local State of Emergency
- Proclamation Terminating a Local State of Emergency
- Jackson County Proclamation Adopting the National Incident Management System.



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Basic Plan Appendix 1 Organizational Structure



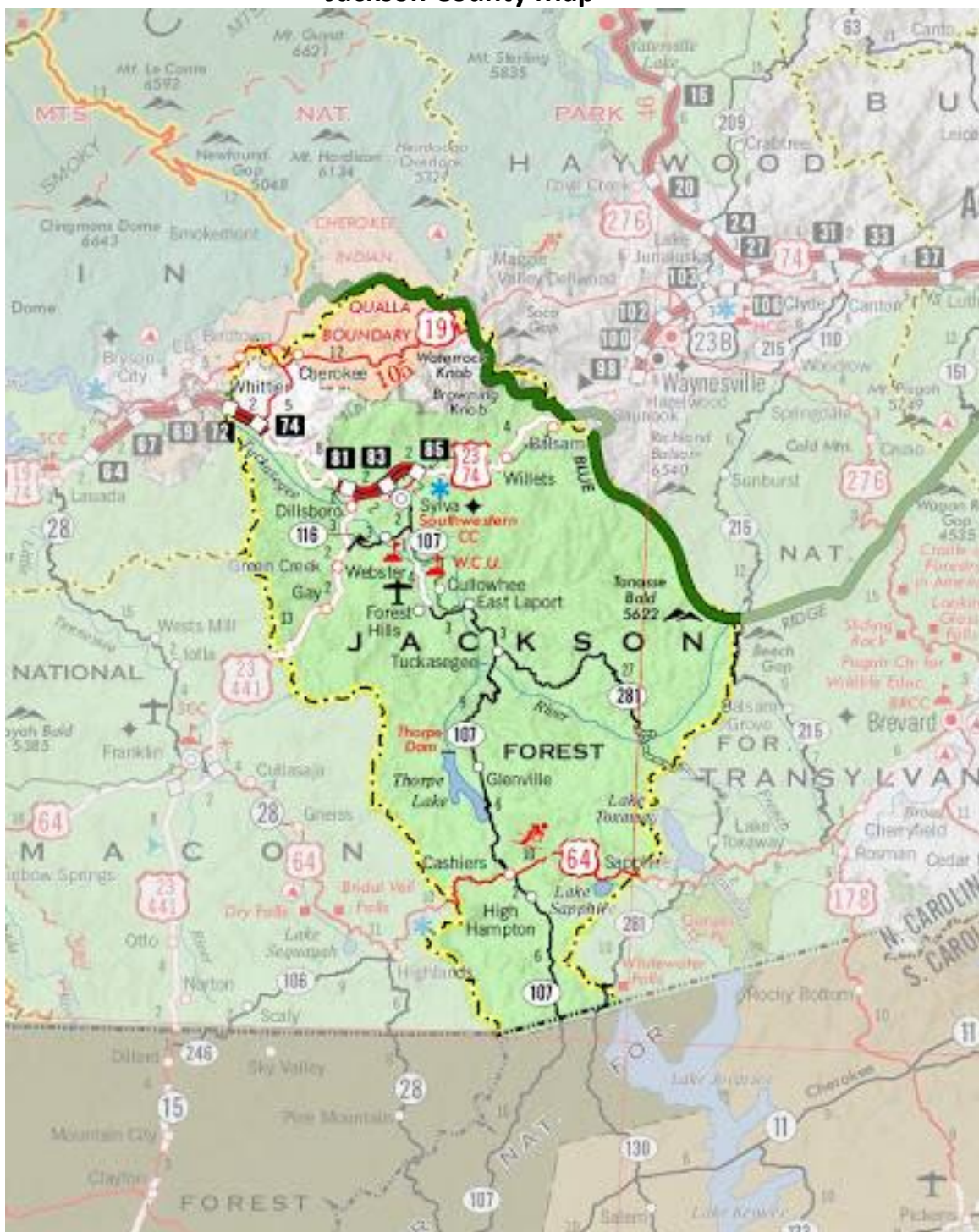


Jackson County Emergency Operation Plan

Basic Plan

Appendix 2

Jackson County Map





Jackson County Emergency Operation Plan

Basic Plan Appendix 3 Acronyms and Abbreviations

AAR	After Action Report; After Action Review
ACP	Access Control Point
ALS	Advanced Life Support
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
AUXCOMM	Auxiliary Emergency Communications
BLS	Basic Life Support
CAD	Computer Aided Dispatch
CAP	Civil Air Patrol
CBRNE	Chemical, Biological, Radiological, Nuclear or Explosive
CCF	Congregate Care Facility (i.e. shelter)
CD	Community Development
CDC	US Centers for Disease Control and Prevention
CEO	Chief Executive Officer
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CFR	Code of Federal Regulations
CHEMTREC	Chemical Transportation Emergency Center
CIKR	Critical Infrastructure and Key Resources
CISM	Critical Incident Stress Management
COAD	Community Organizations Active in Disasters
COML	Communications Unit Leader
COG	Continuity of Government
COOP	Continuity of Operations
CP	Command Post (also see ICP)
CPG	Civil Preparedness Guide
CRDP	County Receiving and Distribution Point
DAC	Disaster Application Center
DAP	Disaster Assistance Program
DCI	Division of Criminal Information
DECON	Decontamination
NCDEQ	NC Department of Environmental Quality
DHS	US Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DOC	Department Operations Center
DOCL	Documentation Unit Leader
DOD	US Department of Defense
DOE	US Department of Energy
DOH	US Department of Health



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DOI	Departmental of Insurance
DOJ	US Department of Justice
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
DSNAP	Disaster Supplemental Nutrition Assistance Program
DTMF	Dual tone, multi-frequency
DWQ	NC Division of Water Quality
EAS	Emergency Alert System
ECC	Emergency Communications Center
EHS	Extremely Hazardous Substance
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMS	Emergency Medical Services
EMT	Emergency Management Technician
EOC	Emergency Operations Center
EOD	Explosive Ordnance Disposal
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
EPG	Emergency Planning Guide
EPI	Emergency Public Information
ESF	Emergency Support Function
FACL	Facilities Unit Leader
FEMA	Federal Emergency Management Agency
FCO	Federal Coordinating Officer
FBI	Federal Bureau of Identification
FEMA	Federal Emergency Management Agency
FNF	Fixed Nuclear Facility
FOG	Field Operation Guideline
FSC	Finance Section Chief
FE	Functional Exercise
FSE	Full Scale Exercise
GAR	Governor's Authorized Representative
GIS	Geographic Information Systems
HAZMAT	Hazardous Material
HF	High Frequency
HIPAA	Health Insurance Privacy and Portability Act
HIRA	Hazard Identification and Risk Assessment (also see THIRA)
HSEEP	Homeland Security Exercise and Evaluation Program
Hz	Hertz
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Commander



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ICP	Incident Command Post
ICS	Incident Command System
IEMS	Integrated Emergency Management System
IMT	Incident Management Team
IS	Information System
ISP	Incident Support Plan
JITT	Just in Time Training
JFHQ	Joint Forces Headquarters
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
kHz	Kilohertz
LEMC	Local Emergency Management Coordinator
LEPC	Local Emergency Planning Committee
LOFR	Liaison Officer
LOGS	Logistics
LSC	Logistics Section Chief
MAA	Mutual-aid Agreement
MAC	Multi-Agency Coordination
MFF	Mobile Field Force
MHz	Megahertz
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MSDS	Material Safety Data Sheet
NAPB	Nuclear Attack Planning Base
NAWAS	National Warning System
NC	North Carolina
NCDHHS	NC Department of Health and Human Services
NCDPS	NC Department of Public Safety
NCDOL	NC Department of Labor
NCDOT	NC Department of Transportation
NCEM	NC Emergency Management
NCGS	NC General Statute
NCNG	NC National Guard
NCOEMS	NC Office of Emergency Medical Services
NCSERC	NC State Emergency Response Commission
NCOSFM	NC Office of the State Fire Marshal
NCSHP	NC State Highway Patrol
NDMS	National Disaster Medical System
NECC	Non-Emergency Call Center
NFIP	National Flood Insurance Program
NFPA	National Fire Protection Association
NGO	Nongovernmental Organization
NHC	National Hurricane Center



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NIMS	National Incident Management System
NIOSH	National Institute for Occupational Safety and Health
NOAA	National Oceanic and Atmospheric Administration
NRC	National Response Center; or Nuclear Regulatory Commission
NRF	National Response Framework
NRP	National Response Plan
NTSIP	National Toxic Substance Incidents Program
NWS	National Weather Service
OPS	Operations
OSC	Operations Section Chief
OSHA	Occupational Safety and Health Administration
PA	Public Assistance; Public Address
PAO	Public Affairs Officer
PDA	Preliminary Damage Assessment
PHP&R	North Carolina Public Health Preparedness & Response
PIO	Public Information Officer
PLANS	Planning
POC	Point of Contact
POD	Point of Distribution; Point of Dispensing
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
PPP	Population Protection Plan
PSAP	Public Safety Answering Point
PSC	Planning Section Chief
PSTN	Public Switched Telephone Network
PU	Public Utilities
PW	Public Works
RACES	Radio Amateur Civil Emergency Services
RADPRO	Radiation Protection
RCC	Regional Coordination Center
RCRA	Resource Conservation and Recovery Act
RESL	Resource Unit Leader
RRT	Regional Response Team
RM&D	Radiological Monitoring and Decontamination
SA	Staging Area
SAME	Specific Area Message Encoder
SAR	Search and Rescue
SARA	Superfund Amendment and Reauthorization Act
SBA	US Small Business Administration
SBI	NC State Bureau of Investigation
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SERT	State Emergency Response Team
SITL	Situation Unit Leader



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SITREP	Situation Report (also SitRep)
SNS	Strategic National Stockpile
SOFR	Safety Officer
SOG	Standard Operation Guideline
SOP	Standard Operating Procedures
SPCA	Society for the Prevention of Cruelty to Animals
SRIA	Sandy Recovery Improvement Act
SRB	Security Roadblock
ST	Strike Team
TF	Task Force
THIRA	Threat and Hazard Identification and Risk Assessment (also see HIRA)
TTX	Tabletop Exercise
UC	Unified Command
UHF	Ultra high frequency
USACE	US Army Corps of Engineers
USAR	Urban Search and Rescue
USCG	US Coast Guard
USDA	US Department of Agriculture
USSS	US Secret Service
VHF	Very high frequency
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapon of Mass Destruction



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Basic Plan Appendix 4 Glossary

Access and Functional Needs (AFN) Populations: Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who are older adults, who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation dependent.

Alert: An incident that currently does not affect the local or general population but has the potential to escalate to a more serious emergency. The situation is unresolved and should be monitored closely. Some limited protective actions may be implemented, and additional assistance requested from Jackson County Emergency Management.

Amateur Radio: A service of radio communications, performed by persons interested in the radio art solely for personal gain and without pecuniary interest. Operates in the public interest, convenience, or necessity, therefore is available for use in emergency situations. May refer to Amateur Radio Emergency Service (ARES), Auxiliary Emergency Communications (AUXCOMM), Radio Amateur Civil Emergency Service (RACES), or other similarly oriented organization.

Applicant: A State agency, local government, or private nonprofit facility submitting a project application or request for direct Federal assistance under the Disaster Act or on whose behalf the Governor's Authorized Representative takes such action.

Area Command: An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met, and strategies followed. Area Command becomes Unified Area command when incidents are multijurisdictional. Area Command may be established at an EOC facility or at some location other than and ICP.

Catastrophic Disaster: An event that results in large numbers of deaths and injuries, causes extensive damage or destruction to facilities that provide and sustain human needs, produces an overwhelming demand on state and local response resources and mechanisms, causes a severe long-term effect on general economic activity, and severely affects State, local and private sector capabilities to begin and sustain response activities.

Civil Air Patrol (CAP): A civilian auxiliary of the United States Air Force, the CAP provides volunteer pilots, aircraft, communications and ground personnel for emergency use in search and rescue, messenger service, light transport flights, airborne communications, ground search and reconnaissance support.

Civil Disorder: The degeneration of a law-abiding group into an unruly, unmanageable and law challenging mob.

Command Section: One of the five functional areas of the Incident Command System. The function of command is to direct, control, or order resources, including people and equipment, to the best possible advantage.

Command Post: That location at which primary command functions are executed; usually co-located with the Incident Base, also referred to as the Incident Command Post.



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Community-Based Planning: is the concept that planning must not only be representative of the actual population within the community but also must involve the whole community in the planning process.

Companion Animals: Animals kept as pets or companions, such as dogs, cats, and birds. Does not include exotic, poisonous, or livestock animals.

Continuity of Government (COG): Plans and procedures for ensuring the survival and operational capabilities of governmental processes and lines of succession. This includes the protection and maintenance of agency and departmental vital records, and the organization of emergency response.

County Receiving and Distribution Point (CRDP): A location where commodities, supplies and equipment are temporarily stored pending assignment, distribution, or release. May be activated to support multiple Points of Distribution (POD).

Decontamination: The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the hazardous material.

Disaster: An event, the effects of which cause loss of life; human suffering; property damage, both public and private; and severe economic and social disruption. Disasters can be natural or human-caused, major accidents, or enemy attack. Disasters are differentiated from day-to-day emergencies and accidents that are routinely responded to by local emergency organizations and may be of such magnitude or unusual circumstance as to require response by all levels of government—Federal, State, and local.

Disaster Recovery Center: A facility established within or adjacent to an affected area for the purpose of providing disaster victims with “one-stop” service in meeting their disaster or emergency needs. It is usually staffed by representatives of Federal, State, and local government agencies; volunteer organizations; and certain representatives of the private sector.

Emergency: An event that demands a crisis response beyond the scope of any single line agency or service and that presents a threat to a community or larger area. An emergency is usually an event that can be controlled within the scope of local capabilities; a major emergency or disaster usually requires resources beyond what is available locally.

Emergency Alert System: A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner to warn and inform the public of needed protective actions in the event of a disaster or emergency.

Emergency Management: The preparation for, and the carrying out of, functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or manmade disasters. These functions include firefighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

Emergency Operations Center (EOC): A facility from which government directs and controls its emergency operations; where information about the status of the emergency is officially collected, assimilated, and reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

Emergency Operations Plan (EOP): A brief, clear, and concise document that describes actions to be executed, provides instruction to all individuals and local government services, and states what will be done in the event of an anticipated emergency. The plan will state the method or scheme for taking coordinated action to meet the needs of the situation. It will state what action is to be taken, when and where it is to take place, and who is responsible, based on predetermined assumptions, objectives, and capabilities.



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Emergency Public Information (EPI): Information that is disseminated before, during, and/or after an emergency designed to instruct and transmit direct orders to the public via news media

Evacuation Control Procedures: The plans made by the various services to outline their duties and to ensure the orderly movement of people during the evacuation period.

Evacuation: Assisting people to move from the path or threat of a disaster to an area of relative safety.

Exercise: An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are three specific types of exercises: tabletop (TTX), functional (FE), and full scale (FSE).

Federal Coordinating Officer (FCO): Responsible for the coordination of all Federal disaster assistance efforts in an affected area. The FCO works closely with the State Coordinating Officer (SCO) to ensure effective implementation of assistance programs. The FCO is located in the Disaster Field Office

Federal Disaster Assistance: Aid to disaster victims and/or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of (PL 93-288).

Floodplain: Any normally dry land area that is susceptible to being inundated by water from any natural source. This area is usually low land adjacent to a river, stream, watercourse, ocean, or lake

Floodway: The channel of the river or stream and those parts of the flood plains adjoining the channels that are reasonably required to carry and discharge the floodwater or flood flow of any river or stream.

Geographic Information System: A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e., data identified according to their locations.

Governors Authorized Representative (GAR): The representative (usually the Director of Emergency Management) of the Governor who coordinates the State response and recovery activities with those of the Federal Government.

Hazardous Materials: Substances or materials that may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored, or disposed of, which may include materials that are solid, liquid, or gas. Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, or corrosive materials, and radioactive materials.

Helibase: The main location for parking, fueling, maintenance, and loading of helicopters operating in support of an incident. It is usually located at an existing airport, private airstrip, or hospital.

Helispot: Any designated location where a helicopter can safely take off and land. Some Helispots may be used for loading of supplies, equipment, or personnel.

Incident Action Plan (IAP): The plan that is usually prepared for the beginning of each operational period that contains general control objectives reflecting the overall operational strategy and specific action plans for the next operational period.

Incident Command System (ICS): A model for disaster response that uses common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span of control, pre-designed facilities, and comprehensive resource management. In ICS there are five functional elements: Command, Operations, Logistics, Planning and Finance/Administration.



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Incident Commander (IC): The individual responsible for the management of all incident operations.

Incident Support Plan (ISP): The plan that is usually prepared for the beginning of each operational period that contains strategic objectives reflecting the overall goals and objectives for the next operational period.

Initial Damage Assessment Report: A report that provides information regarding overall damage to public and private property, thereby providing a basis for emergency declaration and/or disaster assistance.

Integrated Communications Plan: This plan coordinates the use of available communications means and establishes frequency assignments for certain functions.

Integrated Emergency Management System (IEMS): A concept that applies mitigation, preparedness, response, and recovery activities to all hazards in a local-State-Federal partnership

Joint Field Office: The central coordination point among federal, state and local agencies and voluntary organizations for delivering recovery assistance programs.

Local Emergency Planning Committee: Appointed representatives of local government, private industry, business, environmental groups, and emergency response organizations responsible for ensuring compliance with the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III).

Local Government: Any city, town, or other political subdivision within the State of North Carolina.

Mitigation: Activities that eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measures include, but are not limited to, the development of zoning laws and land use ordinances, State building code provisions, regulations and licensing for handling and storage of hazardous materials, and the inspection and enforcement of such ordinances, codes, and regulations.

Mutual Aid Agreement: A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and/or equipment in an emergency.

National Incident Management System (NIMS): A system intended to integrate effective practices in emergency preparedness and response into a comprehensive national framework for incident management. The NIMS enables responders at all levels to work together more effectively to manage domestic incidents no matter what the cause, size, or complexity.

National Response Framework: Is a guide to how the nation conducts all-hazard response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the nation.

National Security Emergency: Event includes nuclear, conventional, chemical, biological warfare, civil disorder, terrorism, and/or energy shortages

National Warning System (NAWAS): The federal warning system, used to disseminate warnings of imminent natural disaster or enemy attack to a regional warning system which passes to the state warning points for action.

National Weather Service: The federal agency which provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials.

Nuclear Regulatory Commission (NRC): The Federal agency tasked with oversight and regulation for all domestic nuclear devices, plant processes and construction.



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Operational Period: A period of time set for execution of operational actions specified in the Incident Action Plan. Traditionally these periods are initially 12 to 24 hours in length. As the incident winds down, they may cover longer periods of activity.

Preliminary Damage Assessment (PDA): An assessment of damage taken immediately following a disaster or potential disaster. Emphasis is on high-level infrastructure such as roads and power production.

Point of Dispensing (POD): A site established and operated by a jurisdiction where the public can obtain medications or vaccinations in the event of a health emergency.

Point of Distribution (POD): A site established and operated by a jurisdiction where the public can obtain basic life-sustaining emergency relief commodities (e.g., food, water, ice, tarps). These sites are typically not established to dispense medicines, vaccines, or other health care supplies

Preparedness: The development of plans to ensure the most effective, efficient response to a disaster or emergency. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. Preparedness also includes establishing training, exercises, and resources necessary to achieve readiness for all hazards, including weapons of mass destruction incidents.

Presidential Declaration: A presidential declaration releases various sources of assistance from the federal government based on the nature of the request from the governor.

Public Information Officer (PIO): The person tasked with preparing all information for dissemination to the media or to the public.

Recovery: Activity involves assistance to return the community to normal or near-normal conditions. Short-term recovery returns vital life-support systems to minimum operating standards. Long-term recovery may continue for several years after a disaster and seeks to return life to normal or improved levels. Recovery activities include temporary housing, loans/grants, unemployment insurance, reconstruction, and counseling programs.

Resources: Manpower; raw or basic materials; finished goods; and products, services, and facilities.

Resources List: A list that contains all resources (equipment, personnel, supplies) in the county that can be used by emergency services in response to local disasters and emergencies.

Response: Actions which occur immediately before, during, or directly after an emergency or disaster. This includes lifesaving actions such as the activation of warning systems, manning EOCs, implementation of shelter or evacuation plans and search and rescue.

Security Roadblock (SRB): A manned position or barrier intended to restrict movement into an evacuated area by non-authorized civilians and emergency workers.

Single Resource: An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work Supervisor that can be used on an incident.

Situation Report (SITREP, SitRep): A form which, when completed at the end of each day of local Emergency Operations Center operations, will provide the jurisdiction with an official daily summary of the status of an emergency and of the local emergency response.

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals (Under the NIMS, an appropriate span of control is between 1:3 and 1:7, depending on the nature of the work being performed).

Staging Area (SA): Locations set up at an incident where resources can be placed while awaiting tactical assignment on a 3-minute available basis. Locations may also be used to muster and consolidate evacuees onto mass transit buses destined for congregate care facilities.



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State of Emergency: The condition declared by the Governor or elected local government official when, in his or her judgment, a threatened or actual disaster in any part of the state or community is of sufficient severity and magnitude to warrant disaster assistance by the state to supplement local efforts to prevent or alleviate loss of life and property damage.

Standard Operating Procedure (SOP): A set of instructions having the force of a directive covering those features of operations that lend themselves to a definite or standardized procedure without loss of effectiveness.

State Coordinating Officer (SCO): The State official designated by the Governor to act as his or her principal assistant in the coordination and supervision of the State Disaster Assistance Program and to act in cooperation with the Federal Coordinating Officer for the purpose of coordinating State and local assistance efforts with those of the Federal Government.

State Emergency Operations Center (SEOC): Facility designated as the area of mobilization of all resources of the State during times of emergencies. Other SEOCs may be designated as required in a disaster area.

State Emergency Operations Plan (SEOP): State plan designed specifically for State-level response to emergencies or major disaster and that sets forth actions to be taken by the State and local governments, including those for implementing Federal disaster assistance

Strike Team (ST): A specified combination of the same kind and type of resources with common communications and a Leader.

Superfund Amendments and Reauthorization Act of 1986 (SARA): Established federal regulations for the handling of hazardous materials.

Task Force (TF): A combination of single resources assembled for a particular tactical need with common communications and a Leader.

Technical Specialist: Personnel with special skills that can be used anywhere within the ICS organization.

Traffic Control Point (TCP): A manned position along an evacuation route intended to facilitate the movement of the evacuating public and monitor progress.

Unified Command (UC): An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command, often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single Incident Action Plan.

Vulnerability: The degree to which people, property, the environment, social, or economic activity are susceptible to injury, damage, disruption, or loss of life.

Weapon of Mass Destruction: Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, or missile having an explosive incendiary charge of more than 0.25 ounce, or mine or device similar to the above; poison gas; weapon involving a disease organism; or weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a as referenced in 18 USC 921).



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Primary Agencies	Support Agencies
EOC Command Group	Command Group
Field Incident Commander	Operations Group
	Logistics Group
	Finance Group

Annex A Direction and Control

I. Purpose

This annex outlines the direction and control procedures for emergency operations and identifies the personnel, facilities, and resources, which will be, utilized in the coordinated response activities.

II. Situation and Assumptions

A. Situation

1. Many hazards exist within or near the county which have the potential to cause disasters of such magnitude as to warrant centralization of the direction and control function to conduct effective and efficient emergency operations.
2. Direction and control of normal day-to-day emergencies is performed by senior on-scene emergency response personnel (i.e., law enforcement, fire, rescue, EMS) in accordance with local ordinances, policies, and procedures.
3. Towns within Jackson County may exercise independent direction and control of their own emergency resources, outside resources assigned to any town by the County EOC, and resources secured through existing mutual aid agreements with other municipalities/towns. Requests for State/Federal government assistance will be directed to the County EOC (Emergency Management Director prior to activation).
4. Centralized countywide direction and control (EOC activation) is desirable when one or more of the following situations occur:
 - a. There exists an imminent threat to the public safety/health;



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- b. Extensive multiagency/jurisdiction response and coordination is necessary to resolve or recover from the emergency;
 - c. Local resources are inadequate/depleted and significant mutual aid, state and/or federal resources must be utilized to resolve the emergency;
 - d. The disaster affects multiple political jurisdictions within the county which are relying on the same emergency resources to resolve the emergency;
 - e. Local emergency ordinances are implemented to control the emergency.
- 5. The County Emergency Operating Center serves as the central direction and control point for county-wide emergency response activities.
 - 6. The EOC will be activated upon the threat or occurrence of major emergency's/disasters and designated personnel will report to their EOC in a timely fashion.
 - 7. The primary County Emergency Operating Center (EOC) is collocated with the Emergency Communications Center -911, at 1620 US 441 South, Sylva NC 28779.
 - 8. In the event the primary EOC is inoperable, an alternate EOC may be established in the Jackson County Sheriff's Office (Roll Call Room), 399 Grindstaff Cove Road, Sylva NC 28779.
 - 9. Towns may utilize facilities within their jurisdictions as Emergency Operations Centers and the County may provide staff as the situation dictates.

B. Assumptions

- 1. The designated EOC will be activated upon the threat or occurrence of major emergency/disaster and designated personnel will report to the EOC in a timely fashion.
- 2. The County EOC facility and equipment is adequate for coordinating county-wide emergency operations.



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3. Sufficient procedures have been developed to effectively direct and control disaster operations/recovery.
4. Towns will maintain communications with the County EOC via telephone, radio, fax, or send a representative to the EOC.
5. Towns will act in unison with the County on such issues as proclamations, security, and public information.
6. The towns may elect not send a representative to the County EOC.

III. Concept of Operations

A. General

1. Emergency operations shall include all activities which are directed toward reduction of the immediate hazard, establishing situation control and restoration of normal operations within the county.
2. The Emergency Management Director will activate, organize, and operate the EOC in a flexible manner based on the magnitude of the situation.
3. The organizational structure of the EOC will be arranged according to the type of incident, agencies and/or jurisdictions involved, objectives and strategies selected to resolve the situation and the demands of the emergency. Towns may provide representation in the County EOC for inter-jurisdictional coordination when the event severely affects the jurisdiction or as requested.
4. The Chairman of the Board of Commissioners will be notified by the Jackson County Manager that EOC activation is warranted to direct and control emergency operations.
5. Town's operation center activation may be done by the Mayor, their designee, the Town Manager, or the Police/Fire Chief.
6. The EOC will be managed in accordance with the County EOC Standard Operating Guidelines.
7. Administrative decisions regarding food supplies and other incidental needs for the County EOC during activations is the responsibility of the Emergency Management Director.



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Administrative decisions regarding towns are the responsibility of the mayor's or senior elected official.

8. Operational readiness of the County EOC is the responsibility of the Emergency Management Director who will serve as Operations Chief and will ensure backup electric power to the EOC.
9. On-scene activities of emergency response personnel will be managed utilizing the National Incident Management System - Incident Command System (NIMS-ICS).

B. Staffing

Personnel assigned to the EOC will operate in one of five functional sections as assigned by the Emergency Management Director.

1. The Executive Group, under the direction of the Chairperson of County Commissioners, consists of the elected officials, jurisdictional management and liaison officials, disaster coordinator and jurisdictional Information Officer (IO) and is responsible for:
 - a. The approval of policies and strategies pertinent to the emergency/disaster situation.
 - b. Assure briefings of the EOC staff are conducted to assure coordination of information.
 - c. Coordination of EOC operations by the disaster coordinator.
2. The Operations Section, under the direction of the Operations Chief and consisting of the designated representatives of the agencies conducting emergency operations (law enforcement, fire, rescue, EMS, others as appropriate), is responsible for the direct interaction of on-scene operations including the allocation of resources necessary to implement the approved strategies and policies.
3. The Planning Section, under the direction of the Planning Chief and consisting of the radiological officer, damage assessment officer and other technical advisers pertinent to the type of emergency/disaster, may be established to:
 - a. Collect, evaluate, display and disseminate information regarding the incident and status of resources;



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- b. Maintain a journal, post data and maintain status boards;
 - c. Analyze the predictable probable course of emergency incident events;
 - d. Develop strategies (action plans) and alternatives to control operations for the incident; and,
 - e. Anticipate resource requirements.
- 4. The Logistics Section, under the direction of the Logistics Chief and consisting of the communications/warning supervisor, and representatives of emergency support agencies (i.e., shelter and mass care, public works, communications, etc.), may be established to coordinate the acquisition of supplies, equipment, and other resources (public and private) necessary and approved to resolve/recover from the emergency or disaster situation.
- 5. The Finance Section, under the direction of the County Finance Chief, may be established to:
 - a. Compile and maintain documentation of purchases, acquisition and utilization of emergency supplies, equipment, and other services.
 - b. Perform financial and cost analysis to develop conclusions on efficient methods of resolving and recovering from the emergency/disaster situation.
 - c. Provide documentation and monitoring of injuries related to the emergency/disaster response.
 - d. Provide daily briefings on costs and projected costs associated with response and recovery.

IV. Organization and Assignment of Responsibilities

A. Organization

- 1. The onset of an emergency adds to the normal day-to-day role of existing agencies and organizations within the county to protect the population and property. Where possible, the emergency responsibilities in this plan have been assigned like the day-to-day



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responsibilities of the agencies/organizations. See Attachment 1, Direction and Control Organizational Structure.

2. Through the County Office of Emergency Management, the County Board of Commissioners exercises its emergency responsibilities during emergencies and disasters to provide for the health and safety of the public.
3. The Emergency Management Director is appointed in accordance with county personnel policy to manage the county emergency management program.
4. When activated, the EOC serves as a central, coordinating point for obtaining, analyzing, reporting, and retaining disaster related information.
5. The first arriving emergency official with two-way communications capability will establish the initial Incident Command System (ICS) and will serve as the Incident Commander until relieved by appropriate senior personnel.
6. For long-term emergency/disaster situations, the "Incident Commander" will be designated by the on-scene senior officials of the emergency response agencies, or by the County EOC (when activated) based on the type, nature, or location of the incident.
7. In situations where the disaster effects are widespread (many incident sites), the EOC may select to establish the county fire districts or any other distinguishable boundaries as the "incident site" to achieve a manageable span of control.
8. A single "Command Post" will be established near the scene of each emergency/disaster situation by the Incident Commander. Senior officials of the emergency agencies involved in the emergency response will report to this facility to afford optimum coordination. This facility will serve as the central command and control point for all on-scene resources and will disseminate pertinent situation information and resource requests to the County EOC.

B. Responsibilities

1. Chair, Jackson County Commissioners/Town Mayors



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- a. Perform direction, control, coordination, and policy-making functions as necessary, to provide for optimum protection of public health and safety within the jurisdiction.
- b. Issue and distribute as appropriate, a local proclamation declaring a State of Emergency or terminating the State of Emergency.

2. County Manager/Town Managers

- a. Ensure agencies update their annexes to the Emergency Operations Plan (EOP) and develop internal Standard Operating Procedures (SOPs) as necessary.
- b. Ensure regular drills and exercises are conducted to test the functions of the EOP.
- c. Implement direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction, including management of the Emergency Operating Center.
- d. Implement emergency policies/ordinances as appropriate on behalf of the governing body.

3. Emergency Management Director

- a. Coordinate the development and update of the Emergency Operations Plan.
- b. Develop and maintain a functional EOC. Select and equip an alternate EOC and/or mobile communications unit.
- c. Ensure that a system is developed and implemented to manage information (including internal messages) pertaining to the emergency and disseminate it to other levels of government, the public and private sector.
- d. Acquire maps, status boards and other display devices for the EOC.
- e. Ensure that an events log (casualty and health concerns, property damage, fire status, size of risk area, scope of hazard, number of evacuees, hazardous materials exposure,



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etc.) is compiled and displayed in the EOC throughout the duration of the emergency.

- f. Provide for acquisition/stocking of food, water supplies, and other equipment necessary for the effective operation of the EOC/staff.
- g. Provide for acquisition/stocking of EOC administrative supplies and equipment.
- h. Identify personnel/agencies having resources to support EOC operations.
- i. Develop a schedule for testing, maintaining, and repairing EOC and other emergency equipment.
- j. Develop and maintain the EOC Standard Operating Procedure including an activation checklist and notification/recall roster.
- k. Arrange for training and exercising of EOC staff.
- l. Alert staff and activate EOC (for 24-hour coverage if necessary) when notified of potential/emergency situations.
- m. Ensure that EOC Staff acknowledge and authenticate reports.
- n. Ensure staff and officials briefings are conducted periodically during the emergency.
- o. Establish and maintain coordination with other jurisdictional EOCs as appropriate.
- p. Provide for adequate coordination of recovery activities among private, state, and federal agencies/organizations.
- q. After EOC deactivation, ensure equipment is restored to a "ready" condition and EOC supplies are replenished.

4. Agency/Jurisdiction EOC Representatives

- a. Report to the EOC and ensure continuous representation throughout activation.



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- b. Provide support personnel and services to the EOC as appropriate/necessary.
- c. Ensure all information related to the emergency/disaster situation is coordinated.
- d. Ensure agency staff are secured to provide for 24-hour operation.

5. Communications Manager

- a. Ensure off-duty/part time communications staff can be recalled on short notice to supplement on-duty personnel.
- b. Ensure information pertinent to the emergency/disaster situation is provided to the EOC via hard copy.
- c. Develop and maintain an inventory of radio frequencies, communications equipment, call signs, etc. of other EOCs and communications resources to supplement local resources.
- d. Develop and maintain equipment, methods, and procedures for communications between the EOC and on-scene emergency resources.
- e. Establish procedures to control two-way radio communications between the EOC and other forces, such as hospitals, ambulance dispatch points and amateur communications networks.

6. Sheriff

In addition to functions/duties assigned in the Basic Plan:

- a. Provide for adequate EOC security.
- b. Provide backup communications for EOC through mobile units.
- c. Provide transportation for EOC personnel under emergency conditions, as warranted/necessary.



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7. Incident Commander (IC) – (On Scene Incident Commander)

- a. Obtain incident briefing from prior incident commander.
- b. Assess incident situation.
- c. Conduct initial briefing.
- d. Activate elements of the incident command system.
- e. Brief command staff and section chiefs.
- f. Ensure planning meetings are conducted.
- g. Approve and authorize implementation of incident action plan.
- h. Determine information needs and inform command personnel of needs.
- i. Coordinate staff activity.
- j. Manage on-site incident operations.
- k. Approve requests for additional resources and requests for release of resources.
- l. Approve the use of trainees on the incident.
- m. Authorize release of information to the news media.
- n. Ensure periodic status reports are completed and forwarded to the EOC.
- o. Approve plan for demobilization.

V. Direction and Control

- A. The responsibility for the direction and control of disaster situations is vested in the County Board of Commissioners and is routinely exercised through the appointed Emergency Management Director.



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- B. The EOC is the operational area from which emergency response activities are directed, controlled, and coordinated and utilizes the facilities of the Jackson County Communications Center.
- C. The mechanics of the EOC operation are contained in the EOC Standard Operating Guidelines (SOG).

VI. Continuity of Government

- A. Staffing assignments for positions in the EOC will allow for continuous 24-hour operations. Selection and assignment of personnel will be the responsibility of the agency.
- B. If the primary EOC is not functional, the alternate EOC can and will be activated.

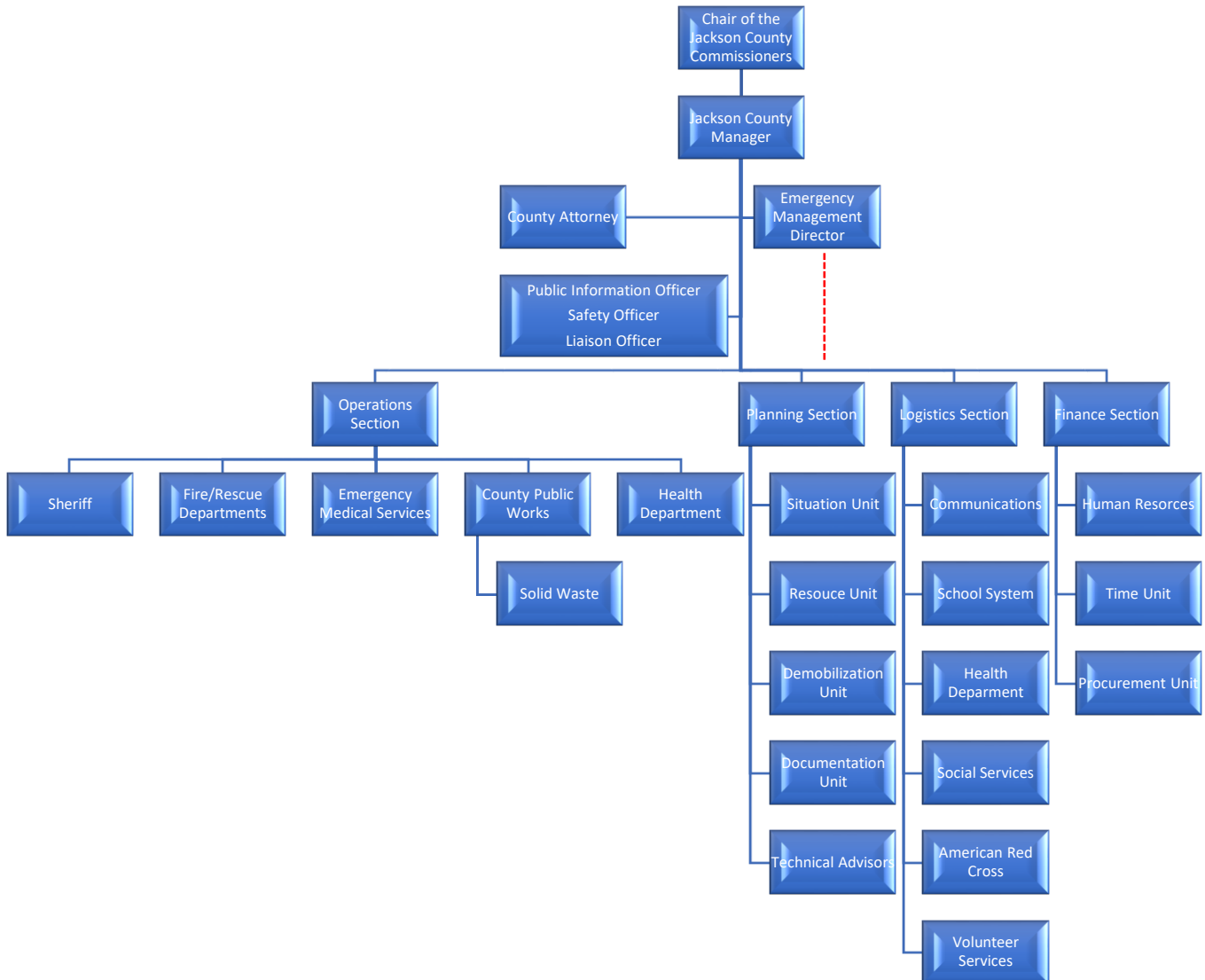
VII. Administration and Logistics

- A. Facilities to be used as an alternate EOC are provided by Jackson County. This includes furnishings and back-up emergency power. Equipment and communications, expendable supplies and displays will be provided through the Emergency Management Office.
- B. The mechanics of activating, arranging and internal functioning of the EOC are contained in the EOC-SOP.



Jackson County Emergency Operation Plan

Annex A Attachment 1 Jackson County Organization Chart





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Primary Agencies	Support Agencies
EOC Command Group	Law Enforcement (ESF 13)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
	Fire Service (ESF 4)
	Health Department (ESF 8)
	Communications (ESF 2)
	County Public Works (ESF 7)
	Social Services (ESF 6)
	American Red Cross (ESF 6)
	County Finance (ESF 14)
	Public Information (ESF 15)

Annex B Emergency Operation Center

I. Purpose

To provide a plan for opening and operating the Jackson County Emergency Operations Center as well as to outline the framework of responsibilities and objectives of an Emergency Operations Center which varies based on the magnitude of the emergency and its impact on the public and/or the county's infrastructure. The Jackson County Emergency Operations Center in coordination with other county departments and the towns, will act as the direction and control facility during disasters for the assignment of resources and the coordination and approval of all requests for assistance from other jurisdictions.

II. Situation and Assumptions

A. Situation

1. Historically Jackson County has been affected by multiple disasters requiring the activation of a central coordination point for resources and information.
2. Jackson County is authorized by NC GS 166A-19.15. to develop an emergency management program and provide facilities for the direction and control of emergency and disaster related incidents in Jackson County.
3. Incident management on all events will be accomplished through utilization of the incident command system, and often is managed



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on scene with one or more individuals assuming the roles of five (5) functional areas of the Incident Command System: Command, Operations, Planning, Logistics, Finance and is managed, as necessary.

4. In managing events, consideration must be given as to the need for incident management through a functioning emergency operations center based on the size, magnitude, duration, and the impact the event has on the community and/or county as well as the need for multi-agency involvement and outside resources.
5. The Jackson County Emergency Operation Center (EOC) located at 1620 US 441 South, Sylva, NC 28779, has been established as the central point for coordination and control of major emergencies or disasters.
6. Towns located in Jackson County may also operate an emergency operations center for direction and control of activities within their boundaries, however, requests for State and Federal resource support will come through the Jackson County EOC.

B. Assumptions

1. The EOC will be available and operational to support responding emergency services personnel to an emergency or disaster.
2. Appropriate staff will be available and will report the EOC when activated.
3. EOC operation may last several hours to several weeks depending on the severity of the emergency or disaster.
4. State and Federal resources may be needed and will be requested through the EOC and come with appropriate staff and be self-sufficient for its requested and assigned mission.
5. Towns will coordinate their activities and outside resource requests through the Jackson County EOC.
6. Counties contiguous to Jackson County may also be impacted making resource coordination, through the EOC, vital for



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appropriate allocation to the areas most impacted and in need of support.

III. Concept of Operations

- A. When an event or potential event is first detected, the Jackson County Emergency Management may initiate Level IV EOC activation (monitoring).
- B. When a major or catastrophic emergency has occurred or is imminent, the Board of County Commissioners Chairman may issue a declaration of a local State of Emergency. Such an action will immediately activate all portions of this plan.
- C. In the absence of a local State of Emergency, the County Manager or the Emergency Management Director may activate portions of this plan in accordance with the appropriate levels of mobilization to facilitate response readiness or monitoring activities.
- D. After initial activation is accomplished, the County Manager will call together the Executive Policy Group.
- E. While emergency response actions necessary to protect public health and safety are being implemented, the Executive Policy Group will convene to provide guidance and direction to facilitate the rapid deployment of resources, fully activate the County's EOC, and implement this annex.
- F. The Executive Policy Group may, through the Emergency Management Director, direct county evacuations, open shelters, and request state assistance.
- G. The Executive Policy Group may also activate mutual aid agreements with neighboring counties.
- H. To standardize the need for EOC operations, activation levels have been established as guidance to county leadership. An event may escalate through the different activation levels sequentially.

Emergency Operations Center Activation Levels:

- Level 4 – Normal Day-to-Day- Considered normal day to day operations in which agencies may respond to multiple emergency



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events within Jackson County and agencies of the county may respond on-scene in support (i.e., small-scale hazardous materials incidents, mass casualty events, severe weather damage etc.)

- Level 3 -- Monitoring Activation - Typically a "monitoring" phase occurs when Jackson County Emergency Management has been notified of a potential event that may escalate. Notification will be made to those county agencies and Emergency Support Functions who would need to act as part of their everyday responsibilities. Jackson County Emergency Management and Fire Marshal staff will staff the County Emergency Operations Center.
 - Level 2 -- Partial Activation of County EOC - This is limited agency activation. All primary, or lead, Emergency Support Functions are notified. Jackson County Emergency Management and Fire Marshal personnel and necessary Emergency Support Functions will staff the County Emergency Operations Center as determined by the Emergency Management Director.
 - Level 1 -- Full Scale Activation of County EOC - In a full-scale activation, all primary and support agencies under the county plan are notified. The County Emergency Operations Center will be staffed by Emergency Management and Fire Marshal personnel and all Emergency Support Functions. This level of activation will be determined by the County Manager, or the Emergency Management Director.
- I. Once the decision has been made to activate the EOC, notification of the EOC staff will be initiated by the Emergency Management Director or other Emergency Management personnel.
 - J. Primary notification will be through Emergency Management's automated dial-up system Code Red. Each EOC staff member will be notified by voice message that the "EOC has been activated" and that they should immediately report to the EOC. They will also be given a number to contact to verify receipt of this notification. If necessary, a back-up notification system using a manual call down method will be used.
 - K. Emergency Management will maintain a current list of all EOC staff positions. EOC staff personnel will immediately report any changes in their contact information to the Emergency Management staff.



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- L. EOC staffing shortfalls and subsequently identified EOC staffing requirements will be filled by personnel from each of the County Departments. Every Department will develop and maintain a contact list of personnel that would be available to fill needed positions within the EOC.
- M. Emergencies which affect more than one political subdivision will require the use of the Unified Command System.

IV. Locations(s) of Emergency Operations Center

When activated, for a declared State of Emergency, the EOC serves as the county's central coordination, command and control point for emergency related operations and activities, and requests for deployment of resources. In the event the primary EOC is threatened, the secondary or alternate EOC may be activated.

- A. Primary EOC: 1620 Us 441 South, Sylva NC 29779 (Jackson County Communications Center)
- B. Secondary EOC: Jackson County Sheriff's Office (Roll Call Room), 399 Grindstaff Cove Road, Sylva NC 28779,
- C. Alternate EOC: Jackson County Mobile Communications Trailer

V. Emergency Operations Center Operational Focus

This Annex will focus on emergency response and relief efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency.

The scope of these operations and response actions will include:

- Providing emergency notification and warning.
- Describing emergency mobilization procedures.
- Delineating emergency decision-making processes.
- Describing types and methods of implementation of emergency protective actions.
- Conducting rapid assessment of emergency impacts and immediate emergency resource needs.



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- Providing security to the hardest hit areas.
- Coordinating information and instructions to the public.
- Conducting emergency relief operations to victims.
- Conducting preliminary damage assessments to determine the need for Federal Assistance.
- Summarizing procedures for requesting State and/or Federal Disaster Assistance.
- Relaxation of protective actions and coordination of re-entry into evacuated areas.
- Restoration of essential public facilities and services.
- Preparing for State and/or Federal Disaster Assistance (public and individual).
- Coordination of resources and materials.
- Coordination of volunteer organizations.
- Dissemination of information and instructions to the public.
- Restoration of public infrastructure damaged by the emergency or disaster.

VI. Continuity of Government

Line of Succession:

- Jackson County Emergency Management Director
- Assistant Jackson County Emergency Management Director
- Jackson County Manager



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Annex B Emergency Operations Center Attachment 1 EOC Roles and Responsibilities Checklist

EOC Manager

The Emergency Management Director will normally serve as the EOC Manager (EOC-M); however, circumstances may dictate the designation of another individual to serve as the EOC-M. The Jackson County Emergency Management Director will then designate the EOC-M. Once designated the EOC-M reports directly to the County Manager. The EOC-M is responsible for EOC activities including the development and implementation of strategic decisions and for approving the ordering and releasing of resources.

- ☐ Obtain situation briefing from prior EOC-M (if applicable).
- ☐ Assess incident situation.
- ☐ Conduct initial briefing.
- ☐ Activate elements of the EOC staff.
- ☐ Brief the EOC staff.
- ☐ Ensure planning meetings are conducted.
- ☐ Approve and authorize implementation of an Incident Action Plan.
- ☐ Determine information needs and inform staff personnel of needs.
- ☐ Coordinate staff activity.
- ☐ Manage event operations.
- ☐ Approve requests for additional resources and requests for release of resources.
- ☐ Responsible for overseeing the mutual aid process, in coordination with the Liaison Officer.
- ☐ Coordinate with Executive Policy Group on event progress.
- ☐ Recommend that a "State of Emergency" be declared when indicated.

Liaison Officer

The Liaison Officer is the point of contact for assisting and cooperating agencies and town representatives. This includes agency representatives from other fire agencies, support agencies, law enforcement, public works, and engineering organizations not yet represented in the EOC, and the State EOC and any teams responding from the State for assistance. The County may respond to local requests for assistance through the EOC Liaison Officer.

- ☐ Obtain briefing from EOC-M.
- ☐ Provide a point of contact for assisting/cooperating agencies, including town representatives located within the EOC.



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- ☐ Identify agency representatives from each agency including communications link and location.
- ☐ Respond to requests from event personnel for inter-organizational contacts.
- ☐ Monitor EOC operations to identify current or potential agency/organizational problems.
- ☐ Coordinate with State assigned liaison officer.
- ☐ Maintain Unit Log.

Public Information Officer

The Public Information Officer is the County Manager, and a member of the EOC staff. This staff position is responsible for the formulation and release of information about the event to the news media, other appropriate agencies, and organizations, and the public.

- ☐ Obtain briefing from EOC-M.
- ☐ Contact the jurisdictional agency (if event is not within the unincorporated areas of Jackson County) to offer information coordination.
- ☐ Arrange for necessary workspace, materials, telephones, and assistance.
- ☐ Prepare initial information summary as soon as possible after arrival.
- ☐ Observe constraints on the release of information imposed by the EOC Manager.
- ☐ Obtain approval for release from Incident Commander.
- ☐ Release news to news media, post information in designated media information area and in operational area of the EOC.
- ☐ Attend meetings to update information releases.
- ☐ Arrange for meetings between media and event personnel.
- ☐ Respond to special requests for information and access.
- ☐ Provide copies of all news releases to ESF 15 in State EOC.
- ☐ Establish and arrange for staffing of the Information Center.
- ☐ As required establish a Joint Information Center (JIC).
- ☐ Maintain Unit Log.

Safety Officer

The Safety Officer, a member of the EOC staff is responsible for monitoring and assessing hazardous or unsafe situations and developing measures for assuring EOC personnel safety. Although the Safety Officer may exercise emergency authority to stop or prevent unsafe acts when immediate action is required, the officer will generally correct unsafe acts or conditions through the normal lines of authority. The officer maintains awareness of active and developing situations, approves the Medical Plan, and includes safety messages in each Incident Action Plan.

- ☐ Obtain briefing from the EOC-M.
- ☐ Identify potentially unsafe situations and pre-plan possible solutions.



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- ☐ Participate in planning meetings.
- ☐ Review Incident Action Plans.
- ☐ Exercise emergency authority to stop and prevent unsafe acts.
- ☐ Investigate accidents that have occurred within the EOC or in conjunction with EOC operation.
- ☐ Review and approve Medical Plan.
- ☐ Maintain Unit Log.

Section Chiefs

An individual may be designated as the Section Chief for several reasons. The individual may have a statutory responsibility to perform that function, or the individual has developed the necessary expertise to lead that section. Whatever the reason an individual is designated as a Section Chief, they have the necessary contacts and expertise to coordinate the activities to support that Function. Upon activation of the EOC, the lead agencies for Planning, Operations, Logistics and Finance Functions will designate a Section Chief. It is up to the Section Chiefs discretion as to how many support agencies they will require to be present with them in the EOC. However, due to the limited space available in the EOC, the attendance of support agencies will be closely coordinated with the Emergency Management Director in the development of standard operating procedures.

The Section Chief will be responsible for obtaining all information relating to their functional activities and requirements caused by the emergency and disaster response. This information gathering may frequently require the Section Chief to step outside their traditional information gathering protocols. Information gathering, and resource request will be coordinated through the Planning Section Chief in the EOC.

Within the EOC, requests for assistance will be tasked to the appropriate Functional Section Chief for completion. The Section Chief will be responsible for coordinating the delivery of that assistance. The Section Chief will be responsible for identifying the resource or resources that will best accomplish the mission and coordinate the delivery of that resource to the local government.

The Section Chief's actions shall not adversely affect the jurisdiction and responsibilities of elected officials.

1. Planning Section (Coordinating Agency – Jackson County Emergency Management)

The Planning Section is responsible for the collection, evaluation, dissemination and use of information about the development of the event and the status of resources. Information is needed to 1) understand the current situation; 2) predict probable course of incident events; and 3) prepare alternative strategies and



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control operations for the incident. The EOC-M in conjunction with the Planning Section Chief, will issue mission statements to the Operations, Logistics and Finance Section Chiefs, for each identified resource shortfall. The Planning Section is comprised of four units as follows: (See Attachment 2)

- Situation Unit: (Coordinating Agency – Jackson County Emergency Management)
- Resource Unit: (Coordinating Agency – Jackson County Emergency Management)
- Check-in: (Coordinating Agency – Jackson County Emergency Management)
- Message Center: (Coordinating Agency – Jackson County Communications Officer)

Plans Section Chief

- ☐ Obtain briefing from EOC-M.
- ☐ Activate Planning Section units.
- ☐ Establish information requirements and reporting schedules for all EOC organizational elements for use in preparing the
- ☐ Incident Action Plan.
- ☐ Establish a weather data collection system.
- ☐ Supervise preparation of Incident Action Plan.
- ☐ Assemble information on alternative strategies.
- ☐ Identify need for specialized resources.
- ☐ Perform operational planning for Planning Section.
- ☐ Provide periodic predictions on event potential.
- ☐ Compile and display event status summary information.
- ☐ Advise general staff of any significant changes in incident status.
- ☐ Supervise Planning Section units.
- ☐ Prepare and distribute EOC-M orders.
- ☐ Instruct Planning Section units in distribution of messages.
- ☐ Ensure that normal agency information collection and reporting requirements are met.
- ☐ Prepared recommendations for release of resources for submission to the EOC Director.
- ☐ Coordinate taking and processing of calls for service or assistance as follows:

Calls will be taken by the Call-Takers and prioritized according to the following guidelines:



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- Priority 1 – Lives endangered -Immediate response required.
 - Priority 2 – Timely operational response required.
 - Priority 3 – Routine logistical/administrative.
-
- ☐ Priority numbers will be annotated in the appropriate spaces on the Message Forms and routed to the proper section(s) for handling.
 - ☐ Request will be logged on WEBEOC.
 - ☐ Publish the Incident Action Plan.
 - ☐ Maintain Unit Log.

Situation Unit

The Situation Unit is responsible for the collection and organization of incident status and situation information. They are also responsible for the evaluation, analysis, and display of information obtained for use by EOC personnel and upon review by the PIO in coordination with the EOC-M, may provide information for release to the media.

- ☐ Obtain briefing and special instruction from Planning Section Chief.
- ☐ Prepare and maintain EOC information display.
- ☐ Collect incident data at earliest possible opportunity and continue for the duration of the incident.
- ☐ Post data on work displays and EOC displays at scheduled intervals.
- ☐ Participate in incident planning meetings as required by the EOC Manager.
- ☐ Prepare the Incident Status Summary form.
- ☐ Provide photographic services and maps.
- ☐ Provide resource and situation status information in response to specific requests. (All requests will be made on the Message Form.)
- ☐ Maintain Situation Unit records.
- ☐ Receive order to demobilize situation unit.
- ☐ Dismantle Situation Unit displays and place in storage.
- ☐ Maintain a list of expendable supplies that will need to be replenished.
- ☐ Maintain Unit Log.

Resource Unit

The Resource Unit is responsible for the Check In and maintaining resource tracking. 1) the preparation and processing of resource status change information; 2) the preparation and maintenance of displays, charts, and lists that



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reflect the status and location of resources, transportation, and support vehicles;
3) maintaining a master check-in list of resources assigned to an incident.

- ☐ Obtain briefing from the Planning Section Chief.
- ☐ Obtain work materials, including check-in lists and participant badges.
- ☐ Develop T-Card system for tracking of resources.
- ☐ Complete T-Card from Check In rosters
- ☐ Prepare and process resource state changes.
- ☐ Prepare and maintain display that reflect the status of assigned resources. Gather, post, and maintain incident resource status.
- ☐ Gather, post, and maintain resource status of transportation, support vehicles and personnel.
- ☐ Using the Incident Briefing, prepare and maintain the EOC display including the organizational chart and resource allocation.
- ☐ Assign duties to Resources Branch personnel, if applicable.
- ☐ Maintain master roster of all resources checked in through the EOC.
- ☐ Provide resource summary information to Situation Unit as requested.
- ☐ Dismantle and store Resource Branch displays.
- ☐ Transmit resource status to Planning Section Chief on regular prearranged schedule.
- ☐ Maintain Unit Log.

Check-In

The Check-In Unit ensures that only authorized personnel are given access to the EOC; entrance and exit to the EOC will be strictly controlled. All personnel granted access to the EOC must have badges. Persons will enter EOC through Check-In and will check out upon leaving or being relieved.

- ☐ Obtain briefing from the Planning Section Chief.
- ☐ Obtain work materials, including check-in lists and participant badges.
- ☐ Issue EOC badges.
- ☐ Post sign so that arriving participants can easily find Check-In.
- ☐ Post sign so that media can easily find Media Center.
- ☐ Record check-in information on Check-in Lists.
- ☐ Transmit check-in information to Planning Section Chief on regular prearranged schedule.
- ☐ Ensure that only authorized personnel gain access to the EOC.
- ☐ Maintain Unit Log.

Message Center

The Message Center is responsible for documenting events, initiating messages, determining priority of messages and routing to proper section(s) for handling.



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- ☐ Complete phone extension assignments sheet and give copy to each person in the EOC.
- ☐ Answer calls coming into the EOC and complete Message Form as needed or forward call to appropriate section.
- ☐ Date and time stamp all incoming and outgoing messages.
- ☐ Assign priority to messages and route to proper section(s) for action.
- ☐ Assign message numbers to messages and log on Message Log.
- ☐ Document events on event board and update as appropriate.
- ☐ File all EOC/event messages when returned in time-received order.
- ☐ Update relief personnel as to Message Center status.
- ☐ Demobilize when advised.
- ☐ Maintain Unit Log.

2. Operation Section (Coordinating Agency – Jackson County Emergency Management)

The Operations Section is responsible for the management of all operations directly applicable to the primary mission. The Operations Chief activates and supervises response organization elements in accordance with the Incident Action Plan and directs its execution. The Operations Chief also directs the preparation of unit operational plans, requests, or releases of resources, makes expedient changes to the Incident Action Plan as necessary, and reports such to the Incident Commander.

The Operations Section is composed of three branches as follows: (See Attachments).

- Emergency Response Branch: (Coordinating Agency – Jackson County Emergency Management)
- Human Services Branch: (Coordinating Agency – Jackson County Emergency Management)
- Infrastructure Branch: (Coordinating Agency – Jackson County Emergency Management)

The Branch Directors report to the Operations Section Chief when activated. Each director is responsible for the implementation of the assigned portion of the Incident Action Plan, assignment of resources within the branch, and reporting on progress of the operation and status of resources within the branch.

Emergency Response Branch

The Emergency Response Branch is responsible for responding to immediate calls for assistance, coordinating and supervising evacuations and conducting search and rescue operations in all emergency situations, providing command,



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control and coordination of all state and local law enforcement personnel and equipment used to support law enforcement responsibilities, and coordinating the use of military assets supporting the emergency.

Human Service Branch

The Human Services Branch is responsible for the opening and staffing of shelters, to include the provision of nursing staff, security, and radio communications. The Human Services Branch is also responsible for the provision of food and water for shelter occupants, and when large mass care is initiated, and the coordination necessary to meet those needs.

Infrastructure Branch

The Infrastructure Branch is responsible for damage assessment, emergency debris clearance, temporary construction of emergency access routes, emergency restoration of critical facilities including potable water, water supply systems, and water for firefighting; emergency demolition or stabilization of structures deemed hazardous to public health; technical assistance and damage assessment including structural inspection, restoration of public facilities and coordinate the provisions of emergency power and fuel to support response operations as well as provide power and fuel to normalize community function.

Operations Section Chief

- ☐ Obtain briefing from EOC-M.
- ☐ Develop operations portion of the Incident Action Plan.
- ☐ Develop ICS 215 to support operational plan and resource needs.
- ☐ Brief and assign operations personnel in accordance with Incident Action Plan.
- ☐ Supervise operations.
- ☐ Determine need and request additional resources.
- ☐ Review suggested list of resources to be demobilized and initiate recommendation for demobilization of resources.
- ☐ Report information about special activities, events, and occurrences to the EOC Manager.
- ☐ Maintain Unit Log.

Branch Directors

- ☐ Obtain briefing from Operations Section Chief.
- ☐ Implement Incident Action Plan for represented branch.



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- ☐ Review division assignments and incident activities with subordinates and assign tasks.
- ☐ Ensure that incident communications and/or resources unit is advised of all changes in status of resources assigned to each branch.
- ☐ Coordinate activities with adjacent branches.
- ☐ Determine need for assistance on assigned tasks.
- ☐ Submit situation and resource status information to Operations Section Chief.
- ☐ Report special occurrences or events to the Operations Section Chief.
- ☐ Resolve logistics problems within branches.
- ☐ Participate in development of plans for the next operational period.
- ☐ Maintain Unit Logs.

3. Logistics Section (Coordinating Agency – Jackson County Emergency Management)

The Logistics Section is responsible for providing facilities, services, and material in support of the event. The Section Chief participates in the development and implementation of the Incident Action Plan, coordinates the activation of the EOC and supervises the branches within the Logistics Section. The Logistics Section is composed of three units as follows: (See Attachment 2)

- Support and Supply Unit: (Coordinating Agency – Jackson County Emergency Management)
- Communications Unit: (Coordinating Agency – Jackson County E-911 Communications)
- Volunteers and Donations Unit: (Coordinating Agency – Jackson County United Way and Habitat for Humanity)

Supply Support Unit

The Supply and Support Units are responsible for 1) transportation of public to shelters and when necessary, personnel, supplies, food, and equipment; 2) support of out-of-service resources; 3) coordination of fueling, service, maintenance, and repair of transportation vehicles; 4) implementing the traffic plan for the incident; 5) placing all orders for supplies and equipment for the incident/event; and 6) receiving and distribution of all supplies and equipment.

Communications Unit

The Communications Unit, under the direction of the Logistics Section Chief, is responsible for supervision of Incident Communications, distribution of communications equipment to EOC personnel, the maintenance and repair of



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communications equipment and coordination with RACES for shelter communications. The person assigned as Communications Unit Leader will coordinate with the Operations Section Chief to ensure that all communication needs are being met. The primary agency for the Communications Unit is the Jackson County E-911 Communications. The support agency for communications is amateur radio.

Volunteers and Donations Unit

The Volunteers and Donations Unit will coordinate the requirements for volunteers to assist with all phases of the emergency. The Unit will coordinate for the housing and delivery of all donated goods for support to the emergency.

Logistics Section Chief

- ☐ Obtain briefing from EOC-M.
- ☐ Plan organization of Logistics Section.
- ☐ Assign work locations and preliminary work tasks to section personnel.
- ☐ Assemble and brief agency representatives.
- ☐ Participate in preparation of the Incident Action Plan.
- ☐ Identify service and support requirements for planned and expected operations.
- ☐ Provide input to and review communications plan and safety plan.
- ☐ Develop the Medical Plan for the EOC Operations.
- ☐ Coordinate and process requests for additional resources.
- ☐ Review Incident Action Plan and estimate section needs for next operational period.
- ☐ Ensure Incident Communications Plan is prepared.
- ☐ Advise on current service and support capabilities.
- ☐ Estimate future service and support requirements.
- ☐ Prepare service and support elements of the Incident Action Plan.
- ☐ Receive Demobilization Plan from Planning Section.
- ☐ Recommend release of unit resources and agencies in conformity with Demobilization Plan.
- ☐ Maintain Unit Log.

Supply and Support Unit

- ☐ Report to and obtain briefing and special instruction from Logistics Section Chief.
- ☐ Participate in meetings as required by the Logistics Section Chief.



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- ☐ List expendable supplies that need replenishing.
- ☐ Implement traffic plan.
- ☐ Support out-of-service resources.
- ☐ Arrange for and activate fueling, maintenance, and repair of ground resources.
- ☐ Maintain inventory of support and transportation vehicles.
- ☐ Provide transportation services.
- ☐ Collect use information on rented equipment.
- ☐ Requisition maintenance and repair supplies such as fuel and spare parts.
- ☐ Obtain necessary agency order forms.
- ☐ Establish ordering procedures.
- ☐ Establish name and telephone numbers of agency personnel receiving orders.
- ☐ Set up filing system for ordering, receiving and distribution of supplies and equipment.
- ☐ Place orders in a timely manner.
- ☐ Consolidate orders when possible.
- ☐ Identify times and locations for delivery of supplies and equipment.
- ☐ Maintain inventory of supplies and equipment.
- ☐ Establish procedures for receiving supply and equipment.
- ☐ Maintain Unit Log.

Communications Unit

- ☐ Obtain briefing from Section Chief.
- ☐ Advise on communications capabilities and/or limitations.
- ☐ Prepare and implement the Radio Communications Plan.
- ☐ Ensure the Incident Communications Center and Message Center are established.
- ☐ Set up the telephone and closed-circuit TV system.
- ☐ Establish appropriate communications distribution and/or maintenance location within the EOC vicinity.
- ☐ Ensure communications systems are installed and tested.
- ☐ Ensure an equipment accountability system is established.
- ☐ Provide technical information as required on:
 - ☐ Adequacy of communications systems currently in operation.
 - ☐ Geographic limitation on communications systems.
 - ☐ Equipment capabilities.
 - ☐ Amount and type of equipment available.
 - ☐ Anticipated problems in the use of communications equipment.



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- ☐ Supervise communications activities.
- ☐ Maintain records on all communications equipment as appropriate.
- ☐ Ensure equipment is tested and repaired.
- ☐ Maintain Unit Log.

Amateur Radio Coordinator

The Amateur Radio Coordinator, under the direction of the Communications Unit Leader is responsible for coordinating the installation and testing of amateur radio equipment in shelters.

- ☐ Obtain briefing from the Unit Leader or Section Chief.
- ☐ Advise on communications capabilities and/or limitations.
- ☐ Prepare and implement the Radio Communications Plan for shelters.
- ☐ Ensure communications systems are installed and tested.
- ☐ Ensure an equipment accountability system is established.
- ☐ Provide technical information as required on:
 - Adequacy of communications systems currently in operation.
 - Geographic limitation on communications systems.
 - Equipment capabilities.
 - Amount and types of equipment available.
- ☐ Anticipate problems in the use of communications equipment.
- ☐ Supervise shelter communications activities.
- ☐ Maintain records on all communications equipment as appropriate.
- ☐ Ensure equipment is tested and repaired.
- ☐ Maintain Unit Log.

Volunteers and Donations Unit

The Volunteers and Donations Unit will coordinate the requirements for volunteers to assist with all phases of the emergency. The Unit will coordinate for the housing and delivery of all donated goods for support to the emergency.

4. Finance Section

The Finance Section is responsible for all financial and cost analysis aspects of the incident and for supervising members of the Finance Section. The Finance Section is composed of two Units; they are respectively, the Time/Personnel Unit and the Procurement/Cost Unit. (See Attachment 2)

- Time/Personnel Unit: (Coordinating Agency – Jackson County Finance)
- Procurement/Cost Unit: (Coordinating Agency – Jackson County Finance)



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Finance Section Chief

- ☐ Obtain briefing from the EOC-M.
- ☐ Attend planning meeting to gather information.
- ☐ Identify and order supplies and support needed for Finance Section.
- ☐ Develop operating plan for finance function on incident.
- ☐ Prepare work objectives for subordinates, brief staff, make assignments, and evaluate performance.
- ☐ Inform EOC Manager and staff when section is fully operational.
- ☐ Meet with assisting and cooperating agency representatives as required.
- ☐ Provide input in all planning sessions on financial and cost analysis matters.
- ☐ Maintain contact with Jackson County Finance Department on finance matters.
- ☐ Ensure that all personnel time records are transmitted to home agencies according to policy.
- ☐ Participate in demobilization planning.
- ☐ Ensure that all obligation documents initiated at the incident are properly prepared and completed.
- ☐ Brief Jackson County Finance Department liaison on all incident related business management issues needing attention, and follow-up prior to leaving incident.
- ☐ Maintain Unit Log

Time/Personnel Unit

The Time/Personnel Unit is responsible for personnel time recording and documentation of injuries.

- ☐ Obtain briefing from Finance Section Chief.
- ☐ Determine incident requirements for time recording function.
- ☐ Establish contact with appropriate agency personnel/representatives.
- ☐ Organize and establish time unit.
- ☐ Initiate, gather, or update a time report from all applicable personnel assigned to the incident for each operational period.
- ☐ Ensure that all employee identification information is verified to be correct on the time report.
- ☐ Establish unit objectives, make assignments, and evaluate performance.
- ☐ Ensure that daily personnel time recording documents are prepared and compliance to time policy is met.
- ☐ Submit cost estimate data forms to Cost Unit as required.
- ☐ Provide for records security.



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- ☐ Ensure that all records are current or complete prior to demobilization.
- ☐ Ensure that time reports are signed.
- ☐ Time reports from assisting agencies should be released to the respective agency representatives prior to demobilization.
- ☐ Brief Finance Section Chief on current problems, recommendations, outstanding issues, and follow-up requirements.
- ☐ Maintain Unit Log

Procurement/Cost Unit Leader

The Procurement/Cost Unit is responsible for administering all financial matters pertaining to vendor contracts and collecting all cost data, performing cost effectiveness analyses, providing cost estimates, and cost saving recommendations for the incident.

- ☐ Obtain briefing from Finance Section Chief.
- ☐ Contact appropriate branch leaders on incident needs and any special procedures.
- ☐ Coordinate with Jackson County Finance Department on Cost Reporting procedures.
- ☐ Obtain and record all cost data.
- ☐ Prepare resources-use cost estimates for planning.
- ☐ Prepare and sign contracts and use agreements, as necessary.
- ☐ Establish contracts with supply vendors as required.
- ☐ Interpret contracts/agreements and resolve claims or disputes.
- ☐ Finalize all agreements and contracts.
- ☐ Make recommendations for cost savings to Finance Section chief.
- ☐ Maintain cumulative incident cost records.
- ☐ Ensure that all cost documents are accurately prepared.
- ☐ Complete final processing and send documents for payment.
- ☐ Coordinate cost data in contracts with Finance Section chief.
- ☐ Complete all records prior to demobilization.
- ☐ Maintain Unit Log.



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Emergency Support Functions (ESF's)

The National Response Framework describes the basic mechanisms and structures by which the Federal Government will mobilize resources and conduct activities to augment state and local response efforts. The Plan is designed to address the consequences of any disaster or emergency in which there is a need for federal response assistance under the authorities of the Stafford Act (Public Law 93-288, as amended). The National Response Plan uses a functional approach to group the type of federal assistance that is most likely to be needed, under fifteen Emergency Support Functions (ESFs). Each ESF is headed by a primary agency that has been designated, and support agencies for one or more ESFs based on their role and capabilities in a disaster.

Jackson County has adopted the ESF concept to facilitate coordination with State and Federal agencies. The Comprehensive Emergency Management Plan (CEMP) contains the following ESFs:

- Transportation
- Communications
- Public Works and Engineering
- Firefighting
- Emergency Management
- Mass Care, Emergency Assistance, Housing and Human Services
- Logistics Management and Resource Support
- Public Health and Medical Services
- Search and Rescue
- Oil and Hazardous Materials Response
- Agriculture and Natural Resources
- Energy
- Public Safety and Security
- Long-Term Community Recovery
- External Affairs
- Volunteers and Donations (local ESF)

Jackson County Primary Agencies with Emergency Support Function Duties

ESF #1 Transportation:

Provides overall coordination of transportation assistance to city/county departments, other governmental and private agencies, and voluntary organizations requiring transportation capacity to perform disaster missions. A primary priority of this ESF will be the coordination of evacuation transportation. Primary Agency – Jackson Public Works.



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ESF #2 Communications

Assures the provisions of required communications support to operations.
Primary Agency – Jackson County E-911 Communications.

ESF #3 Public Works and Engineering

Responsible for emergency debris clearance, temporary construction of emergency access routes, emergency restoration of critical facilities including potable water, water supply systems, and water for firefighting; emergency demolition or stabilization of structures deemed hazardous to public health; technical assistance and damage assessment including structural inspection. This ESF has two primary responsibilities: debris clearance and removal, and restoration of public facilities. Primary Agency – Jackson County Public Works. (See Public Works annex).

ESF #4 Firefighting

Detects and suppress wild-land, rural and urban fires resulting from or occurring coincidentally with a disaster. All fire personnel will report to this ESF. Primary Agency – Jackson County Fire Marshal's Office.

ESF #5 Emergency Management

Collects, processes and disseminate information about a potential or actual disaster to facilitate response and planning processes; forward situation reports to State Emergency Operations Center and coordinate information for press release; coordination of Incident Management; mission assignments; Incident Action planning; and Financial Management. Primary Agency – Jackson County Emergency Management.

ESF #6 Mass Care, Housing and Human Services

Coordinate efforts to provide sheltering, feeding and emergency first aid in the event of a potential or actual disaster; operate a Disaster Welfare Inquiry system regarding status of victims; and coordinate bulk distribution of emergency relief supplies to disaster victims. Primary Agency – Jackson County Department of Social Services.

ESF #7 Resource Support

Provides logistical and resource support during the response and early recovery phases to include emergency relief supplies, space, office equipment, office



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supplies, telecommunications, contracting services, transportation services and personnel required to support response phase activities. Primary Agency – Jackson County Emergency Management.

ESF # 8 Public Health and Medical Services

Provides a coordinated response to medical needs following a disaster; provide a structure to receive assistance from Disaster Medical Assistance Teams (DMATs); State Assistance Teams (SMATs) and Volunteer medical personnel. Primary Agency – Jackson County Public Health and Emergency Medical Services.

ESF #9 Urban Search and Rescue

Activities include developing search patterns and procedures to locate disaster victims in damaged areas; and locating, extricating, and providing for the immediate medical treatment of victims trapped in collapsed structures; coordination of swift water rescue. Primary Agency – Jackson County Emergency Management.

ESF #10 Oil and Hazardous Materials Response

Responds to an actual or potential discharge and/or release of hazardous materials. Primary Agency – Jackson County Fire Marshal's Office.

ESF #11 Agriculture and Natural Resources

Identifies, secures, and arranges for the transportation of food and water assistance to the impacted areas to include Nutrition assistance; Animal and plant disease/pest response; Food safety and security. Primary Agency – Jackson County Agricultural Extension Services.

ESF #12 Energy

Facilitates restoration of energy systems following a disaster; coordinate the provisions of emergency power and fuel to support response operations as well as provide power and fuel to normalize community function. Primary Agency – Jackson County Emergency Management.

ESF #13 Public Safety and Security

Provides command, control, and coordination of local law enforcement operations; facility and resource security; security planning; access, traffic, and crowd control. Primary Agency – Jackson County Sheriff's Department.



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ESF # 14 Long-Term Community Recovery and Mitigation

Assesses the social and economic consequences in the impacted area and coordinate efforts to address long-term community recovery issues resulting from the Incident / Event. Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations; identify appropriate programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available. Attempt to avoid duplication of assistance, coordinate to the extent possible program application processes and planning requirements to streamline assistance. Determine/identify responsibilities for recovery activities and provide a vehicle to maintain continuity in program delivery to ensure follow through of recovery and hazard mitigation efforts. Primary Agency – Jackson County Emergency Management, Tax and Finance Departments.

EST #15 External Affairs

Ensures that sufficient assets are deployed to the field during a potential or actual Incident/Event to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace. Primary Agency – Jackson County Public Information Officer. (See Public Information annex).

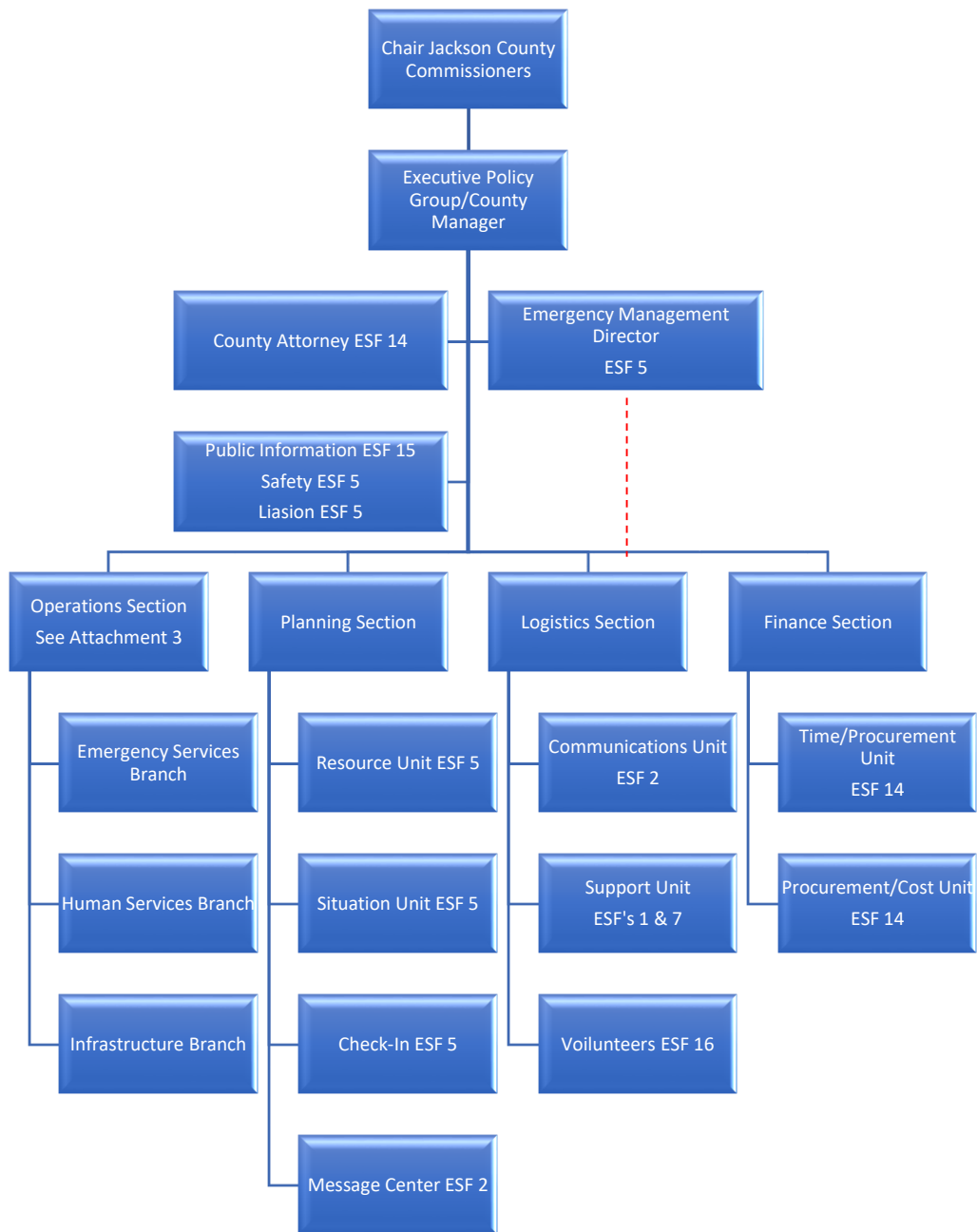
ESF #16 Volunteers and Donations

Expedites the delivery of donated goods and voluntary service to support relief efforts; will coordinate the operation of the Regional Relief Center. This ESF will work closely with ESF 6 and ESF 11. Primary Agency– Jackson County United Way and Habitat for Humanity.



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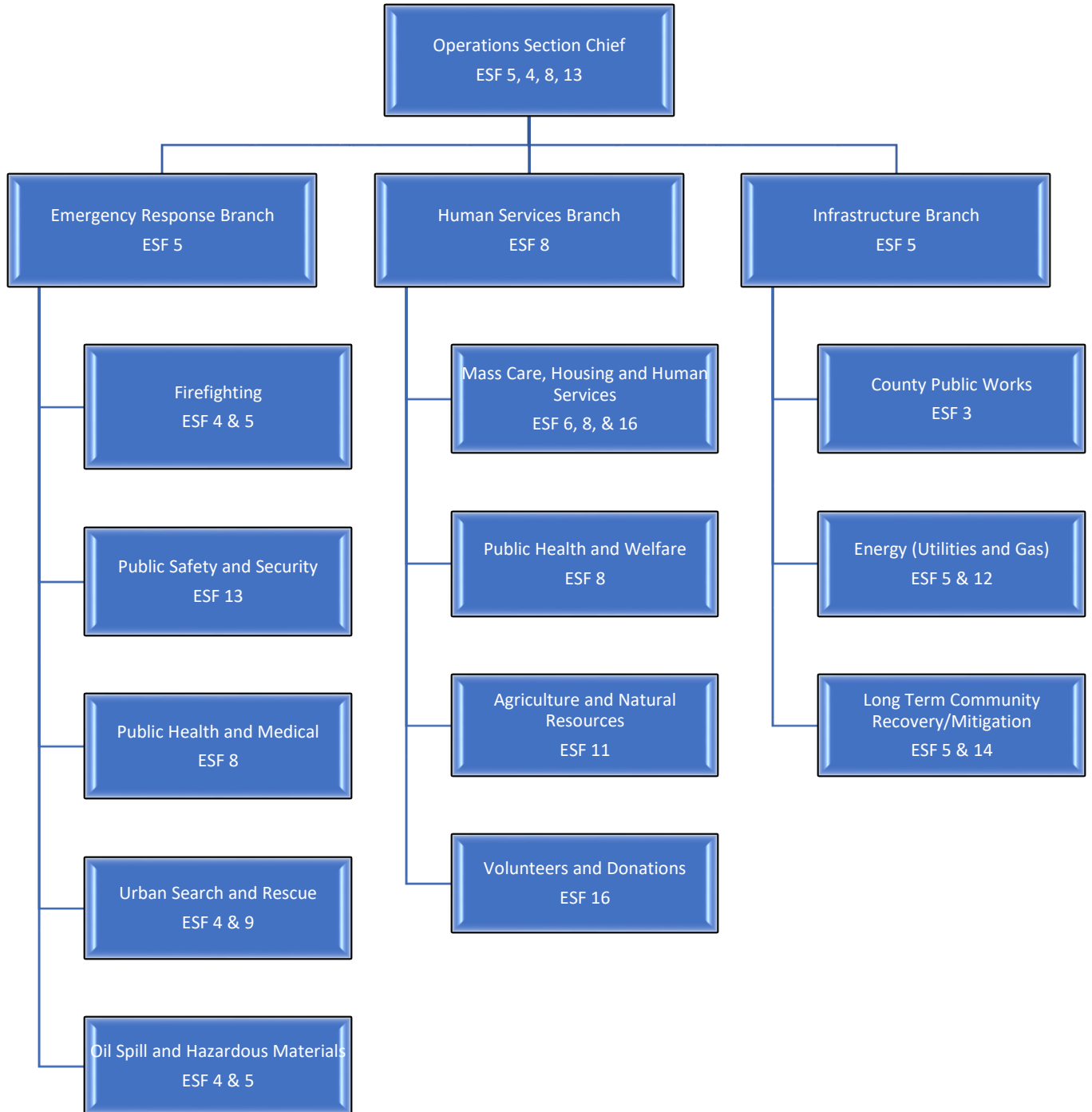
Annex B Emergency Operations Center Attachment 2 Organizational Chart





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Annex B Emergency Operations Center Attachment 3, EOC Operations Section Organizational Chart





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Annex B Emergency Operations Center Attachment 4 Emergency Operations Center Activation Checklist

Initial Activation

- ☐ Upon receipt of a confirmed/valid warning message or by being made aware of an incident, emergency, or impending event that may necessitate the activation of the Emergency Operations Center, the Emergency Management Director will gather as much information about the event as possible and determine if they need to recommend activation.
- ☐ If the incident or situation warrants it, recommend to the County Manager and/or Chairman of the Board, the issuance of a Proclamation of a State of Emergency.
- ☐ Make or have contact made with all appropriate EOC staff and/or all persons that should report to the EOC.
- ☐ Prepare an initial briefing to include, but not be limited to:
 - The scope and known specifics of the incident that has caused the EOC to be activated.
 - The names and locations of Incident Commanders and Incident Command Posts.
 - Location of the incident(s) (i.e., countywide, area, specific location, etc.).
 - Number of units or personnel currently assigned or dispatched to the incident(s).
 - Number of currently known injured or dead.
 - Weather conditions.
 - Initial personnel that will staff the EOC.
 - The expected period of activation.
 - Security/Safety.
 - Sign in and sign out process.
 - Messaging.
 - Communications (i.e., telephone number assignments, radio assignments, etc.).
 - Establish EOC Incident Command.
- ☐ Ensure that personnel are assigned to and understand their assignment to one or more of the five groups:



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- Executive Policy Group (Command)
 - Operations
 - Logistics
 - Planning
 - Finance
-
- ☐ Turn on all electronic displays.
 - ☐ Turn on and ensure operation of all computer equipment and software.
 - ☐ Activate all telephones and place telephone books at work areas.
 - ☐ Ensure sufficient workspace and work equipment is on hand and in good working condition:
 - Pens
 - Paper
 - Computers
 - Forms
 - Appropriate security credentials
 - Other materials
 - ☐ Start an EOC event/incident log (major events).
 - ☐ Prepare an Incident Action Plan (IAP).
 - ☐ Contact the Western Branch Regional Coordination Center/State EOC or State Operations and submit initial Situation Report or SitRep to the State.
 - ☐ Appropriate/authorized personnel log in to NCSPARTA (NCDEM State WebEOC)

Full or Partial Continued Activation

- ☐ Conduct a full briefing when EOC staff have arrived.
- ☐ The briefing should include but not be limited to:
 - The scope and known specifics of the incident that has caused the EOC to be activated.



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- The names and locations of Incident Commanders and Incident Command Posts.
 - Location of the incident(s) (i.e., countywide, area, specific location, etc.).
 - Number of units or personnel currently assigned or dispatched to the incident(s).
 - Number of currently known injured or dead.
 - Weather conditions.
 - The expected period of activation.
 - Security/Safety.
 - Sign in and sign out process.
 - Messaging.
 - Communications (i.e., telephone number assignments, radio assignments, etc.).
 - "Housekeeping".
 - Maps.
 - Group assignments.
 - Likelihood of a "second shift" requirement.
- ☐ Continue briefings as often as necessary, but at least every two hours to update staff on new information and to be updated by them on their activity.
- ☐ Establish and maintain contact with State Emergency Management through either the Western Branch Office (Coordination Center when activated), or the State EOC, whichever is appropriate or dictated by North Carolina Emergency Management.
- ☐ Receive and process resource requests.
- ☐ Establish and maintain communications with:
- On scene incident commanders/command posts.
 - State/Federal agencies as appropriate.
 - Communications Center.
 - Utilities/NCDOT as appropriate.
 - Media (through the Public Information Officer)
- ☐ Maintain the level of EOC activation as appropriate or until the incident is terminated.
- ☐ Prepare IAP for each shift.



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- ☐ Submit follow-up reports (Situation Reports or SitReps) to the State in a timely manner.
- ☐ As necessitated by the incident as it progresses, contact additional personnel for activation or possible activation. Such as:
 - Damage Assessment
 - Shelter and mass care
 - Debris Management
 - Animal Control
 - Transportation

Closing or Demobilization of the EOC

- ☐ When it is determined that closure of the EOC is imminent, prepare and hold a final briefing/debriefing. This debriefing should allow each EOC staff member to make comments, suggestions and offer a "thumbnail" critique of specific actions or inactions.
- ☐ During the debriefing you may wish to include:
 - Return of equipment.
 - Reports that are due or need to be collected.
 - Final reminders of safety or security.
 - Overall EOC performance.
 - Success stories (or not so successful stories).
 - Lessons learned.
 - Date and time of the incident/emergency/disaster response critique.
- ☐ Only close or deactivate the EOC if the incident or incidents that caused it to open have been terminated or all actions have successfully been concluded.
- ☐ If a Proclamation of a State of Emergency has been issued, ensure that a proclamation to terminate the emergency is also issued. It is recommended that such a proclamation terminating the emergency not be issued until all activity regarding the incident(s)/emergency/disaster have concluded, including debris management. You may wish to consult with State Emergency Management prior to formally terminating an emergency.
- ☐ Make backups or archives of all computer records.



Jackson County Emergency Operation Plan

- ☐ Print copies of reports or other documents that will be necessary to present to state/federal agencies.
- ☐ Collect all damage assessment reports or reports from other agencies relative to the incident(s)/emergency/disaster.
- ☐ Gather and return all rented or borrowed equipment.
- ☐ Turn off displays.
- ☐ Return telephones and telephone books and other supplies to their storage locations.
- ☐ Clean or have the EOC cleaned and ready for the next event.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Communication (ESF 2)	Law Enforcement (ESF 13)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
Field Incident Commander	Fire Service (ESF 4)
	North Carolina Emergency Mgt. (ESF 5)
	Jackson County DSS (ESF 6)
	Jackson County PIO (ESF 15)

Annex C Notification and Warning

I. Purpose

This annex describes the process for staffing, operating, and maintaining a warning system in the event of an emergency. It also provides instructions for dissemination of warning information to response agencies and the public throughout the county.

II. Situation and Assumptions

A. Situation

1. The County Warning Point (E-911 Communications Center) will normally initiate alert and warning.
2. Broadcast media will be relied upon to assist in the dissemination of warning to the public.
3. Operational telephone and/or radio communications may be utilized to notify public officials, Emergency Operations Center staff, emergency personnel and others as required.
4. Emergency service vehicles are available for warning the public.
5. Access and Functional Needs populations or persons in group quarters may have to be provided special warning and notification.
6. A telephone calling system (Code Red reverse 911) is available for notifying selected populations and/or specific groups when required.



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B. Assumptions

1. Current forms of warning may necessitate augmentation to provide sufficient warning to the public and access and functional needs populations.
2. Use of mobile public-address systems and/or house to house alert and warning may be necessary when the urgency of the hazard requires immediate evacuation actions or when there is a failure of other warning systems.

III. Concept of Operation

- A. Emergency warning may originate at the national, state, or local level of government. Timely warning requires dissemination to the public by all available means. The following systems are used in Jackson County for receipt and dissemination of warning:

1. National Warning System (NAWAS)
2. National Weather Service (NWS) National Oceanic & Atmospheric Administration Weather Radio Service
3. National Emergency Alert System (EAS)
4. N.C. Division of Criminal Investigation (DCI)
5. Cellular Telephone Communications Systems
6. Code Red Emergency Notification (County Operated Software)
7. Public Hard-Wired Telephone Systems
8. State Operated Two Way Radio Systems (VIPER 800 mhz radio system)

B. Receipt and Dissemination of Warning

1. North Carolina Emergency Management serves as the State Warning Point at the State Emergency Operations Communications Center. National Warning System alerts are received there from federal agencies and, on occasion, the public.



Jackson County Emergency Operation Plan

2. Warning received from the site of an emergency or from the State Warning Point is normally reported to the Jackson County E-911 Communications Center, which serves as the County Warning Point.
 3. Jurisdictions adjoining Jackson County will be notified through the E- 911 Communications Center or by the quickest possible method in the event an incident occurs within Jackson County that may cause adverse effects across jurisdictional lines.
 4. The Jackson County Emergency Management Director will assume that facilities have been identified which can cause problems to adjoining counties and that lines of communications remain open to provide a timely warning.
 5. Notification of governmental officials and emergency response personnel from the County Warning Point will follow established procedures.
- C. Dissemination of Warning to the General Public of major emergencies will be by:
1. Emergency Alert System (EAS)
 2. Weather alert radios
 3. Mobile public-address systems as appropriate
 4. House to house alert by emergency personnel
 5. Jackson County Code Red System
- D. Dissemination of Warning to Special Populations:
1. Hearing impaired, functional and access needs groups, persons in group quarters and non-English speaking groups are notified by the most expedient means possible. Usually, the message will ask citizens to assist in the evacuation of these special groups.
 2. Public schools, hospitals, large industry, and other special warning locations will be educated in the most expedient means to receive



Jackson County Emergency Operation Plan

notification and warning information. Each affected organization will determine the best means of notifying their populations.

IV. Direction and Control

- A. The Chairman of the Board of County Commissioners or their designee has the authority to direct and control the County Warning System.
- B. The E-911 Communications Coordinator is vested with the authority of the Chairman to activate the County Warning System as necessary when emergency circumstances warrant and in the interest of time. This authority stands day-to-day unless revoked by the Chairman of the Board of County Commissioners.
- C. The Emergency Management Director is designated as the County Warning Coordinator and will follow established county warning procedures.

V. Continuity of Government

- A. This line of succession is:
 - 1. Chairman of the Board of Commissioners
 - 2. County Manager
 - 3. Communications Coordinator
 - 4. Emergency Management Director
- B. Lines of succession for agencies that support the warning operation are in accordance with their agency's established policies.



Jackson County Emergency Operation Plan

Annex C Attachment 1 Emergency Alert System (EAS)

I. Purpose

This attachment provides specific instructions and procedures for Jackson County government and suggested procedures for the Designated Administrative Officials to follow in the dissemination of emergency alerting and warning information and protective action instructions to the citizens of Jackson County over the Emergency Alert System (EAS).

II. Definitions

A. Emergency Alert System (EAS)

The Emergency Alert System (EAS) was developed to provide immediate communication and information to the public at the national, state, or local levels in an emergency. Originally, EAS was created to give the President of the United States the capability to relay information to the public immediately at the national, state, and local levels during an emergency. The EAS may be used to provide the heads of state and local government, or their designated representatives, with a means of emergency communication with the public in their area. North Carolina adopted the federal model giving state and local emergency management officials the capability to provide information immediately to residents during emergencies. Additionally, the EAS works with the National Weather Service's weather radio emergency notification system.

The North Carolina EAS uses multiple methods to disseminate emergency notification messages to the public including Ethernet and satellite-based technology and the traditional daisy chain method with stations monitoring local primary one and two radio stations. Communications Laboratory equipment and their EMNet technology provide the infrastructure for disseminating emergency notifications. Participation in the EAS system is voluntary for broadcasters. Broadcaster acceptance of and participation in this plan shall not remove the station's right to exercise independent discretion and responsibility in any given situation. However, under FCC regulation, broadcast stations must either carry the presidential emergency notification or sign off air while the alert is carried.



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B. Primary Station

Broadcasts or re-broadcasts a common emergency program for the duration of the activity of the EAS at National, State or Operational (local) area level. The EAS transmission of such stations are intended for direct public reception as well as inter-station programming.

C. Local Program Station (LP-1)

This is a Primary Station in an Operational (local) area which is responsible for originating and coordinating the broadcast of an emergency action notification for its area. WMIT106.9 Black Mountain serves the Jackson County area. Additional stations also broadcast EAS messages throughout North Carolina.

III. Concept of Operations

This Plan calls for:

- A. The prompt reporting of emergency information and recommended protective actions by federal, state, business, industry, and utility officials to the County Warning Point. These reports include severe weather watches and warnings as well as other hazards, such as dam failures, hazardous materials, and other threats to the citizens of Jackson County as shown in the Basic Plan.
- B. The prompt reporting of emergency information and recommended protective action to the County Warning Point by emergency service personnel or others at the scene of the emergency.
- C. The decision by local government to disseminate the emergency alerting, warning, and protective actions instructions over the EAS System.
- D. The preparation of the information to be disseminated in written form.
- E. The activation of the EAS procedure.
- F. The termination of the procedure when it is no longer required.



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IV. Authorized Personnel

A local government emergency management official may call NWS or their local LP1 or LP2 station. The individuals shown below are authorized to request activation of the EAS for dissemination of emergency information and instructions. A list of these individuals by title has been provided to the Operational Area LP-1 and a mutually agreeable method of authentication by code has been established. The EAS LP-1 has furnished the County with a list of telephone numbers to be used by the authorized personnel when requesting activation of the EAS. The local primary stations have the right to defer any local emergency management request to activate EAS to NCEM. If a local primary station chooses to originate an EAS message, they are required to record the following information:

- person/agency requesting activation.
- time and date of request
- reason for request
- FIPS codes entered (Jackson County 37099)
- activation timestamp and authentication code approved.

In addition to EAS Alerting through the LP-1 Station a request can be made to North Carolina Emergency Management Communications Center (Preferred). Detailed information on activation is covered in Section V.

- A. Chairman of the Board of County Commissioners or their designated representative. (Jackson County Communications Coordinator)
- B. The mayor or their designated representative.
- C. Town or County Managers.
- D. Emergency Management Director or their designated representative.

V. Activation Request Procedures

A. Notification Procedures

- Prepare in writing the exact information to be broadcast.



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- Call the State Warning Point (North Carolina Emergency Management-Operations 1-800-858-0368) and the requesting local official must provide:
 - name, agency
 - contact phone number
 - nature of event
 - counties affected.
 - instructions for the public
 - activation authentication codeword.
 - This information can be phoned in but written documentation via email or fax must follow shortly after phone call.
- Upon request, give authentication code.
- The State Warning Point will/should acknowledge the authentication code.
- Upon request of the Warning Point, read text prepared for emergency action notification.
- Follow other instructions as given by the State Warning Point (Emergency Management).
- NCEM programs message into EMNET transmitter and disseminates message.

The Center for Missing Persons distributes child abduction emergency notifications via the North Carolina State Highway Patrol. NCEM serves as backup for the child abduction emergencies and all other emergency notification originators in times of need.

NWS personnel issue weather and other EAS alerts via NOAA weather radio using the NOAA Specific Area Message Encoding (SAME) EAS codes. NWS procedures are followed concerning the transmission of the SAME/EAS codes, the NOAA weather radio 1050 Hz warning alarm, and reading of the weather or appropriate EAS script.

The National Weather Service also serves as backup for the emergency alert system if all emergency alert system capabilities are disabled. This process is originated by a phone call from the state operations center to the Raleigh NWS office with approval authentication code followed by a faxed message with the information needed to broadcast an emergency notification message.



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Each National Weather Service Office is required to perform weekly tests of the radio broadcast system to ensure operations.

HazCollect is a nationwide emergency notification system that enables emergency response officials to create and send non-weather-related emergency messages to the public using weather radios and the emergency alert system. HazCollect provides the capability for faster and wider distribution of emergency information in a secure manner and at a more localized level.

Unlike traditional EAS messages which are activated by select warning points, HazCollect gives local emergency response officials the authority to create and send EAS-type messages to alert the public of a disaster in a specific region. Operated and maintained by the National Weather Service, this internet and satellite-based notification system uses NOAA's weather radios, EAS and other emergency notification systems that are common alert protocol compliant.

Although, HazCollect is intended to give local emergency response officials the ability to create and send emergency notification messages, it is the State Emergency Communications Committee's position, in agreement with the N.C. Division of Emergency Management and the National Weather Service, to instruct local emergency management and emergency response officials to request all activations of the emergency alert system or HazCollect by calling the North Carolina State Emergency Operations Center at 800-858-0368/919-733-3300 or their local National Weather Service office.

B. Termination Procedure

- Have a written termination notice specifying the hazard to be terminated.
- Call the State Warning Point and give title, name and political subdivision represented and request the EAS be terminated.
- Upon request, give authentication code.
- Upon request, read the termination message, concluding with the statement "This concludes this activation of the Emergency Alert System".



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VI. Testing the EAS Plan

Scheduled or random tests should be conducted so that a radio station and county operations become familiar with this procedure on all shifts.

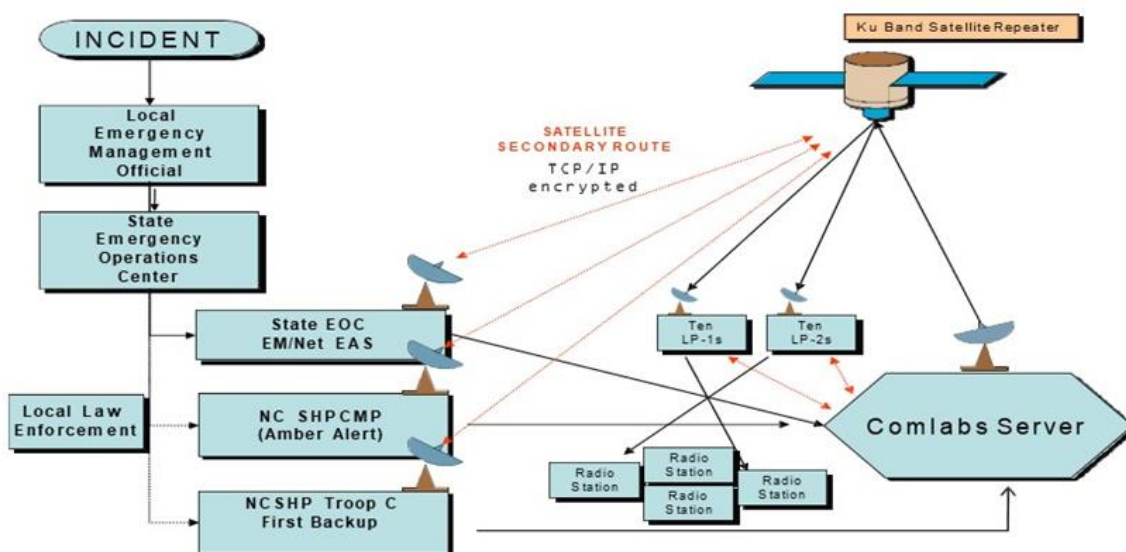
VII. Procedures for Development and Maintenance

- A. The North Carolina Division of Emergency Management will be responsible for updating the authentication code bi-annually. Jackson County Emergency Management receives this code and will distribute as appropriate to all authorized personnel.
- B. Each county will be responsible for advising the stations of current Warning Point telephone numbers.
- C. Counties will confirm current authentication code lists with the stations.



Jackson County Emergency Operation Plan

Annex C Attachment 2 Emergency Alert System Flowchart



- 1) State EOC, NC State Highway Patrol & NC Center For Missing Persons can originate an EAS message.
- 2) Comlabs server verifies valid originator and then uplinks to Ku Band Satellite Repeater.
- 3) Satellite transmits message to all 20 LP-1 and LP-2 stations simultaneously. The message will be distributed and retransmitted according to relevant FIPS codes.
- 4) If the State EOC requests a receipt for a transmitted alert or test, the EMnet unit for the LP-1 and LP-2 stations will automatically report receipt of the message.
- 5) Every radio, TV station and cable system in the state must monitor an area LP-1 and LP-2 station.
- 6) In AMBER Alert situations, a local law enforcement official will report the incident to NCCMP who can originate an amber alert message.
- 7) Comlabs server receives message via TCP/IP internet connection. If internet connection is unavailable, message will be directed to satellite for relay to Comlabs Server.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Communications (ESF 2)	Law Enforcement (ESF 13)
	Emergency Medical Service (ESF 8)
	Fire Service (ESF 4)
	North Carolina Department of Public Safety
	Jackson County Public Works (ESF 7)
	Emergency Management (ESF 5)

Annex D Communications

I. Purpose

This annex describes Jackson County's Communications Systems and presents available communications sources, policies, and procedures to be used by county government agencies during emergency situations.

II. Situation and Assumptions

A. Situation

1. Communications play a critical role in emergency operations. Communications networks and facilities exist and operate throughout the county. Properly coordinated, these facilities provide for effective and efficient response activities.
2. The Emergency Communications Center is located at 1620 US 441 South, Sylva, NC 28779.
3. Multiple communications systems exist within Jackson County to support sustained emergency response and recovery.
4. The Jackson County Emergency Communications Coordinator under the direction of Jackson County Emergency Management Director is responsible for maintaining the county's capabilities and facilitating coordination with other communications systems within the county and State.



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B. Assumptions:

1. The communications system will survive and/or withstand the effects of a disaster.
2. This annex will provide coordination of all communications systems during an emergency facilitating timely response activities.
3. Sufficient two-radio equipment, mobile data terminals, cell phones and other telephones will be available for use by emergency services and other response personnel.
4. All if not most of the commercial communications systems used in Jackson County will continue working for extended periods on DC powered back-up systems or back-up generators.

III. Concept of Operations

A. General

1. Emergency Communications Systems and services used by the county are controlled by the E-911 Communications Coordinator under the direction of Jackson County Emergency Management.
2. The County Warning Point is operated 24 hours a day and serves as the Emergency Communications Center.
3. The Emergency Management Director will notify the E-911 Communications Coordinator to expand the Emergency Communications as the situation requires.
4. The E-911 Communications Coordinator will implement emergency communications procedures and activate backup capabilities, as necessary.
5. The E-911 Communications Coordinator will notify appropriate personnel to support expanded and continuous emergency communications services within Jackson County.



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6. When joint local, State, and federal response is involved, communications is an emergency support function (ESF) under the National Response Framework. Communications is referred to as ESF 2. ESF 2 encompasses a variety of communications resources available.

B. Specific

1. Telephone Services

- a. Telephone service in the County is provided by Frontier Communications.
- b. Jackson County 911 telephone system provider is AT&T Esinet. (Trunks and Equipment)
- c. Mobile phone capability is available in most areas' county wide with several national vendors providing services.
- d. Hardline telephone and cellular phone providers have identified priority restoration locations within Jackson County. As needed or identified the communications center or EOC can assist with notification of outages within the emergency services facilities.

2. Two-Way Radio Systems

- a. The county's communications system is designated as the principal system to be used for direction and control activities. It provides voice communications between fixed locations (EOC, communications centers) and mobile units operated by department heads or chiefs of emergency service, etc., and mobile to mobile voice communications. The Jackson County Emergency Communications Center principal users are:

- Jackson County Sheriff's Office
- Jackson County Emergency Management
- Jackson County Fire Chief's and Officers



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- Emergency Medical Services
- Jackson County Rescue Squads
- Jackson County Public Works

b. The following County Departments, agencies, and organizations operate two-way radio systems:

- Jackson County Sheriff's Office
- Jackson County Emergency Management
- Jackson County Fire Chief's and Officers
- Emergency Medical Services
- Jackson County Rescue Squads
- Jackson County Public Works
- Sylva City Police Department
- Western Carolina University
- Harris Regional Hospital
- Jackson County School System

c. Volunteer Radio Service Providers

- RACES (Radio Amateur Civil Emergency Service)
The Radio Amateur Civil Emergency Service (RACES) is a standby radio service provided for in Part 97.407 of the Federal Communications Commission (FCC) rules and regulations governing amateur radio in the United States.



Jackson County Emergency Operation Plan

d. Other two-way radio communication systems which may be used to communicate with the North Carolina Emergency Operation Center during emergencies include:

- Voice Interoperability Plan for Emergency Responders (VIPER)
- Division of Criminal Information System (DCI)
- Commercial Telephone (FAX)
- Amateur Radio Emergency Service
- Internet and computer email networks
- NCSPARTA (WEBEOC internet-based crises management database)
- North Carolina Inter-City Police Network
- National Warning System (NAWAS)
- NC Medical Communications Network (NCMCN)

3. Terminal Communications Systems

The following communications systems have terminal or can be accessed from the Jackson County Communications Center:

- Sheriff's Office Radio System
- County fire protection network
- State hospital network
- State rescue network
- County rescue network
- Jackson County RACES network



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- Local area police network
 - Jackson County Public Works networks
 - North Carolina State Highway Patrol
 - North Carolina Department of Transportation
 - NCSPARTA (WEBEOC)
 - VIPER (800 MHz)
4. The following communications systems are available but not operated from the Jackson County Communications Center:
- North Carolina Civil Air Patrol
 - Jackson County Transit

IV. Direction and Control

Authority to direct and control the use of communications systems and services available to county departments and agencies is delegated to the Jackson County Communications Coordinator though the Jackson County Emergency Management Director.

V. Continuity of Government

The Line of Succession for Communications is:

- Jackson County Communications Coordinator
- Jackson County Communications Shift Supervisor
- Jackson County Emergency Management Director

VI. Administration and Logistics

A. Training and Exercises



Jackson County Emergency Operation Plan

1. Telecommunicators of emergency response organizations are trained by their respective agencies.
2. Each agency employing telecommunications personnel will ensure appropriate certifications are obtained and maintained in accordance with departmental policy and/or state regulations.
3. Exercises held within Jackson County require the participation of the Jackson County Communications Center. Proper prior notifications will be made to ensure availability of personnel and radio systems.

B. Facilities and Equipment

1. The Jackson County Emergency Communications Center is equipped with communications equipment (radio, telephone, computers, etc.) allowing contact within the county, contiguous counties, and the State EOC.
2. The organizations involved in emergency communications will follow the administrative and logistical procedures established by their individual agencies.

C. Security

1. Communications equipment is vulnerable during time of emergency particularly during periods of national emergency. Each communications facility must be secured always.
2. Communications personnel must possess appropriate security clearances to send or receive classified information. This security clearance is handled by the individual agency employing the person. Amateur radio operators and other communications volunteers will be screened by the Jackson County Sheriff's Office or other appropriate law enforcement official.
3. Cyber security through the Jackson County Information Technology provides appropriate software and oversight of the county computer systems.



Jackson County Emergency Operation Plan

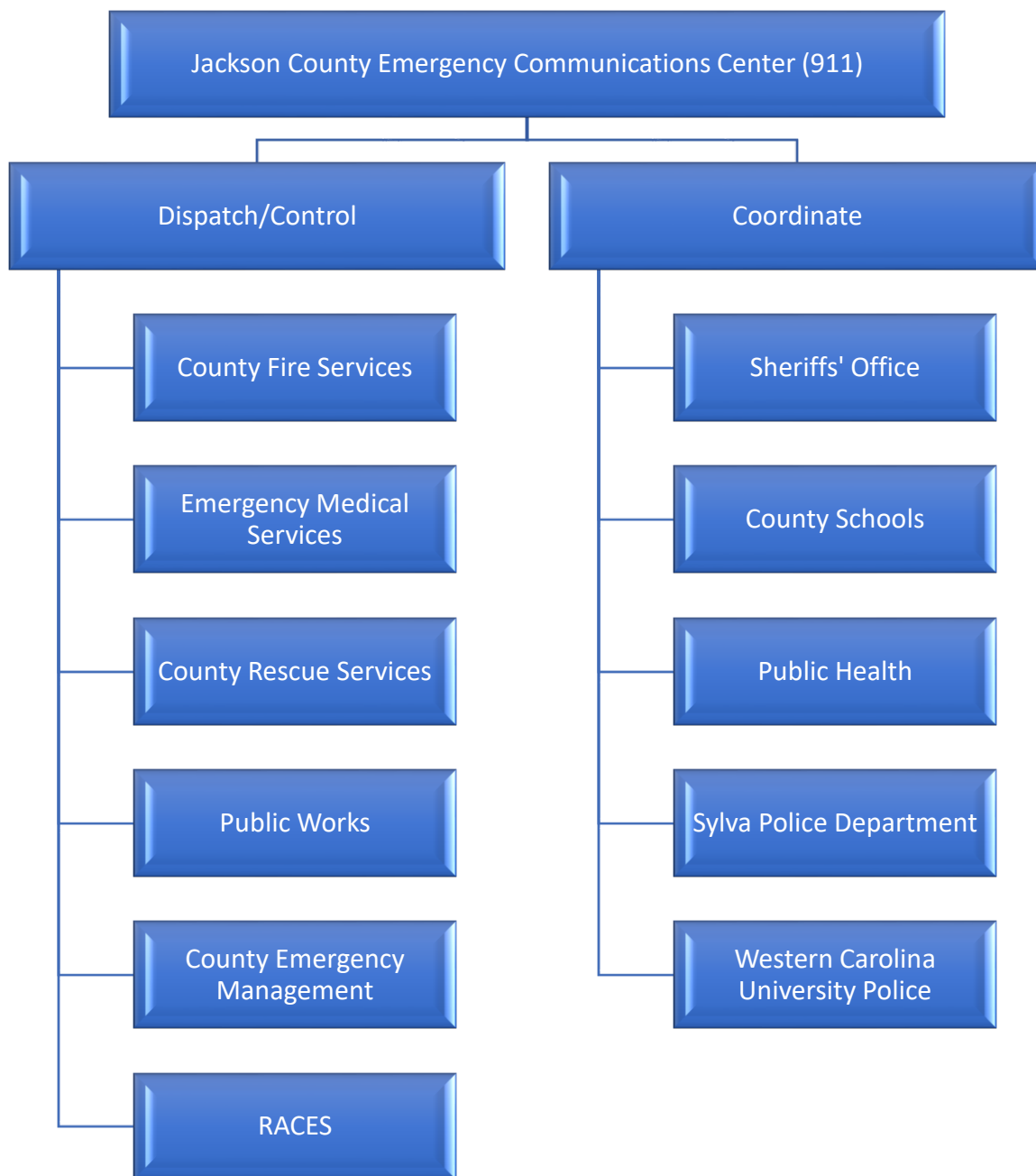
VII. Annex Development and Maintenance

- A. This Annex will be reviewed on an annual basis and updated when necessary.
- B. All departments/organizations within the county providing emergency communications will develop and maintain communications SOP's, mutual aid agreements, personnel rosters, including 24-hour emergency telephone numbers and communications equipment inventories.



Jackson County Emergency Operation Plan

Annex D Attachment 1 Communications Flowchart





Jackson County Emergency Operation Plan

Annex D Attachment 2 Communications and Response Guidelines

Emergency Operations Center

- ☐ E-911 Communications Coordinator/Chief Dispatcher or designee reports to the Emergency Operations Center (EOC) to provide communications support, technical advice, and assistance.
- ☐ Serve as the EOC E-911 Communications Officer or designate a qualified person to do so.
- ☐ Receive a situational briefing at the EOC. Ask questions and address concerns during the briefing.
- ☐ Receive mission assignments.
- ☐ Operate or assign personnel to operate communications equipment (i.e., two-way radios, satellite phone, telephone, computers, etc.).

E-911 Communications Center Coordinator/Chief Telecommunicator

- ☐ Check all two-way radio equipment including primary and secondary systems to ensure operation and communications capability between the E-911 Communications Center, EOC, Incident Commander and units in the field.
- ☐ Brief all E-911 communications personnel regarding the emergency.
- ☐ Ensure the primary functions of the department are carried out (i.e., receipt and dispatch of emergency calls for service, etc.).
- ☐ Issue communications equipment as necessary to communications personnel and/or field personnel.
- ☐ Advise E-911 communications personnel to log all overtime hours and promptly report those hours.
- ☐ Receive and dispatch calls for service in accordance with procedure.
- ☐ Track emergency services resources (law enforcement, fire, EMS, etc.) and have knowledge of the location and availability of each unit, including total number of personnel.



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- ☐ Monitor all available radio frequencies and computer traffic for messages or information that may be of value and report that information to the Emergency Operations Center E-911 communications officer.
- ☐ Advise the Emergency Operations Center when calls for services are exceeding or about to exceed the capabilities of the 911 system.
- ☐ Advise the Emergency Operations Center when there are insufficient E-911 communications personnel to promptly address the number of calls being received and dispatched and no other qualified personnel are available.
- ☐ Request additional personnel as needed.
- ☐ Request, as necessary, assistance through the EOC.
- ☐ Implement mutual aid agreements as needed.
- ☐ Provide food and essential supplies for on-duty E-911 communications personnel.
- ☐ Monitor primary radio system for system failures.
- ☐ If primary radio system fails, switch to secondary or backup systems according to procedure. Report the failure according to procedure.
- ☐ Test all backup power sources regularly. Switch to backup power sources as needed according to procedure.
- ☐ Backup all computer files regularly. Anticipate computer and network failures.
- ☐ Debrief E-911 communications personnel and arrange for CISD (Critical Incident Stress Debriefing) as necessary or requested.
- ☐ Perform other duties or carry out assignments as required or requested within the scope of emergency communications.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Sheriff's Office (ESF 13)	Sylva Police Department (ESF 13)
	North Carolina Department of Public Safety
	Emergency Management (ESF 5)
	Western Carolina University Police Department (ESF 13)

Annex E Law Enforcement

I. Purpose

This annex provides for crime prevention, maintenance of law and order and traffic control during emergency situations.

II. Situation and Assumptions

A. Situation:

1. During emergencies, law enforcement agencies must expand their operations to provide the increased protection required by disaster conditions.
2. Numerous federal, state and county law enforcement agencies are available to support local law enforcement agencies within Jackson County.
3. The North Carolina Sheriff's Association has a statewide mutual aid agreement that can be activated to supplement law enforcement resources.
4. State and Federal law enforcement agencies may respond through normal activation and response channels or can be activated through the State Emergency Operations Center when local level capabilities have been exceeded.
5. Civil disturbances may occur requiring multiple State and Federal resources to supplement local law enforcement capabilities. These situations may occur suddenly, or law enforcement may have several days to prepare. Reference Attachment 3 Civil Disorder Preparedness/Response Checklist.



Jackson County Emergency Operation Plan

B. Assumptions:

1. Activities of local law enforcement agencies will increase significantly during emergency operations.
2. Adequate law enforcement resources and services will often be available through existing mutual aid agreements.
3. If local capabilities are overtaxed, support will be obtained from state and federal law enforcement agencies.

III. Concept of Operations

- A. Emergency law enforcement operations will be an expansion of normal functions and responsibilities. These responsibilities will include maintenance of law and order, traffic control, crowd control and security.
- B. Law enforcement activities will remain under the control of the senior law enforcement officer for the jurisdiction in which the emergency operation is taking place. Absent a senior law enforcement official in the jurisdiction, the Sheriff is the chief law enforcement officer for Jackson County.
- C. Law enforcement agencies will have a responsibility for warning the public and for traffic control in and near an evacuated area and in other areas of emergency operations.
- D. During technological, natural, or civil disturbance threat or actual occurrence the Sheriff or their designee will coordinate law enforcement operations from the Jackson County Emergency Operations Center if needed. At the same time, police departments will be responsible for directing law enforcement activities within their EOC. Coordination among law enforcement agencies will ensure security for vacated hazard areas, essential industries, prisoners, evacuating populations and congregate care facilities and will establish roadblocks, checkpoints, traffic control points and secure parking areas as needed.
- E. In joint local, state, and federal operations and under the National Response Framework, law enforcement is considered an emergency support function. Emergency Support Function 13 (ESF 13) is Public Safety and Security. When conducting joint disaster operations, this common function will be referred to as ESF13.



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- F. Law enforcement officers are responsible for checking security or other credentials at the EOC and on the scene of any incident when they are called upon to do so. The purpose of credentials is to ensure that only authorized persons are permitted into specified areas. Security credentials may include, but not be limited to:

- County, State and Federal Employee ID cards
- State Emergency Response Team (SERT) ID cards
- Picture ID cards (i.e., driver's license)
- Security passes issued by the EOC
- Security credentials issued by the EOC
- Security credentials issued by the Sheriff

If required or requested, law enforcement officers log all persons into and out of an area and, if necessary, all vehicles that have entered or left a specified area.

IV. Direction and Control

- A. The Sheriff is responsible for the direction and control of all law enforcement activities during emergencies.
- B. Assistant Coordinators for Law Enforcement are Chiefs of Police in their respective jurisdictions.

V. Continuity of Government

- A. The chain of command within an organized law enforcement organization is established by senior rank and position to ensure continuous leadership and does not change during emergency operations.
- B. Line of Succession:
1. Sheriff
 2. Chief Deputy Sheriff's Office/Sylva/Western Carolina University Police Department
 3. Patrol/Investigation Supervisor
- C. Records vital to the law enforcement function will be protected during emergency situations by the individual agency. Assistance may be provided by Emergency Management.



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- D. The Sheriff and Chief's of Police have developed deployment and support plans and will implement those plans in accordance with the situation and in coordination with the Emergency Management Director and the Emergency Operations Center.

VI. ADMINISTRATION AND LOGISTICS

- A. Records and Reports -The sheriff will maintain records and reports including expenditure reports, detailing law enforcement operations and activities during the emergency.
- B. Communications - The communications network between county and town law enforcement agencies will make maximum use of available radio and telephone communication resources.
- C. Vehicle Passes - The decision to require passes will rest with the Chairman, County Board of Commissioners and Sheriff's Office. The order for requiring passes will be issued from the EOC. The law enforcement agencies will be responsible for issuing passes upon the direction of the EOC. A sample, temporary pass and permanent "Official Vehicle" pass is shown in Attachment 2, Vehicle Passes.
- D. Departments within the County that have a role in this annex will maintain SOPs, personnel rosters, and telephone numbers to support this annex.



Jackson County Emergency Operation Plan

Annex E

Attachment 1

Law Enforcement Disaster Preparedness/Response Checklist

Sheriff or Law Enforcement EOC Designee

- ☐ When notified, report to the Emergency Operations Center until relieved or the incident is terminated.
- ☐ Receive a situational briefing. Ask questions and address concerns.
- ☐ Advise the EOC of the availability of local law enforcement response resources, including the number of personnel and units that may be available.
- ☐ Advise the EOC of any special units or personnel needs that are immediately known.
- ☐ Advise the EOC of the need to request or deploy municipal/state and/or federal law enforcement personnel.
- ☐ If state and/or federal law enforcement is deployed have a representative report to the EOC to provide coordination under Unified Command.
- ☐ Ensure communications are available for any municipal/state and/or federal law enforcement personnel.
- ☐ Ensure Incident Command is established with field personnel.
- ☐ Establish and maintain communications with field commanders/supervisors.
- ☐ Coordinate law enforcement actions from the EOC and coordinate with other response emergency services (i.e., fire service, EMS, rescue, etc.).
- ☐ Provide security personnel for the EOC as requested.
- ☐ Provide security as needed in locations vital to response and recovery.
- ☐ Give a situational briefing to law enforcement supervisors.

Chief Deputy / Supervisor / Chief of Police

- ☐ Receive a situational briefing from the Sheriff or designated EOC law enforcement representative. Ask questions and address concerns.
- ☐ In turn, give a situational briefing to all departmental personnel, including support personnel, such as records, jail, civil division, courts, etc.
- ☐ During the situational briefing include:
 - Ensure the primary functions of the department are carried out (i.e., the protection of lives and property, enforcement of laws, ordinances, curfews, etc.).
 - Maps of areas.



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- Mission specific assignments (i.e., security, patrol, checkpoints, roadblock, traffic control, etc.).
 - Safety issues or concerns (i.e., power lines down, roads blocked, flooding, etc.).
 - Location of to-be-established checkpoints.
 - Location of staging area.
 - Current weather and forecast weather reports.
 - Incident Command Structure and Incident Commander.
-
- ☐ Ensure personnel are advised to track and record all vehicle mileage, use and damages (in hours) as well as all overtime hours and to file reports with supervisor.
 - ☐ Establish and maintain communications with:
 - Field supervisors and/or on scene personnel.
 - Incident Commanders.
 - Communications Center.
 - Emergency Operations Center.
 - Town/state/federal law enforcement agencies that are involved in the incident.
 - ☐ Request, as necessary, assistance through the EOC.
 - ☐ Carry out other functions assigned by the Sheriff.
 - ☐ Collect and/or develop and maintain accurate records of personnel, expenditures, damages, injuries to personnel, etc.
 - ☐ File reports with the Sheriff and/or designated EOC representative when requested or required.
 - ☐ See Hazard Specific Checklists that are attachments to the County Emergency Operations Plan, for assistance in determining potential/necessary actions for your department.





Jackson County Emergency Operation Plan

Annex E Attachment 2 Sample Vehicle Pass

The pass below may be renewed weekly or monthly to provide a method of phasing out those passes no longer valid.

	Temporary Pass Must Be Accompanied with Picture Identification

	Print Name
	The Bearer of this Pass is Authorized to Pass in Connection with Official Business
	Valid Until: _____
	Date Issued: _____
	Issued By: _____
	



Jackson County Emergency Operation Plan

The Permanent Pass may be used by persons assigned duties within governmental or private agencies.

	<p align="center">Permanent Pass Must Be Accompanied with Picture Identification</p>
	<p align="center">_____</p> <p align="center">Print Name</p>
	<p align="center">The Bearer of this Pass is Authorized to Pass in Connection with Official Business</p>
	<p>Valid Until: _____</p> <p>Date Issued: _____</p> <p>Issued By: _____</p> <p>Renewable Date: _____</p>



Jackson County Emergency Operation Plan

Annex E Attachment 3 Civil Disorder Preparedness/Response Checklist

Planning:

- ☐ Ensure public officials are well informed regarding the potential for civil unrest.
- ☐ Confer with local, state, and federal law enforcement to monitor the potential for civil unrest or disturbance.
- ☐ Review Annex E, Attachment 4 State Resource/Response Protocol for coordination of State response forces.
- ☐ Estimate need for auxiliary forces.
- ☐ Ensure the appropriate information network is in place to inform officials of potential civil unrest prior to an occurrence.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation, if such an activation becomes necessary.
- ☐ Negotiate mutual aid agreements. Obtain agreements with those jurisdictions, including reimbursement costs, if any.
- ☐ Prepare to assist law enforcement with support resources.
- ☐ Maintain resource listings.
- ☐ Conduct hazard analysis of vital facilities and the impact of a civil unrest or riot incident on one or more of those facilities.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations. Confer and coordinate with other jurisdictions to shelter (as appropriate) county citizens.

Response:

- ☐ Identify immediate action or response requirements.
- ☐ Establish incident command.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure.
- ☐ Issue alert and warning based on procedure, as warranted.
- ☐ Establish communications with responding agencies.



Jackson County Emergency Operation Plan

- ☐ Through communications with responding agencies determine as quickly as possible:
 - Number of killed or injured
 - General boundary of the affected area
 - The general extent of damages
 - The general extent of power or other utility disruption
 - Immediate needs of response forces
 - If there are any fires in the area
 - If any looting has or is occurring
 - Location of any triage area
 - Location of any congregate care area established
- ☐ Evaluate overall county situation.
- ☐ Establish communications with the State.
- ☐ Establish communications with and request a liaison from electric and gas utilities as appropriate.
- ☐ Establish ongoing reporting from the response forces services, private agencies, and utilities.
- ☐ Establish command post(s) as needed.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure.
- ☐ On order, evacuate effected areas using available response forces.
- ☐ Conduct first staff briefing as soon as practical after EOC activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief city/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Provide response forces with updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Review and follow resource procurement procedure.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure and resource tracking.



Jackson County Emergency Operation Plan

- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking plan coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure.
- ☐ Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Gather information from law enforcement regarding any potential for additional or prolonged incidents.
- ☐ Obtain information from Red Cross regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from utilities regarding outages, length of repair, safety, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life of any public servant.
 - Documents regarding economic impact
- ☐ Develop or generate reports for the following, as appropriate:
 - FEMA



Jackson County Emergency Operation Plan

- State
 - Local elected officials
 - County/City /Town Managers
 - Others requiring or requesting reports
-
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
 - ☐ Establish donated goods management based on policy and procedure.
 - ☐ Local civil unrest issues are unlikely to lead to a Presidential declaration of disaster, however, if a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
 - ☐ Ensure public officials are made aware of the assistance application process, if applicable.
 - ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
 - ☐ Perform an incident critique as soon as possible with all possible response organizations.
 - ☐ Review agency and self-performance.
 - ☐ Review the weaknesses of the plan.
 - ☐ Correct weaknesses.
 - ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
 - ☐ Brief elected officials with updated information and disaster recovery progress.



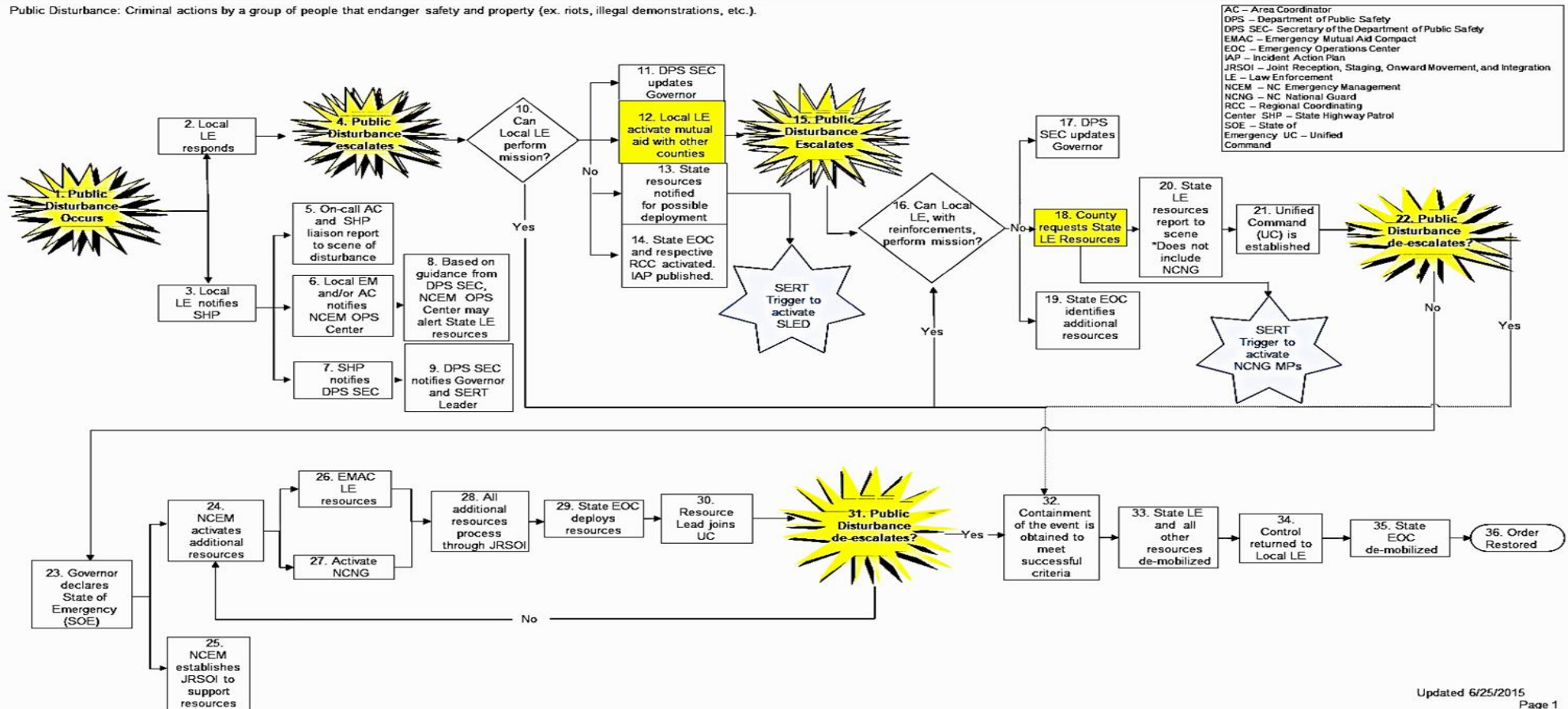
Jackson County Emergency Operation Plan

Annex E, Attachment 4 State Resource/Response Protocol Flowchart

Law Enforcement Response to Public Disturbance – Process Chart

September 21, 2016

Public Disturbance: Criminal actions by a group of people that endanger safety and property (ex. riots, illegal demonstrations, etc.).



Updated 6/25/2015
Page 1



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Fire Marshal (ESF 4)	Communications (ESF 2)
Fire Departments (ESF 4)	Emergency Medical Service (ESF 8)
North Carolina Forest Service (ESF 11)	County Emergency Management (ESF 5)
Rescue Departments (ESF 8)	Law Enforcement (ESF 13)

Annex F Fire and Rescue Protection Services

I. Purpose

This annex provides for the coordination of fire and rescue activities to ensure the safety of life and property within the County during emergency situations.

II. Situation and Assumptions

A. Situation

1. Fire prevention and control operations are daily problems faced by fire service personnel.
2. Fire and disaster mitigation efforts occur daily through fire inspections and enforcement of fire codes.
3. In the review of new construction planning and inspections, the county fire marshal and county code enforcement can identify vulnerabilities and hazards within the community.
4. Several hazards become more significant during emergency situations including civil disturbances and hazardous materials accidents.
5. Community planning looks closely at hazards associated with urban interface and mitigates potential issues that can occur during emergencies and disasters.
6. Jackson County has large portions of land that are extremely mountainous and forested requiring specialized response teams capable of wilderness search and high angle rescue.



Jackson County Emergency Operation Plan

7. Rescue operations are performed by both fire service and rescue squads operating within the county.
8. Lifesaving operations become daily problems faced by volunteer rescue squad personnel as well as fire service. Several hazards become more significant during emergency situations such as fire or encountering radioactive, toxic, explosive, medical waste, and other hazardous materials during extrication from buildings or motor vehicle accidents.
9. Jackson County has developed capabilities to do wilderness search and rescue services. These special response teams are made up of resources from paid and local volunteer agencies.
10. Supplemental fire and rescue services are available through mutual aid agreements with contiguous counties as well as through the State during disaster situations that may overwhelm county capabilities.
11. The State of North Carolina, Division of Emergency Management has developed mountain rescue teams with specialized equipment that can be activated when needed to support wilderness rescues.
12. The State of North Carolina, Division of Emergency Management has helicopter rescue teams (North Carolina Helo Aquatic Rescue, NCHART) available to facilitate extrication of victims in areas that exceed local capabilities.

B. Assumptions

1. Existing trained fire and rescue personnel and equipment will be able to cope with most emergency situations using existing mutual aid agreements.
2. Current resources will be able to maintain and contain large fires until mutual aid resources are able to respond.
3. When additional support is required, assistance can be obtained from regional, state, and federal agencies.



Jackson County Emergency Operation Plan

III. Concept of Operations

- A. During emergencies, fire and rescue services must be prepared to support operations utilizing available expertise, equipment, and manpower.
- B. In an emergency which requires many emergency services (e.g., fire, rescue, law enforcement) to respond, all units, regardless of service, will be coordinated by an Incident Commander.
- C. If fire or threat of fire is involved, the fire chief or designee of the district in which the fire or threat has occurred, is the Incident Commander and will coordinate their activities with the Emergency Operations Center when activated. The exception to this is when a woodland fire is occurring, and the N.C. Forestry Service or US Forest Service maintains Incident Command. Unified Command will take place when a woodland fire threatens structures.
- D. If no fire or threat of fire exists, the Incident Commander will be determined by prior mutual consent of the chiefs of Emergency Services on the scene and will be dependent upon the agency with the most involvement.
- E. Fire and rescue personnel will also support locating missing, lost, or drowned individuals.
- F. Under the North Carolina Hazardous Material Right-to-Know Law, the Fire Marshal should survey facilities within their jurisdiction to identify types and volumes of hazardous materials located within the county. They should consider this information when developing response plans for hazardous materials accidents within the County.
- G. Coordination of facility emergency response plans developed through the local emergency planning committee will be included in fire service planning.
- H. The Jackson County Local Emergency Planning Committee and the Emergency Management Director have the responsibility for the development of the Jackson County Hazardous Materials Response Plan in addition to development of site-specific plans for industries that pose a significant hazard to the community because of the materials on site.



Jackson County Emergency Operation Plan

- I. When responding to a situation involving hazardous materials the fire departments will observe standard operating procedures set up by their individual department and will be dependent on their level of training.
- J. Determining that a release of hazardous materials has occurred will be dependent on the information received by the E-911 Communications Center from a facility or transportation incident.
- K. Upon arrival of the emergency responder's further determination will be made as to the extent of spread and amount of release as well as confirmation of the name of the product.
- L. Emergency medical service is the lead agency in providing emergency medical care on the scene. Rescue service provided by fire and the rescue squad are the lead role is extrication, search, and rescue, and to be a support agency in providing basic emergency medical care (first responder) in the event of an emergency.
- M. Firefighting is an Emergency Support Function (ESF#4) as detailed in the National Response Framework. In joint operations under the National Incident Management System (NIMS) with local, state, and federal firefighting forces, reference will be made to joint firefighting functions as ESF-4. NIMS resource typing will also be used to reference apparatus and personnel.
- N. Within the National Response Framework, medical services (including medical rescue) are an emergency support function. (ESF#8). Search and Rescue is also an emergency support function (ESF#9).

IV. Direction and Control

- A. Direction and Control of local fire and rescue departments is exercised by the executive branch of government under the supervision of the Jackson County Emergency Management, Jackson County Fire Marshal, and the Emergency Medical Services Director.
- B. Each fire and rescue department exercises control over its personnel through a board of directors and use an officer system for management.



Jackson County Emergency Operation Plan

- C. Upon activation, fire and rescue operations will be coordinated from the County EOC by the Jackson County Emergency Management Director.
- D. Coordination of fire and rescue services in an emergency is accomplished by the fire marshal, utilizing mutual aid agreements developed with local units; mutual aid agreement with contiguous counties and statewide, through the Statewide Mutual Aid Agreement coordinated through State Emergency Response Team.

V. Continuity of Government

A. Fire Service

- 1. Jackson County Fire Marshal
- 2. Fire District Chief
- 3. Fire District Ranking Office

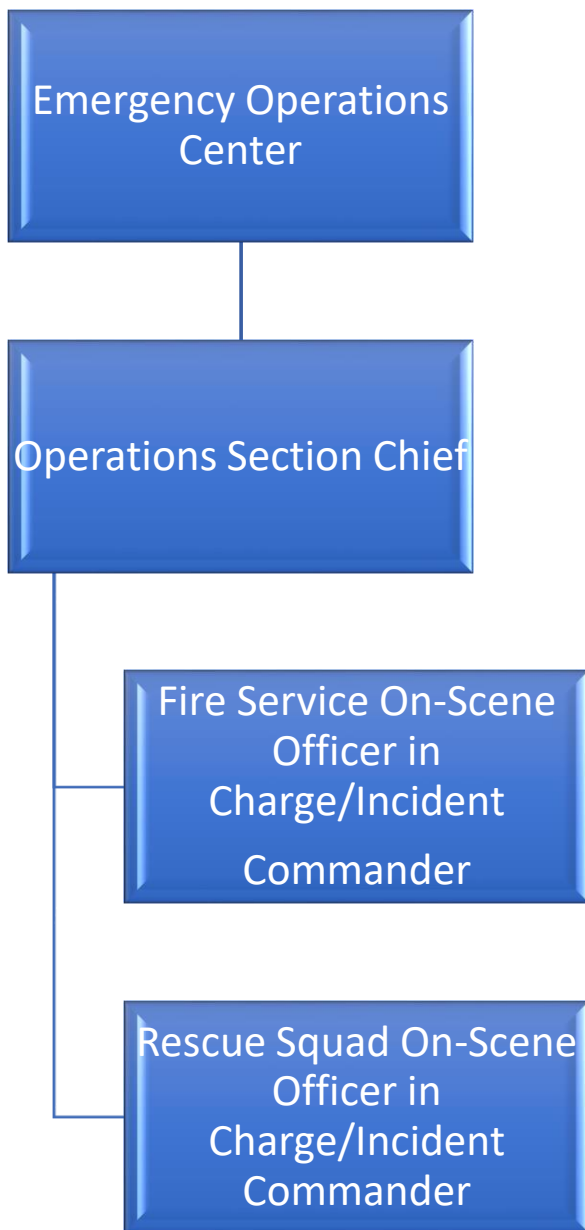
B. Rescue Squads

- 1. Captains of each rescue squad
- 2. Lieutenants of each rescue squad
- 3. Board of Directors for each rescue squad



Jackson County Emergency Operation Plan

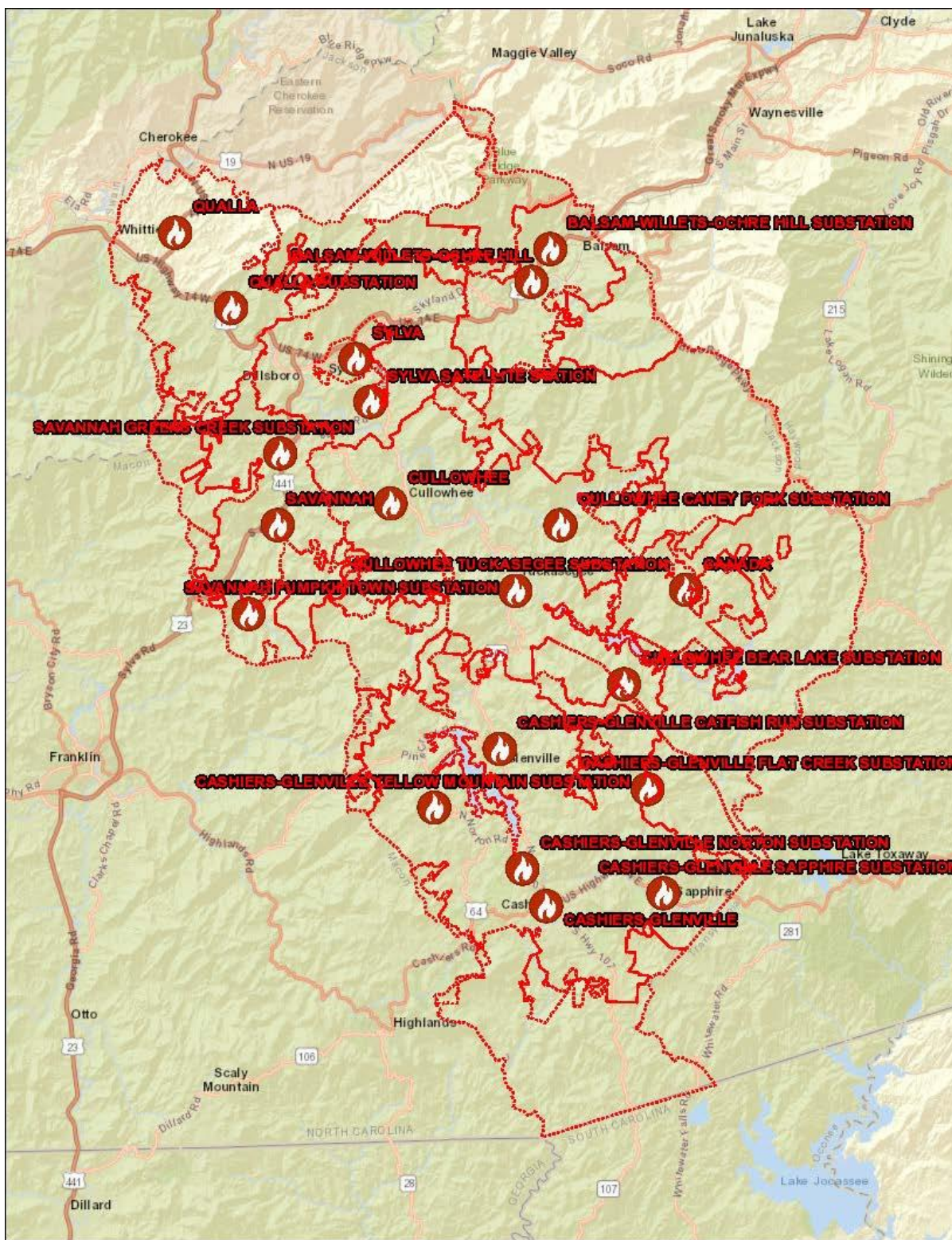
Annex F Fire and Rescue Protection Service Attachment 1 Organizational Chart





Jackson County Emergency Operation Plan

Annex F Attachment 2 Jackson County Fire Districts Map





Jackson County Emergency Operation Plan

Annex F Attachment 3

Fire Department Disaster Preparedness/Response Guidelines

Fire Marshal

- ☐ When notified, report to the Emergency Operations Center (EOC) and serve in the Operations group, until relieved or the incident is terminated.
- ☐ Receive a situational briefing. Ask questions and address concerns.
- ☐ Advise the EOC of the availability of firefighting and fire department response resources, including the number of personnel and apparatus that may be available.
- ☐ Advise the EOC of any special apparatus or personnel needs that are immediately known.
- ☐ Review mutual aid agreements to ensure such agreements are formalized.
- ☐ Implement mutual aid as necessary, requested or required.
- ☐ Be familiar with the process to request Regional Hazardous Materials Response Teams (RRTs) and make such requests as needed.
- ☐ Ensure incident command is implemented at each incident. If appropriate, fire department incident commanders should report their situations and special requests for assistance to the Jackson County Fire Marshal who is also the county fire department liaison in the emergency operations center. "Normal" requests for assistance (i.e., additional personnel, additional equipment, etc.) will be made through the E-911 Communications Center.
- ☐ Establish and maintain communications with fire department incident commanders.

Incident Commanders

- ☐ Receive a situational briefing from the fire marshal or fire department EOC liaison. Ask questions and address concerns.
- ☐ Advise the fire marshal of the availability of department response resources, including the number of personnel and apparatus that may be available.
- ☐ Advise the fire marshal of any special apparatus or personnel needs that are immediately known.
- ☐ Hold a situational briefing with all response personnel and include in the briefing:
 - Ensure the primary functions of the department are carried out (i.e., fire suppression, protection of lives and property, etc.).
 - Overall situation (i.e., impending hurricane, severe weather, damages, power lines down, roads blocked, etc.).



Jackson County Emergency Operation Plan

- Maps of area, as necessary.
 - Specific mission assignments (i.e., damage assessment, search operations assistance, debris clearance, etc.).
 - Current weather and forecast weather reports.
 - Safety.
 - Specific personnel assignments (who will serve as incident commander, communications, safety, liaison, etc.).
 - Location of staging areas, check points, fuel supplies, food, etc.
 - Advise personnel to log mileage of all vehicles used and the amount of time (in hours) that all equipment was used, including but not limited to all apparatus, chainsaws, fuel, hose, pumps, lighting equipment, etc.
 - If department is a "paid" department, advise personnel to track and record all overtime and report this to their supervisor in writing at the end of each shift.
-
- ☐ Be prepared to conduct damage assessment of the area and report findings to the emergency operations center.
 - ☐ Request, as necessary, assistance through the EOC.
 - ☐ If first on the scene and incident command has not been established, establish incident command, and utilize the appropriate Incident.
 - ☐ Command Forms to assist you. Assume the role of incident commander until relieved.
 - ☐ Establish and maintain communications with:
 - Personnel on the scene
 - E-911 Communications Center
 - Emergency Operations Center
 - Staging area
 - ☐ File reports with the fire marshal and/or designated EOC representative when requested or required.



Jackson County Emergency Operation Plan

Attachment 4

Rescue Squad Disaster Preparedness/Response Guidelines

Rescue Squad Chief

- ☐ Upon notification report to the Emergency Operations Center.
- ☐ Receive a situational briefing from the EOC. Ask questions and address concerns during the briefing.
- ☐ Brief the EOC and/or the Incident Commander regarding:
 - Number and type of units available
 - Number of personnel available to operate all units.
 - Status of personnel and equipment.
 - Status of other medical or care facilities that may require Rescue.
 - Status and number of personnel that may be on call or available on a regional basis.
- ☐ Based upon briefing anticipate the number of units that will be necessary to carry out the rescue mission.
- ☐ Request mutual aid assistance if warranted.
- ☐ If mutual aid is not available from surrounding jurisdictions, request additional resources through the Emergency Management Director/Incident Commander.
- ☐ Brief rescue captains, lieutenants, or other field supervisors.

Rescue Squad Captain/Officer:

- ☐ Receive a situational briefing from the rescue squad chief and/or incident commander. Ask questions and address immediate concerns.
- ☐ Prepare a briefing for personnel and include:
 - Number of and type units (i.e., BLS ambulances) available.
 - Number of personnel available to operate all units.
 - Status of hospitals and number of beds available or total persons that may have to be evacuated by EMS and Rescue.
 - Status of other medical or care facilities that may require rescue (i.e., nursing home).
 - Safety.
 - Location of replacement medical supplies if different from normal locations.
 - Special instructions, maps, charts, or other information (i.e., evacuations are occurring or about to occur).
 - Current and forecasted weather.



Jackson County Emergency Operation Plan

- ☐ Inspect units and ensure they are properly equipped and supplied at the beginning of each shift.
- ☐ Carry out other duties that are "normal" day-to-day functions of your position with the squad.
- ☐ Ensure accurate mileage records and personnel time records are kept, and during a disaster ensure copies are made and appropriate reports filed regarding overtime.
- ☐ Prepare and submit required or necessary reports to the chief in a timely manner.
- ☐ Immediately report any death or injury of personnel to the chief.
- ☐ Immediately report any unit damaged or in need of repair that may take it out of service.
- ☐ Establish and maintain communications with all units always.
- ☐ If not already established, prepare a staging area for all responding units that will be coming to assist and appoint a staging officer if one has not already been appointed.
- ☐ If staging has been established maintain communications with the staging officer and dispatch relief or additional units from the staging area as required.
- ☐ Ensure you or the staging officer briefs all units that will be coming to assist, and that they have a clear understanding of their mission assignments.
- ☐ Do not hesitate to inspect credentials of assisting personnel and/or equipment and supplies. Relieve any personnel that are not properly trained for the assignment or remove any unit from service that does not meet rescue, BLS or ALS standards.
- ☐ Ensure all response personnel with rescue are properly trained and at the proper "level" of training to carry out their mission.
- ☐ If, upon arrival at the scene of any emergency where multiple agencies are involved and incident command has not been established, establish incident command, and assume the command function until relieved or the circumstances no longer require incident command.
- ☐ Carry out other functions as the circumstances dictate or by instruction of the EMS Director and/or incident commander.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Harris Hospital Emergency Medical Service (ESF 8)	Rescue Squads (ESF 8)
Glenville-Cashiers Rescue	Fire Departments (ESF 4)
	County Emergency Management (ESF 5)
	Law Enforcement (ESF 13)
	Communications (ESF 2)

Annex G Emergency Medical Services

I. Purpose

This annex provides support assistance to the public for administering and outlining medical services during a natural, manmade, or technological emergencies.

II. Situation and Assumptions

A. Situation

1. Most emergency situations can lead to physical harm or bring about other internal medical problems.
2. A well-planned medical support network is essential during emergency situations.
3. Depending on the nature of the incident, complications may include traumatic injury or even death.
4. Jackson County operates advanced life support level field emergency medical services under the license and direction of a board-certified physician and managed under Harris Regional Hospital and Glenville-Cashiers Rescue.
5. Rescue and fire services in the County also provide basic level life support operation and transport services that supplement emergency medical services county-wide.
6. Jackson County is served by one hospital that has advanced emergency room capabilities and aircraft lift support services are available from two larger trauma hospitals in the region.



Jackson County Emergency Operation Plan

7. Major trauma medical facilities are located within a one-to-two-hour drive from most areas of Jackson County.

B. Assumptions

1. A large-scale emergency may result in increased demands on hospitals, medical, and emergency medical transport services personnel.
2. Many injuries both minor and relatively severe, will be self-treated by the public and first responders.
3. Citizens other than medical personnel will transport many injured to medical facilities with personal vehicles potentially overwhelming hospital emergency rooms.
4. Emergency medical services (EMS) will be most critical within the first 30 minutes of the emergency. Mutual aid assistance will usually arrive after this critical period.
5. Resources available through area and regional medical services mutual aid agreements will be available and provided.
6. When local and mutual aid resources can no longer meet the demand of the situation, state agencies will be contacted to provide additional resources and/or support control of the response.
7. Catastrophic disasters may affect large areas of the county and medical resources may be damaged, destroyed, or unavailable.
8. Standard operating guidelines will be developed to guide emergency medical responders in the treatment of patients and personnel involved with hazardous materials incidents.

III. Concept of Operations

- A. Large scale emergency and disaster operations for EMS services will be an extension of normal agency operations.
- B. Coordination between EMS/rescue/medical first responder providers is necessary to ensure emergency operational readiness.



Jackson County Emergency Operation Plan

- C. EMS will provide advance and basic level life support field medical care as needed during emergency situations and coordinate necessary medical transportation.
- D. Volunteer first aid, rescue squads and fire departments serving the respective response areas will expand EMS capabilities.
- E. During mass casualty incidents, EMS will establish patient triage, holding, treatment and transportation areas.
- F. When necessary, an EMS official will be located at an established incident command post to coordinate responding medical units and establish communication links with hospitals and the E-911 Communications Center.
- G. Transfer of authority on-scene will be in accordance with established procedures.
- H. Within the National Response Framework, medical services (including emergency medical services) are an emergency support function (ESF#8).

IV. Direction and Control

- A. Jackson County provides emergency medical services through contracts with Harris Hospital and Glenville-Cashiers Rescue. The EMS Coordinator and/or manager for each service will direct and control EMS operations within their assigned districts. For on-scene incidents, the senior EMS officer will assume direction and control of emergency medical services.
- B. The EMS Coordinator and/or manager will maintain communications with their field forces and will keep the EOC informed of activities performed along with personnel and equipment needed to maintain adequate response and recovery efforts.
- C. The EMS Coordinator and/or manager will coordinate emergency medical efforts between the County EMS, rescue squads and fire department medical first responders in the event of an emergency.
- D. The contracted Emergency Medical Services Medical Director may support any large-scale medical emergency from the EOC.

V. Continuity of Government



Jackson County Emergency Operation Plan

Line of Succession:

1. Harris Hospital Emergency Coordinator/Glenville-Cashiers Rescue Chief
2. Emergency Medical Services Supervisor (Harris Hospital/Glenville-Cashiers Rescue)
3. Emergency Medical Services Operations Officer (Harris Hospital/Glenville-Cashiers Rescue)



Jackson County Emergency Operation Plan

Annex G Attachment 1 Emergency Medical Services Guidelines

Emergency Medical Services Coordinator

- ☐ Upon notification report to the Emergency Operations Center.
- ☐ Receive a situational briefing from the EOC. Ask questions and address concerns during the briefing.
- ☐ Brief the EOC and/or the Incident Commander regarding:
 - Number of BLS and ALS units available
 - Number of personnel available to operate both BLS and ALS units
 - Status of hospitals and number of beds available or total persons that may have to be evacuated by EMS Status of other medical or care facilities that may require EMS.
 - Status and number of medical personnel that may be on call (EMS/Rescue/First Responders, etc.)
- ☐ Based upon briefing anticipate the number of units that will be necessary to carry out the EMS mission.
- ☐ Request mutual aid assistance if warranted.
- ☐ If mutual aid is not available from surrounding jurisdictions, request additional resources through the Emergency Management Director/Incident Commander.
- ☐ Brief EMS supervisors.

Emergency Medical Services Supervisors

- ☐ Receive a situational briefing from the EMS Coordinator and/or Incident Commander. Ask questions and address immediate concerns.
- ☐ Prepare a briefing for BLS and/or ALS personnel and include:
 - Number of BLS and ALS units available.
 - Number of personnel available to operate both BLS and ALS units.
 - Status of hospitals and number of beds available or total persons that may have to be evacuated by EMS. Status of other medical or care facilities that may require EMS.
 - Safety.
 - Location of replacement medical supplies if different from normal locations.



Jackson County Emergency Operation Plan

- Special instructions, maps, charts, or other information (i.e., evacuations are occurring or about to occur).
 - Current and forecasted weather.
-
- ☐ Inspect units and ensure they are properly equipped and supplied at the beginning of each shift.
 - ☐ Carry out other duties that are "normal" day-to-day functions of a supervisor.
 - ☐ Ensure accurate mileage records and personnel time records are kept, and during a disaster ensure copies are made and appropriate reports filed regarding overtime.
 - ☐ Prepare and submit required or necessary reports to the coordinator in a timely manner.
 - ☐ Immediately report any death or injury of personnel to the coordinator.
 - ☐ Immediately report any unit damaged or in need of repair that may take it out of service.
 - ☐ Establish and maintain communications with all units always.
 - ☐ If not already established, prepare a staging area for EMS units that will be coming to assist and appoint a Staging Officer if one has not already been appointed.
 - ☐ If staging has been established maintain communications with the Staging Officer and dispatch relief or additional units from the staging area as required.
 - ☐ Ensure you or the Staging Officer briefs all units that will be coming to assist, and that they have a clear understanding of their mission assignments.
 - ☐ Do not hesitate to inspect credentials of assisting personnel and/or equipment and supplies.
 - ☐ Relieve any personnel that are not properly trained for the assignment or remove any unit from service that does not meet BLS or ALS standards.
 - ☐ If, upon arrival at the scene of any emergency where multiple agencies are involved, and Incident Command has not been established, establish Incident Command, and assume the command function until relieved or the circumstances no longer require Incident Command.
 - ☐ Carry out other functions as the circumstances dictate or by instruction of the Director and/or Incident Commander.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Public Health (ESF 8)	Rescue Squads (ESF 8 & 9)
Jackson County Medical Examiner (ESF 8)	N.C. Medical Examiner's Office (ESF 8)
Harris Regional Emergency Medical Services (ESF 8)	County Emergency Management (ESF 5)
Glenville-Cashiers Rescue (ESF 8)	Law Enforcement (ESF 13)
County Mental Health (ESF 8)	Communications (ESF 2)
	County Fire Services (ESF 4)

Annex H Public Health

I. Purpose

This annex provides for protection of the public health during disasters which can lead to situations that would cause a need for expansion of the daily activities provided by the Jackson County Health Department, the Jackson County Mental Health Agency, and the Jackson County Medical Examiner.

II. Situation and Assumptions

A. Situation

1. Most emergency situations can lead to public health problems.
2. A well-planned health support network is essential during emergency situations.
3. Jackson County Public Health is a quasi-County agency with direct connection to North Carolina Public Health providing the County with a robust capability and rapid expansion of services if needed.
4. Depending on the nature of the incident, complications may include general health problems, communicable disease, contamination of food and water, air quality issues, chemical exposures, mental health ailments and control of rodent and vector issues.
5. The release of toxic or hazardous materials may result in air, water, or soil contamination.



Jackson County Emergency Operation Plan

B. Assumptions

1. A large-scale emergency may result in increased demands on health-related personnel, equipment, and facilities.
2. Many injuries, both minor and relatively severe, will be self-treated by the public.
3. Resources available through area and regional medical, health and mortuary services mutual aid agreements will be provided.
4. When local resources can no longer meet the demand of the situation, State Public Health agencies will be contacted to provide additional resources and/or to support control of the response.
5. Catastrophic disasters may affect large areas of the county and/or region causing health resources to be damaged, destroyed, or unavailable for extended periods of time.
6. In a disaster situation, it may be necessary to relocate hospital facilities and seriously ill patients.

III. Concept of Operations

A. General

1. Emergency operations for public health services will be an extension of normal agency and facility duties.
2. Coordination between county, regional and State public health and medical providers is necessary to ensure operational readiness.
3. Within the National Response Framework, public health, and medical services (including emergency medical services Annex G) is an emergency support function. (ESF#8).

B. Health

1. The primary concern of public health is disease and contamination control. The Jackson County Department of Health will implement effective environmental health, nursing, and health education



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practices to minimize the incidence of disease and contamination related illnesses. This service is unique to the county and includes services to the towns located within Jackson County.

2. The Emergency Management Director (on recommendation of the Public Health Director) may request through the State of North Carolina Division of Emergency Management for the Center for Disease Control Medical Counter Measure (MCM) to be delivered to the Community Receiving and Distribution Point facility most appropriate to the outbreak. The MCM is to be managed by Public Health Department staff with transportation and logistics support coming from Emergency Services. Additional support may be requested from Environmental Health, local hospitals, and industry. In the event Jackson County resources are unable to transport and distribute the MCM resources assistance will be requested through the Jackson County EOC to the State EOC.
3. Jackson County Health Department has an extensive plan managed and updated by the Health Department for the implementation, local management and use of the MCM.
4. Frequent inspections of damaged housing and emergency shelters will be necessary to determine the need for emergency repairs, pest control, sanitation, or other protective procedures.
5. Private water supplies may need to be inspected by the health department due to their proximity to flooded areas or a hazardous materials incident. The health department will respond to requests by residents as needed in addition to identification of areas that may need mandatory inspections.
6. As incidents dictate the Director of the Jackson County Health Department will make recommendations for immunizations or other preventive measures.

C. Mental Health

1. The Mental Health Agency serving Jackson County will coordinate activities with the Emergency Management Director to provide services for the public and emergency workers as needed or requested by the Emergency Management Director.



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2. Mental Health will be the key agency for coordination of Critical Incident Stress Debriefing Teams and any needed follow up.

D. Mortuary

1. The Jackson County Medical Examiner will take charge of the proper recovery of human remains.
2. Coordination with the North Carolina Medical Examiner's Office will be essential in the event of mass fatalities and the need for identification and determination of cause of death. This coordination will be a co-responsibility of the Emergency Management Director and the County Medical Examiner.
3. Expansion of morgue capability will be done utilizing resources from the State and the County.

E. Hospitals

1. Harris Regional Hospital (Duke LifePoint Healthcare) located in Sylva is associated with larger regional systems that provide access to other facilities for relocations and continued operations.
2. North Carolina Department of Health and Human Services can assist a hospital's loss of capabilities and expand local capabilities through provision of short- or long-term solutions using a mobile hospital system. The mobile hospital system is maintained through the Regional Advisory Committees supported by the North Carolina Office of Emergency Medical Services.

IV. Direction and Control

- A. Emergency public health operations will be directed from the EOC by the Jackson County Health Director or their designee.
- B. The medical examiner will direct and control all activities connected with identification of the dead and mortuary services.
- C. The health director will maintain communications with their field forces and will keep the EOC informed of activities performed along with personnel



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and equipment needed to maintain adequate response and recovery efforts.

- D. The mental health agency will control activities connected with them and will keep the emergency operations center informed of activities.
- E. Harris Regional Hospital (Duke LifePoint Healthcare) is privately owned and operated. Any governmental assistance needed by these entities will come through their individual management systems to the Emergency Operations Center.

V. Continuity of Government

A. Health

- 1. Jackson County Health Department Director
- 2. Nursing Supervisor
- 3. Environmental Health Supervisor

B. Mental Health

- 1. Director County Mental Health Agency
- 2. Assistant Director County Mental Health Agency
- 3. Mental Health Supervisor

C. Mortuary

- 1. Jackson County Medical Examiner
- 2. Assistant Jackson County Medical Examiner
- 3. North Carolina Medical Examiner's Office

D. Hospital (Harris Regional Hospital, Duke LifePoint Healthcare)

- 1. Hospital Administrator (s)



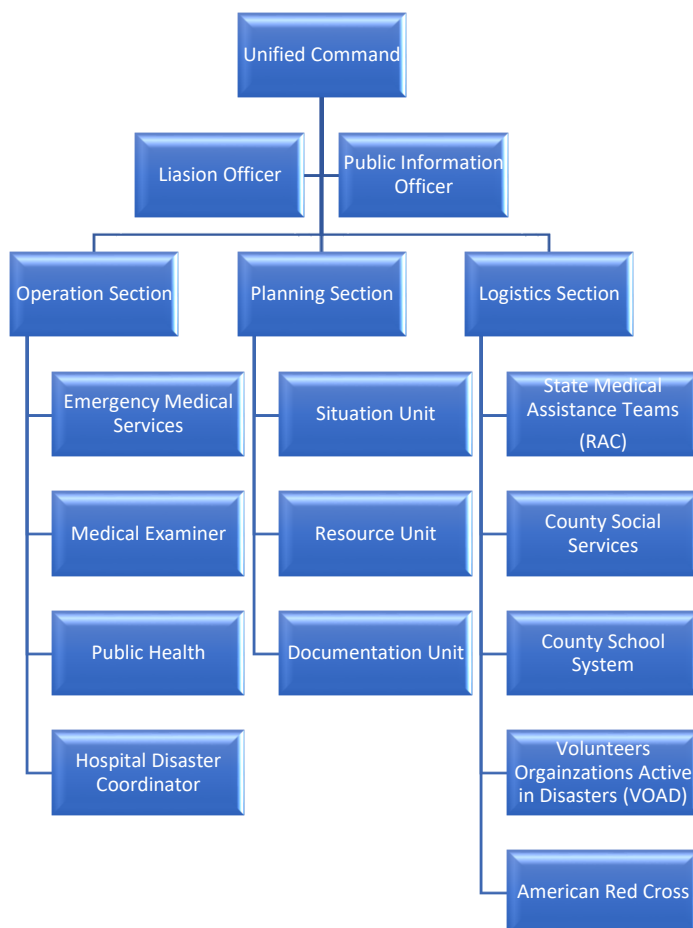
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2. Assistant Hospital Administrator (s)
3. Hospital System Administrator (s)



Jackson County Emergency Operation Plan

Annex H Attachment 1 Organizational Chart





Jackson County Emergency Operation Plan

Annex H

Attachment 2

Public Health Preparedness/Response Checklist

Director of Public Health or Designee

- ☐ When notified, report to the Emergency Operations Center and serve in the Planning group, until relieved or the incident is terminated.
- ☐ Receive a situational briefing. Ask questions and address public health concerns.
- ☐ Receive mission or specific assignments.
- ☐ Advise the EOC of the availability of response resources, including the number of personnel and equipment that may be available.
- ☐ Advise the EOC of any special equipment, medications to dispense to the public or personnel needs that are immediately known.
- ☐ Recommend the EOC request the Medical County Measure (MCM) be delivered to the Community Receiving and Distribution Point most appropriate for the situation.
- ☐ Coordinate closely to provide support to shelter and mass care operations, Emergency Medical Service, etc.
- ☐ Review mutual aid agreements to ensure such agreements are formalized.
- ☐ Implement mutual aid as necessary, requested or required.
- ☐ Survey local hospitals to determine what (if any) resources may be available to support public health.
- ☐ Survey local pharmacies to determine if they have ample supplies of medications.
- ☐ Survey other agencies and organizations to determine actual or potential public health needs.
- ☐ Review and prepare to implement other annexes to the Emergency Operations Plan relative to Public Health (i.e., Terrorism, Mass casualties, etc.).
- ☐ Prepare information and give a situational briefing to public health supervisors.

Public Health Supervisors

- ☐ When notified, report to a designated briefing area (not the EOC) and receive a situational briefing from the Director of Public Health or designee.
- ☐ Receive mission or specific assignments.
- ☐ Ask questions and address public health concerns.
- ☐ Advise the Director or designee of the availability of equipment and supplies, including the number of personnel and their qualifications, that may be available.
- ☐ Advise the Director or designee of any special equipment, medications to dispense to the public or personnel needs that are immediately known.



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- ☐ Prepare your department, division, or section according to the information received during the situational briefing.
- ☐ Prepare your own situational briefing to give to personnel in your department, division or section and include at least the following:
 - Procedures, policies, or guidelines specific to any assignment received during the situational briefing.
 - Maps of affected areas.
 - Specific areas of concern to Public Health.
 - Forms that may be necessary.
 - Safety.
 - Location of security checkpoints, roadblocks, etc.
 - Location of fuel, food, other supplies.
 - Telephone numbers of key public health personnel.
 - Specific assignments.
- ☐ Ensure personnel are advised to accurately record vehicle mileage of county-owned vehicles used by Public Health.
- ☐ Ensure personnel are advised to accurately record overtime and file reports with their immediate supervisor.
- ☐ Ensure personnel are advised to accurately record expense incurred in the performance of their duty and file reports with their immediate supervisor. Issue equipment or supplies (i.e., gloves, face shields, etc.).

Mental Health Care

- ☐ When requested, report to the Emergency Operations Center and serve in the Planning group, until relieved or the incident is terminated.
- ☐ Receive a situational briefing from the Health Director and/or the EOC. Ask questions and address behavioral healthcare concerns.
- ☐ Receive mission or specific assignments from the Health Director and/or the EOC.
- ☐ Advise the Health Director and/or EOC of the availability of response resources, including the number of personnel and equipment that may be available.
- ☐ Be familiar with locations of shelters/mass care facilities that may be in operation or may need to be placed in operation.
- ☐ Implement plans for personnel to be at shelters and other designated locations.
- ☐ Review mutual aid agreements to ensure such agreements are formalized.
- ☐ Implement mutual aid as necessary, requested or required.
- ☐ Prepare a briefing for Behavioral Healthcare personnel. That briefing should include, but not necessarily limited to:



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- Procedures, policies, or guidelines specific to any assignment received during the situational briefing.
- Maps of affected areas. Maps to shelters/mass care facilities.
- Specific areas of concern to Behavioral Healthcare.
- Forms that may be necessary.
- Safety.
- Location of security checkpoints, roadblocks, etc.
- Location of fuel, food, other supplies.
- Telephone numbers of key personnel.
- Specific assignments.

Medical Examiner

- ☐ When requested, report to the Emergency Operations Center and serve in the logistics group, until relieved or the incident is terminated.
- ☐ Receive a situational briefing from the Health Director and/or the EOC. Ask questions and address concerns.
- ☐ Receive mission or specific assignments from the Emergency Management Director and/or the EOC.
- ☐ Advise the Emergency Management Director and/or EOC of the availability of response resources, including the number of personnel and equipment that may be available.
- ☐ Advise the Emergency Management Director and/or EOC of any special equipment, supplies, facilities, or personnel needs that are immediately known.
- ☐ Prepare to direct and control mobile mortuary.
- ☐ Request, through the Emergency Management Director additional resources such as DMORT (Disaster Mortuary Operations Response Team).
- ☐ Other specific duties may be anticipated by reviewing additional annexes to the Emergency Operations Plan, such as Mass casualties, Terrorism, etc.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Information Officer (ESF 15)	Law Enforcement (ESF 13)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
Field Incident Commander	Fire Service (ESF 4)
Command Group	Health Department (ESF 8)
Town Representatives	Communications (ESF 2)
	County Public Works (ESF 7)
	Social Services (ESF 6)
	American Red Cross (ESF 6)
	County Finance (ESF 14)
	Tuckasegee Water and Sewer Authority (TWSA) (ESF 7)

Annex I Public Information

I. Purpose

This annex presents a plan of action to provide prompt, authoritative and understandable emergency related information to the public for natural, technological, and civil disturbance emergencies.

II. Situation and Assumptions

A. Situation

1. Jackson County is vulnerable to a variety of hazards and emergency information available to the citizens and visitors is vital to their preparedness and recovery. Media outlets exist which, if effectively employed, can be used to inform the public of the events that are occurring and how they may best respond to them.
2. The advancement of social media internet-based sights makes the importance of a proactive public information campaign vital to portray accurate and informational messages to the public by local governments.
3. The county is served by the news media outlets listed in Attachment 2 to this Annex.



Jackson County Emergency Operation Plan

4. During periods of emergency, the public needs and generally desires detailed information regarding protective actions to be taken for minimizing loss of life and property.
5. There are times when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard.
6. It is important that prior to the occurrence of an emergency, the public is made aware of potential hazards and the protective measures that can be employed.
7. The public may accept as valid rumors, hearsay, and half-truth information which may cause unnecessary fear and confusion.

B. Assumptions

1. Local print and broadcast media will cooperate in broadcasting and publishing detailed disaster-related instructions to the public.
2. The public will turn to internet and social media to gain and transmit vital information and the county will be monitoring these communications avenues to assess needs as quickly as possible.
3. Depending on the severity of the emergency, telephone communication may be disrupted. Local and regional radio/television stations without emergency power may also be off the air. If this occurs, public address systems on emergency vehicles and door-to-door sweeps may be initiated.
4. Demand for information may be very heavy; therefore, sufficient trained staff will be provided.

III. Concept of Operation

A. General

1. Public Information efforts will focus on specific, event-related information.
2. Every effort will be made to establish communication links with hearing impaired and non-English speaking residents and visitors of Jackson County.



Jackson County Emergency Operation Plan

3. All forms of media (social, television, newspaper, radio, Code Red, etc.) will be used to make all attempts to inform the public of emergency actions that need to be taken.
4. Information generally will be of an instructional nature focusing on such things as warning, evacuation, and shelter. It also is important to keep the public informed of the general progress of events.
5. Special efforts will be made to report facts as accurately as possible and provide advice concerning necessary protective and recovery actions.
6. Rumor control will be a major aspect of the information program and will operate from the EOC.
7. When operating jointly with local, state, and federal agencies, Public Information is considered an Emergency Support Function (ESF#15). ESF15 is part of the National Response Framework. Jackson County public information officers are aware that joint public information functions and systems will be imperative during major disasters/emergencies. (See Joint Information Center).

B. Execution

1. Ongoing public education programs will be conducted to increase public awareness of potential hazards and necessary responses.
2. The Jackson County Public Information Officer (PIO) will coordinate with county, regional and social media to provide information and education programs relating to emergency management.
3. Emergency Public Information documents for major hazards will be prepared and maintained during normal periods of readiness. When evacuation is imminent, public information will expand its capabilities to answer public inquiries and prepare new or modified public announcements.
4. The Jackson County public information officer will coordinate, as needed, a bank of phones to assist county residents with problems associated with the disaster and rumor control.



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5. Support staff to the public information officer will come from different county agencies, who will reassign staff to be used temporarily. Expansion and demobilization of this assignment will be made depending on demand of the public.
6. The Jackson County public information officer will coordinate locations and time for press briefings and releases.
7. If the situation dictates that there is a need for other locations to be established for press briefings, the Jackson County Public Information Officer will work with the Emergency Management Director to identify proper locations at the time of the disaster.

IV. Direction and Control

A. General

The Jackson County Public Information Officer, at the approval of the County Manager or Emergency Management Director, is responsible for all news releases and public information disseminated at the county level. In times of emergency the public information officer will operate from the EOC if appropriate.

B. Educational and Public Information Programs

The Jackson County Emergency Management Director will provide the media with information on new developments affecting Emergency Management. The Emergency Management Director will also utilize other types of information and programs on Emergency Management such as delivering lectures or presentations, organizing tours of the EOC, distributing educational brochures and use of Social Media platforms.

C. Joint Information Center

The Public Information Officer should communicate with the Emergency Management Director and evaluate the incident situation and request the need for the activation of a Joint Information Center due the type and size of the incident and communication's needs affecting the county and towns and specific departments of the county i.e.: Health, Law Enforcement ETC.



Jackson County Emergency Operation Plan

V. Continuity of Government

Line of Succession:

- A. Public Information Officer
- B. Emergency Management Director
- C. County Manager



Jackson County Emergency Operation Plan

Annex I

Attachment 1

Public Information Preparedness/Response Checklist

- ☐ When notified, report to the Emergency Operations Center and serve in the Command Group until relieved or the incident is terminated.
- ☐ Receive a situational briefing. Ask questions and address public information concerns.
- ☐ Advise the EOC of the availability of resources, including the number of personnel and communications to/from media representatives.
- ☐ Maintain a listing of local and area media outlets and the names and contact numbers for representatives of the media.
- ☐ Meet with and maintain a close working relationship with media personnel.
- ☐ Establish a media center and communicate its location to the media.
 - The media center should be in reasonable proximity to the EOC, but never in the EOC.
 - Publish or post times for media briefings.
 - Equip the media center with telephones, and/or other communications.
 - Equip the media center with a copy machine or have one readily available to copy press releases, fliers, or other information/handouts.
 - Ensure the media center has backup power (generator).
 - Equip the media center with "camera props" (i.e., County seal, backdrop curtain, chairs, tables, charts, graphics, etc.).
 - Ensure local/state/federal officials that will be asked to speak to the media arrive at the media center at least fifteen (15) minutes before any media briefing.
- ☐ Prepare public information materials in accordance with the Public Information Officer's Guide.
- ☐ Never release public information until it has been approved by the EOC Command Group and/or the Incident Commander.
- ☐ Establish and maintain communications with field Incident Commanders and shelters/mass care areas.
 - Routinely contact each "field" location to determine their public information needs.
 - Report needs to the Command Group and/or Incident Commander and make recommendations.



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- At each contact with "field" locations, remind them not to speak directly with the media until information has been cleared for release.
 - If necessary and/or time and personnel permit, visit "field" locations and assist with the media.
-
- ☐ Ensure that public information preparation materials and equipment are on hand or readily available (i.e., computer, word processors, copy paper, copier, printers, etc.).
 - ☐ Train additional personnel to assist and/or relieve you.
 - ☐ Whenever possible or appropriate, attend a media relation continuing education course each year.
 - ☐ For general guidelines on dealing with the media, see the Public Information Officer's Guide.
 - ☐ Be prepared for and develop plans to distribute public information to citizens who are without power, without means of direct communications (i.e., no telephone) or who are in isolated areas.
 - ☐ Be prepared to support the hearing-impaired community with access to emergency information.
 - ☐ Be prepared for and develop plans to distribute public information in both English and Spanish.
 - ☐ Be prepared for and develop plans to, if necessary, hand deliver pamphlets or other public information, door-to-door with minimal personnel, time, and equipment.
 - ☐ Ensure the public is informed about the location of:
 - Shelters
 - Distribution centers for food, water, ice, etc. and the "rules", and times of operation of distribution centers.
 - Dangerous areas or areas that no one will be allowed.
 - Emergency medical services (i.e., field trauma centers, field hospitals, etc.).
 - Disaster Assistance Centers (if established).
 - ☐ Carry out other functions that may be found in hazard specific checklists, that are relative to the Public Information Officer.
 - ☐ Carry out other public information functions as directed by the Command Group and/or Incident Commander.



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Annex I Attachment 2 Media Outlets Contact Information

Media Outlet	Telephone	Email
Sylva Herald and Ruralite	(828) 586-2611 or 866-572-3150	news@thesylvaherald.com
Smoky Mountain News	828.631.4829 Fax: 828.631.0789	info@smokymountainnews.com
Crossroads Chronicle	828-743-5101 Fax: 828-743-4173	publisher@CrossroadsChronicle.com
Asheville Citizen-Times	828-232-5912 800-672-2472	news@citizen-times.com
WLOS ABC News 13 Asheville	828-684-1340	news@wlos.com
News Channel 7 CBS WSPA Greenville SC	864-587-4462	news@wspa.com
Western Carolina University Communications	828-227-2629 Brian Mullen	bmullen@wcu.edu



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Primary Agencies	Support Agencies
Department of Social Services (ESF 6)	Law Enforcement (ESF 13)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
Health Department (ESF 8)	NC Department of Health and Human Resources (ESF 8 & 6)
American Red Cross	Communications (ESF 2)
County Animal Control (ESF 11)	

Annex J Shelter and Mass Care

I. Purpose

To provide for the protection of the population from the effects of hazards through the identification of shelters and provision of mass care and social services in shelters.

II. Situation and Assumptions

A. Situation

1. All levels of government, working closely with the private sector, share the responsibility of providing emergency shelter care to children and adults who need assistance.
2. Based upon the County's hazard analysis, there are several emergencies for which shelters may be required including severe storms, tornadoes, floods, hazardous material accidents, structure fires and wildland fire involving urban interface.
3. Jackson County Emergency Management and the American Red Cross have identified and surveyed potential shelters in the county and have determined which would be appropriate to use during disasters. These locations are kept of file within the Jackson County Emergency Management Office and within NCSPARTA (WEBEOC) databases.
4. Federal and State laws require that children and adults with access and functional needs have equal opportunity to access emergency programs and services.



Jackson County Emergency Operation Plan

5. Emergency managers and shelter planners should ensure that all general population shelters meet American with Disabilities Act (ADA) requirements, including the standards for accessible design and State accessibility codes.
6. Jackson County Emergency Management has developed an extensive shelter and mass care detailed implementation guide as a supplement document in support of the activation of this annex. Please refer to this guide available through Jackson County Emergency Management.

B. Assumptions

1. Sufficient in-county sheltering exists to meet the needs of an evacuation during emergencies or disasters.
2. If a building is designated as a shelter, it will meet the needs of all individuals if it provides a safe place to eat, sleep, and take care of personal hygiene needs.
3. For out-of-county evacuation, sufficient shelter capacity exists in adjacent counties and shelter locations can be arranged and made available.
4. A high percentage of evacuees will seek shelter with friends or relatives rather than go to public shelter.
5. Adequate personnel will be available to staff and operate shelters within Jackson County.
6. Supplemental staffing and equipment will be provided from unaffected areas when shortfalls have been identified.

III. Concept of Operations

- A. The American Red Cross (ARC) through written agreement with the State of North Carolina and Jackson County Emergency Management through NC General Statute 166A-19.72, will provide shelter and mass care to the general population. The North Carolina Department of Health and Human Services (DHHS), Jackson County Health Department and Jackson County Department of Social Services will assure that shelter care is made available to complement American Red Cross services, and in



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those situations in which American Red Cross cannot provide shelter and mass care. The Jackson County Health Department and Jackson County Department of Social Services will provide shelter and mass care management to the access and functional needs population.

- B. The North Carolina Department of Health and Human Services will support county social services efforts, arrange for shelters at DHHS facilities or other regional and state level institutions, and transfer social services, Office of Emergency Medical Service (OEMS) and public health personnel to the affected area as needed.
- C. DHHS will work in conjunction with the American Red Cross, Salvation Army, and volunteer organizations to provide care for disaster victims.
- D. The Jackson County Emergency Management Director (or designee) will determine the need to open a shelter(s) and which location(s). Concurrence with will be obtained from the American Red Cross, Social Services and Public Health Directors if possible. Operations will be mutually supported with shared personnel and support services of American Red Cross, Jackson County Department of Social Services and Jackson County Public Health Department as needed.
- E. Whenever possible the owner or manager of each specific shelter location will be involved in the decision to open that location as a public shelter. Facility staff such as janitorial or custodial, security, maintenance and cafeteria staff will be utilized for maintenance of the facility.
- F. Public and private providers of institutional care (medical and residential) remain responsible for having shelter plans, which are reviewed by Jackson County Social Services and Emergency Management, for continued care of their clientele when in shelters.
- G. In joint local, state, and federal response operations, Mass Care is considered part of an Emergency Support Function (ESF#6). The National Response Framework consolidates Mass Care, Emergency Assistance, Housing and Human Services under this single function.



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IV. Specific Functions and Responsibilities

A. Shelter Personnel

Shelter Personnel Assignments and Notification will be made, respective of direction and control, by:

1. Emergency Services Director of Red Cross
2. Director – Jackson County Department of Social Service

B. Shelter Managers

Shelter manager will be appointed and designated by qualification, respective of direction and control, by:

1. Emergency Services Director of Red Cross
2. Director – Jackson County Department of Social Services

C. Shelter Staff Alert List

Current lists of shelter staff, and qualified shelter managers are maintained by the individual agencies in both hard copy and digital form. Each agency is responsible for ensuring their respective lists contain the most currently available contact information.

D. Staffing Recommendation

1. Administrative - Shelter Management (24 hours)
2. Technical/Maintenance
3. Communications (24 hours)
4. Medical
5. Mental Health
6. Security (24 hours)
7. Sanitation (24 hours)

E. Shelter Communication

Primary communication for the Emergency Operations center to the shelters and from shelter to shelter will be by commercial telephone. The backup communication will be radio. With order to preference, the Priority List for communications is to be as follows:



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1. Amateur Radio
2. Radio Equipped Law Enforcement Vehicles
3. Radio Equipped Fire Trucks
4. Radio Equipped Ambulances
5. Computer via internet
6. Messenger Service

In the event a radio equipped vehicle or person is not available for backup support, then the next available organization on the Priority List will be assigned to this mission. A Communications Log will be maintained for all incoming and outgoing messages.

F. Shelter Security

Shelter security will be provided on a 24-hour basis by the Jackson County Sheriff's Office or designated law enforcement agency.

G. Shelter Supplies/Equipment

Kits containing pens, paper, pads etc., I.D. badges, registration forms, communication/shelter logs will be stored at the Red Cross and distributed to the shelter by the Red Cross.

H. Shelter Food

The American Red Cross has established contracts with local vendors and will provide food once the shelter operations have been approved.

I. Shelter Clothing

If required, shelter clothing will be provided by the Department of Corrections with assistance from Red Cross and the Jackson County Department of Social Services.

J. Shelter Records

The shelter staff will maintain Registration Forms, Communications Log, Shelter Daily Log, receipts of expenditures and shelter status.



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K. Shelter Expenditures

The American Red Cross will pay shelter operation expenses for ARC operated shelters. Other expenses will be borne by the agency or group managing the shelter.

L. Shelter Closing

The Red Cross Director or representative will notify shelter manager to close shelter in concurrence with the Emergency Management Director. The Red Cross Director or representative will complete an inventory of supplies and equipment. Red Cross will turn vital records over to Emergency Management.

M. Other

Social Services will aid persons in shelters requiring additional services. Red Cross and Social Services will conduct cleanup of the shelter, respectively.

V. Direction and Control

- A. The Jackson County Emergency Management Director (or designee) will determine when and where to open and close shelters based on the current situation and hazards involved.
- B. The Director of Social Services will coordinate with American Red Cross and the Public Health Department on shelter/mass care operations for the county.
- C. The American Red Cross will direct and control ARC shelter/mass care operations in conjunction with Jackson County Social Services. Assumption of financial responsibility dictates direction and control.

VI. Continuity of Government

Line of county government succession for Shelter Management:

- A. American Red Cross Liaison
- B. Director of the Jackson County Social Services
- C. Director of the Jackson County Public Health Department
- D. Jackson County Emergency Management Director



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
EOC Command Group	Law Enforcement (ESF 13)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
	Fire Service (ESF 4)
	Health Department (ESF 8)
	Communications (ESF 2)
	County Public Works (ESF 7)
	County Finance (ESF 14)
	North Carolina Emergency Management (ESF-5)
	Private Sector

Annex K Resource Management

I. Purpose

This annex provides a system of identifying and locating resources within the county and a method of activating those resources during an emergency. The preservation, conservation, and replenishment of these resources is also included.

II. Situation and Assumptions

A. Situation

1. Jackson County has multiple resources, that can be used in the event of a disaster, to reduce the impact on local government and the public served.
2. The towns located within Jackson County have limited resources that may be used in a disaster situation. When there is not a direct impact on the towns, their resources may be called upon, by prior agreement, to assist in damaged areas.

B. Assumptions

1. The required resources will be available to provide for the assistance to the endangered population.



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2. If available resources are depleted the use of mutual aid, State and Federal level assistance will be available to supplement Jackson County response and recovery.

III. Concept of Operations

- A. Jackson County departments and agencies will use their own resources and equipment during emergencies and will have control over the management of these resources when the resources are needed to respond to an emergency.
- B. Town departments and agencies will use their resources and equipment during emergencies and will maintain control over the management of their resources. Use of these resources outside the incorporated limits will be by requests of other towns/municipalities or the Emergency Management Director under prior agreement.
- C. The Finance Officer has prepared routine procurement procedures for the acquisition or replacement of resources during day-to-day operations and a procurement system to acquire expendable supplies during emergencies.
- D. A resource manual, or database, identifying resources, the control agency and the procedures needed to activate these resources at any time, will be kept by Jackson County Emergency Management.
- E. As much as possible, the Emergency Management Director will also identify those resources and capabilities that are available in local businesses and industry and other contributing organizations, and develop any agreements needed to acquire those resources to support the county under emergency conditions.
- F. As key resources become depleted or unusual needs occur, requests for assistance will go from Jackson County Emergency Management to the State of North Carolina through the Division of Emergency Management. The State can, as needed, expand its resources by making requests to the Federal Government for assistance.
- G. When operations are carried out in coordination with local, state, and federal agencies, logistics management and resource support are an Emergency Support Function within the National Response Framework.



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ESF#7 describes federal agency roles and operations in a joint response effort.

IV. Direction and Control

- A. Utilization of resources under the operational control of local government response forces will be coordinated by the Emergency Management Director under the direction of the Jackson County Manager and the Chairman, County Board of Commissioners.
- B. The commitment of resources from outside government will be initiated by the Emergency Management Director with operational control being exercised by the on-site commander of the service requiring that resource.
- C. Any mutual aid agreements developed pre-disaster will determine who will move, operate, maintain, and bear the cost of operation for equipment used under emergency conditions.

V. Continuity of Government

- A. Line of Succession:
 - 1. Jackson County Emergency Management Director
 - 2. Assistant County Emergency Management Director
 - 3. Jackson County Finance Director
 - 4. Jackson County Manager
- B. Resource Management does not fall under a centralized control element but is coordinated from the Emergency Operations Center during emergency operations.
- C. A line of succession will be established in the various response agencies which support resource management activities.



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graph TD
    A[From Public Agency] --> C[REQUEST FOR RESOURCE IS RECEIVED BY EOC]
    B[From Private Citizen/Company] --> C
    D[From Neighboring Public Agency] --> C
    C --> E[Resource is available.]
    C --> F[Resource is not available]
    E --> G[Request is evaluated.]
    G --> H[Request is approved.]
    H --> I{YES/NO}
    I -- YES --> J[available from local resources.]
    I -- NO --> F
    J --> K{YES/NO}
    K -- NO --> L[Request is made to the State]
    L --> M[Request is approved.]
    M --> N{YES/NO}
    N -- NO --> F
    N -- YES --> O[County EOC informed]
    O --> P[Requested resource is sent to the location requested.]
    P --> Q[Requested resource is tracked for arrival and return.]
  
```




Jackson County Emergency Operation Plan

Annex K Attachment 2 Resource Request Guidelines

Any person may request an emergency resource through their immediate supervisor.

The immediate supervisor will determine if the resource is needed. If needed, the supervisor will approve the request and forward it to the agency/department head.

The agency/department head will determine if the resource is available from agency/departmental supplies or resources.

If the resource is available from agency/departmental resources, it will be delivered by appropriate personnel or otherwise authorized.

If the resource is not available from agency/departmental resources, a Resource Request will be completed by the agency/department head and the Emergency Operations Center will be made aware of the request.

Include the following information in the request:

- Your agency or the agency or organization requesting the resource
- Your name
- A telephone number where you can be reached
- The type of resource you are requesting
- The number of that type of resource you are requesting
- The size (if applicable)
- When the resource is needed (give a date and time and be reasonable, many resources must be ordered from out of the area, and it may take 24 to 48 hours)
- The specific location the resource is needed (include an address)

If the resource request is approved, the agency requesting the resource is financially responsible.

If the agency requesting the resource is requesting a vehicle, generator or similar equipment be sure to use ICS Form 218 (Support Vehicle Inventory).

The requesting agency is also responsible for completing FEMA Form 90-127 (Force Account Equipment Summary Record).



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At the end of the emergency/disaster or when the State of Emergency has been terminated, return resources, or inventory those resources that will be retained.

Submit reports to the Emergency Management Director and/or the Finance Director as instructed.

The Emergency Operations Center (EOC) will examine the request as outlined in the Simplified Resource Request flow.

The person or agency/department that requested the resource (if security levels in the database permit it) may follow and track the request via computer (WEBEOC)

The requested resource will be tracked by EOC personnel assigned to do so. Tracking process and procedure will include:

- The date and time the request was made and what resource was requested.
- Who made the request and by whom the request was received?
- If the request has been approved, pending, or denied.
- If denied, the reason for the denial.
- Comments.
- Resource contact information.
- Enroute date and time.
- Arrival date and time.
- Return of resource date and time.
- Hours used and costs.

Additionally, EOC personnel tracking resources shall:

- Ensure the receiving agency completes ICS Form 218 and FEMA Form 90-127, as appropriate, and submits those forms to the Emergency Management Director and/or Finance Director at the termination of the emergency/disaster.
- Ensure submitted reports compliment and are verified by database entries.
- Ensure each resource request in the database has a disposition before closing the event and/or archiving or deleting database records.
- Print the appropriate number of copies of each resource request record and attach the record(s) to the appropriate report submissions from the various agencies, before deleting the record from the database.



Jackson County Emergency Operation Plan

Annex K Attachment 3 Available Resources Database

A listing of resources that may be available for use during an emergency/disaster is maintained by Jackson County Emergency Management and North Carolina Emergency Management through NCSPARTA (WEBEOC).

Use of resources from this list must be approved by the Emergency Operations Center, Operations Group and/or the Emergency Management Director.

Resources from this listing often require the rental or purchase of the resource.

As much as possible "pre-position contracts", standing contracts, purchase contracts or applications have been made for the resource prior to a major emergency/disaster.

Just because a resource is listed, does not mean it is readily available or not already in use. There is no database correlation between "Available resources" and "Resource requests". This is intentional. Available resources may not be in the County inventory and must be ordered as would any commodity supplies or equipment.

Only authorized personnel may view, update, modify, add to, or delete from this database.

Specific instructions about entering, updating, modify or deleting data from the database can be found in the Help manual.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Tax Collector	Fire Service (ESF 4)
Emergency Management (ESF 5)	Communications (ESF 2)
Jackson County Code Enforcement	Jackson County Public Works (ESF 7)
Town Tax/Code Enforcement	American Red Cross (ESF 6)
	Public Information (ESF 15)

Annex L Damage Assessment

I. Purpose

This annex presents a system to establish the extent of damage to structures and property both public and private that may impose a threat to life, health, or safety, to provide information for reporting functions, and provide disaster related information to guide the planning and implementation of disaster response and recovery actions.

II. Situation and Assumptions

A. Situation

1. Hazardous events which may affect the county have the potential for causing damage to public and private structures and property and infrastructure.
2. A planned damage assessment program is essential for effective response and recovery operations.
3. Primary damage assessment will determine the severity and magnitude of the disaster, determine life safety issues related to structures and property, and identify what type of response and recovery actions may be necessary.
4. If a disaster occurs of such magnitude that it could result in a State or Federal declaration of "major disaster" or "emergency", a secondary county-wide damage assessment of public and private property may be necessary.



Jackson County Emergency Operation Plan

5. It is imperative that all damages are documented to accurately report and request the appropriate assistance levels that may be available from State and Federal resources.
6. The secondary assessment will be completed as a "joint damage assessment" with State Emergency Management and possibly Federal Emergency Management staff. This information will provide a basis for what, if any, outside assistance will be required to restore the affected area to pre-disaster condition.

B. Assumptions

1. The county could continue to be exposed to various hazards or cascading incidents resulting in damage to both public and private property.
2. Implementing damage assessment procedures will protect the life, health and safety of both citizens and emergency responders and expedite relief and assistance for those adversely affected.
3. The extent of the damages surveyed will be to the magnitude that State and Federal assistance would be made available to public and private entities.

III. Concept of Operations

A. General

1. Initial responsibility for damage assessment and recovery operations lies with county and town governments.
2. Assistance for conducting damage assessment may be provided (upon request) by State personnel, Red Cross, and volunteer fire departments.

B. Specific

1. Emergency response and recovery operations will be coordinated by Jackson County Emergency Management using the Incident Command System.



Jackson County Emergency Operation Plan

2. A team approach will be used for all damage assessment activities for the following reasons:
 - Responder safety (teams will always have at least two persons) due to the unknown dangers of structures and infrastructure immediately following a disaster.
 - To facilitate search & rescue measures.
 - To immediately deem a structure “unsafe”.
 - To limit the intrusion on affected families so they only must tell their story one time.
 - To facilitate conversations between staff from different departments with differing areas of expertise about the safety of structures and extent damage to a property.
 - To conserve vehicles, fuel, and staff time.
 - To expedite damage assessment and move recovery actions forward as quickly as possible.
3. Accurate forms, timesheets and expenditure records will be kept from the onset of the disaster by each department/agency/organization.
4. Damage assessment personnel will be assigned to the "Plans Section" of the Emergency Operations Center organization.
5. As appropriate, the Damage Assessment Officer (DAO) will coordinate notification of emergency services, building inspections and tax assessment personnel. These personnel will report to the affected areas to conduct the Initial Damage Assessments.
6. Damage assessment is carried out in the field by several different methods depending on the type of disaster. These may include:
 - Windshield survey
 - Door-to-door survey or address specific assessments.
 - Large scale damages may have to be surveyed by air.
7. The DAO will organize, equip, and assign teams to the affected areas to conduct the initial damage assessment.



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8. The DAO may elect to use either pre-printed forms or computer-based forms (see Attachment 4) or a combination of the two, to record damages.
9. The DAO will coordinate the compilation of damage survey data, prepare damage assessment reports for the Emergency Management Director, and plot damaged areas on local maps as necessary or requested.
10. The Emergency Management Director will review, with other appropriate local officials, the damage assessment reports and building safety issues to determine if any outside assistance will be necessary for response and recovery from the disaster.
11. The Emergency Management Director will forward damage assessment reports and any requests for assistance to the N.C. Division of Emergency Management (NCEM), Western Branch Office by the quickest means available (email or NCSPARTA "WEBEOC")
12. Based upon the local damage assessment reports, the State will determine what recovery capabilities are available to meet the anticipated requirements.
13. If the capabilities of state/local/private resources appear to be insufficient, the Emergency Management Director may request a joint federal/state/local Preliminary Damage Assessment (PDA) be conducted. The State may also determine varying levels of a "State of Emergency".
14. Dependent on the amount of surveyed damages the Director of North Carolina may recommend to the Governor the level of Disaster Declaration needed.
15. North Carolina General Statute 166A-19.42 allows for response and recovery funding that can be used by the Governor provided the event has exceed thresholds established under NCGS 166A-19.21. Assistance available to private individuals and public entities that have met criteria set forth in this State Statute and authorized by the Governor are covered in more detail under the Recovery Annex.



Jackson County Emergency Operation Plan

16. The Governor may also request a Presidential declaration of a "major disaster", "major emergency", or a specific federal agency disaster declaration (Small Business Administration, Department of Agriculture, Natural Resources Conservation Service, etc.) to augment state/local/private disaster efforts.

IV. Direction and Control

- A. Local officials, in conjunction with the Emergency Management Director, will direct and control recovery activities from the EOC.
- B. The Damage Assessment Officer is a member of the EOC staff and is responsible for the coordination of damage assessment activities.
- C. All county departments will provide personnel and resources to support the damage assessment/recovery effort, as requested.
- D. Personnel from operating departments assigned to damage assessment responsibilities will remain under the control of their own departments but will function under the technical supervision of the Damage Assessment Officer.

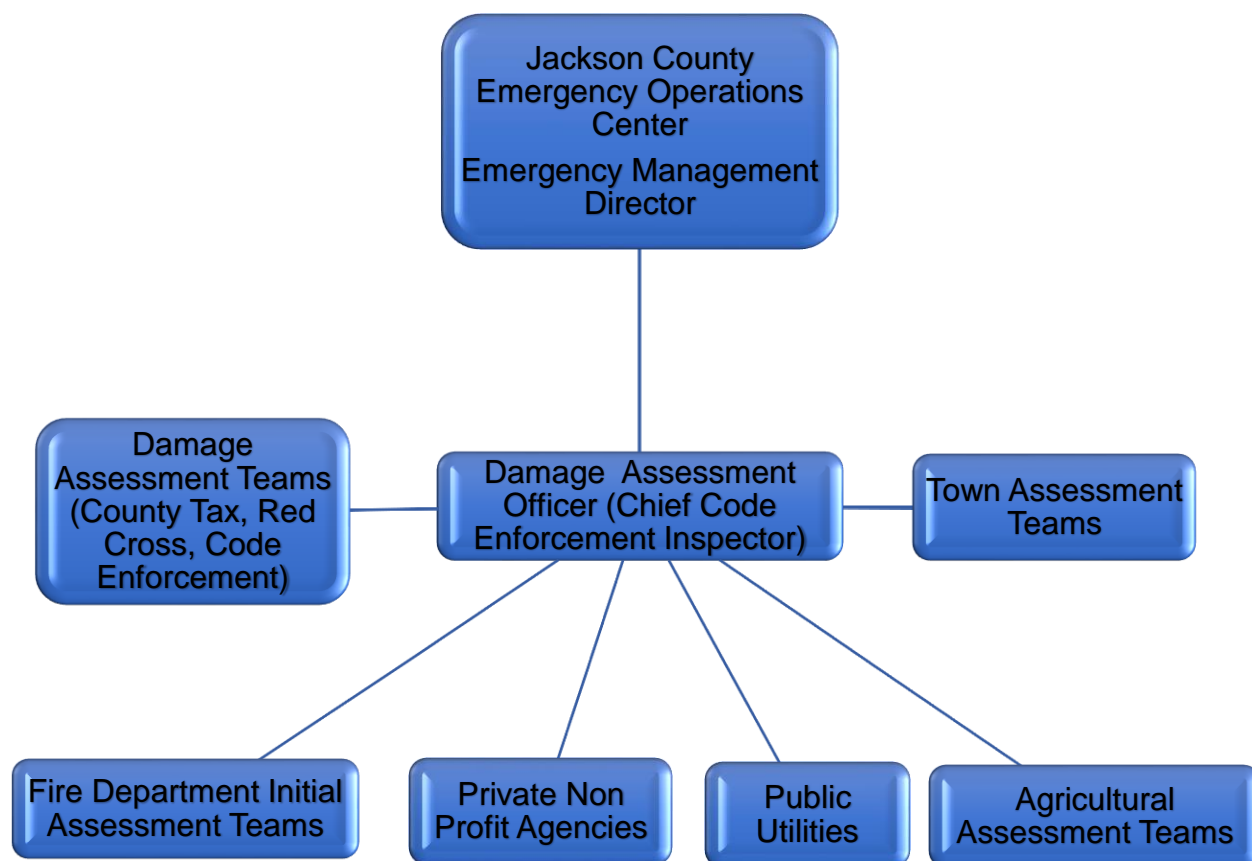
V. Continuity of Government

- A. Line of Succession for Damage Assessment:
 1. Jackson County Chief Code Enforcement Inspector
 2. Jackson County Tax Administrator
 3. Jackson County Senior Code Enforcement Officer
- B. Lines of succession for agencies supporting damage assessment are in accordance with the agency's established policy.



Jackson County Emergency Operation Plan

Annex L Attachment 1 Damage Assessment Organizational Structure





Jackson County Emergency Operation Plan

Annex L Attachment 2 Damage Assessment Officer Guidelines

- ☐ Report to the Emergency Operations Center.
- ☐ Receive a briefing from the Emergency Management Director or Incident Commander regarding the anticipated primary areas of suspected damage.
 - General description of suspected damage area and maps.
 - Blocked roads or blocked access.
 - Other damage assessment teams from other organizations (i.e., fire departments, Red Cross, State, etc.) that may be called on or are already deployed.
 - Equipment available (i.e., vehicles, drivers, computers, forms, etc.).
 - Location of equipment and supplies and the time the equipment and supplies will be available.
 - Additional resources already requested to assist.
 - Locations of security check points or roadblocks and credentials necessary to enter secured areas.
- ☐ Contact damage assessment teams and advise them where and when to report for a briefing.
- ☐ If transportation and supplies have not been pre-arranged, then arrange for transportation (including drivers) and necessary supplies.
- ☐ Once damage assessment teams have assembled at the designated area, brief the teams, and include in the briefing:
 - Safety and security. Be sure to include potential dangers in the area (i.e., downed power lines, loose animals, etc.).
 - General description of suspected damage area and maps.
 - Blocked roads or blocked access.
 - Other damage assessment teams from other organizations (i.e., fire departments, Red Cross, State, etc.) that may be called on or are already deployed.
 - Equipment available (i.e., vehicles, drivers, computers, forms, etc.).
 - Location of equipment and supplies and the time the equipment and supplies will be available for use.
 - Additional resources already requested to assist.
 - Locations of security check points or roadblocks and credentials necessary to enter secured areas.



Jackson County Emergency Operation Plan

- Other information that may be important (i.e., predicted weather).
 - Advise teams to log both vehicle mileage and their time and return that information at the debriefing along with reports, materials, and supplies.
-
- ☐ Assign or issue necessary equipment and supplies (i.e., forms, computers, pencils, pens, paper, camera, safety vests, flashlights, hard hats, etc.).
 - ☐ Issue security credentials if required.
 - ☐ Mark vehicles if necessary or appropriate to indicate they are official vehicles.
 - ☐ Establish times that teams are to report back and a location they are to report to (not the EOC).
 - ☐ Track each team and remain in contact by radio or telephone.
 - ☐ At the appointed time and location greet each team and log the time of their return.
 - ☐ Debrief each team individually:
 - Gather returning supplies.
 - Gather damage report forms or computer records.
 - Ensure each returning team member is in good health and has received no injury. If injury did occur, ensure prompt medical attention, and write a full report of accident.
 - If information is received during the debriefing regarding the damaged area that in your judgment warrants the immediate attention of the Emergency Management Director and/or law enforcement, report it immediately to the Emergency Management Director or Incident Commander and/or law enforcement.
 - Report possible unsafe building issues to Building Inspections/Code Enforcement.
-
- ☐ Ensure all teams and all personnel have returned safely. If a team has not returned at the appointed time, attempt contact with the team. If no contact is made, inform the Emergency Management Director or Incident Commander and/or law enforcement.
 - ☐ Gather, collate, and compile as necessary all damage reports from all locations.
 - ☐ Calculate the total estimated dollar loss and report this figure to the Emergency Management Director and/or Incident Commander.
 - ☐ Makes copies of all reports. Deliver one copy to the Emergency Management Director and/or Incident Commander and retain one copy in a secure location.



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- ☐ As required or requested, meet with State and/or Federal damage assessment teams or officials and make copies of your reports as required or requested, for them.
- ☐ As required or requested, provide personnel to assist State and/or Federal teams/officials.
- ☐ Prepare and brief, as requested, the County Manager and/or Board of Commissioners and include projected economic and tax base impacts.
- ☐ Perform other duties as requested or required by the County Manager and/or Board of Commissioners.



Jackson County Emergency Operation Plan

Annex L

Attachment 3

Damage Assessment Team Member Guidelines

- ☐ When contacted by the Damage Assessment Officer (DAO) report to the designated location at the appointed time.
- ☐ If you are not familiar with the designated area by name, ask for directions.
- ☐ Dress appropriately for the field and for the weather and disaster conditions:
 - Work clothes
 - Boots or appropriate footwear (generally tennis shoes or similar footwear are not appropriate...there may be nails or other debris that can easily penetrate this type of footwear).
 - Rain jacket or another appropriate jacket
 - Gloves
 - Hard hat (if not to be issued at briefing)
 - Safety vest (if not to be issued at briefing)
 - Bring food, water, personal medications, or other items you deem necessary to support you.
 - Paper and pens / pencils.
- ☐ Tell your immediate family where you are going and (if known) the approximate time of your return.
- ☐ Attend the briefing that will be conducted by the Damage Assessment Officer. Take notes and/or gather instructions.
- ☐ Be familiar with the damage assessment report forms issued to you and/or the computer database.
- ☐ Meet your driver or transportation provider.
- ☐ Ensure you have all the supplies you will need for the duration of your assignment.
- ☐ Receive your assigned area and maps of your area.
- ☐ Familiarize yourself with the area assigned and address any concerns with the Damage Assessment Officer during the open briefing.
- ☐ Understand your route and exactly what you are supposed to do.
- ☐ Begin your route or assignment:
 - Safety is first!



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- As you enter your assigned area, get the "big" picture by observing overall damages (i.e., trees blown over, downed power lines, roads blocked, emergency needs, etc.).
 - When you observe a home or business that has obviously sustained damage, Stop! Get out of the vehicle slowly, taking your forms with you.
 - On the form record the address of the location (if known).
 - If the owner or occupant is available, speak to them. Identify yourself as part of the damage assessment team. Ask if anyone is/was injured, if so, how badly? Is attention still needed? If so, call 911.
 - Ask the owner or occupant their opinion of the amount (in dollars) of their loss. Do not argue, simply record the figure on the form.
 - Ask if the owner or occupant has homeowner's insurance. Ask if they have contacted their agent. Record the answers on your form.
 - If the owner or occupant is not available, estimate the total structural damage and record it on your form.
 - If you are speaking with the owner or occupant, do not give information you do not have. If they need information (i.e., location of shelters) get the in touch with Damage Assessment Officer or Public Information Officer at the Emergency Operations Center.
 - Be polite and professional but expedite gathering the information necessary to assess the damage.
 - Ensure you have all necessary information available before you leave that location and move on to the next. Write it down!
 - Move to the next home or business and follow the same process as above until your assigned area has been covered.
-
- ☐ Return to the designated "debriefing" area at the appointed time.
 - ☐ Gather from the vehicle all paper, computers, and other issued supplies.
 - ☐ Report to the Damage Assessment Officer (DAO).
 - ☐ Present your written reports/forms to the DAO.
 - ☐ Advise the DAO of any relevant information and your observations.
 - ☐ Report potential occupancy safety concerns to the DAO.
 - ☐ During the debriefing turn in all issued equipment, paper, forms and supplies to the DAO.
 - ☐ Turn in all mileage and time reports to the DAO.
 - ☐ Be prepared to accept a new assignment or return for a new assignment at an appointed time and location.
 - ☐ If you have questions, comments or suggestions that would be beneficial to other damage assessment teams present that information to the DAO during debriefing.



Jackson County Emergency Operation Plan

Annex L Attachment 4 Rapid Disaster Assessment Form



RAPID DISASTER ASSESSMENT SURVEY

	Single Family	Multi Family	Mobile Homes	Business	Critical Care	Public Facilities/ Buildings	Schools	Utilities	Public Roads	Bridges
Destroyed										
Major										
Minor										
TOTAL										

Parameters: _____

City: _____ County: _____

Completed by: _____ Contact Number: _____



Jackson County Emergency Operation Plan

Attachment 4, Addendum 1 Damage Assessment Guidelines

100%	Structure cannot be repaired Structure leveled. <i>Four feet of water or more on the first floor in a single-family dwelling or apartment Six inches of water or more in a mobile home</i>
90%	Structure leveled above foundation Second floor gone
80%	Structure moved off foundation. Walls collapsed
70%	Exterior frame damaged Roof gone or collapsed. Outbuildings damaged. <i>Two to four feet of water on the first floor in a single-family dwelling or apartment Water above or just below bottom board of mobile/home</i>
60%	Foundation damaged Insulation damaged Exterior wall damaged Equipment damaged. <i>18 inches to two feet of water on the first floor in a single-family dwelling or apartment</i>
50%	One room destroyed Exits blocked. Utilities damaged
40%	Interior floors and walls damaged. Minor damage to exterior walls Business inventory destroyed. Trees fallen on structure. <i>Less than twelve inches of water on the first floor in a single-family dwelling or apartment</i>
30%	Smoke damage Fire escape not usable Shingles or roofing missing. Fleet/vehicle damage. Several feet of water in the basement <i>Less than six inches of water on the first floor in a single-family dwelling or apartment Sewer backup</i>
20%	Chimney damage. Porch or deck damaged Parking lot damaged <i>One to two inches of water on first floor or slab (no basement)</i>
10%	Broken windows Business signs damaged. Damage to landscape Vehicle damage <i>Seepage/Water in basement</i>



Jackson County Emergency Operation Plan



Jackson County
Public Assistance Program
Initial Damage Assessment Cost Tabulation

County _____ Organization _____ Page ____ of ____

Type of Event _____ Date(s) of Event _____

Contact Name _____ Phone No _____ Email Address _____

Facility/ Location	Category A Debris Removal	Category B Emergency Protective Measures	Category C Road/Bridge Systems	Category D Water Control Facilities	Category E Buildings and Equipment	Category F Utility Systems	Category G Parks, Recreation, Other	Total Costs
Totals								

Enter costs for under each category (see checklist) and then total costs for each location and category.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Solid Waste (ESF 3)	Fire Service (ESF 4)
Emergency Management (ESF 5)	Communications (ESF 2)
Jackson County Public Works (ESF 7)	Law Enforcement (ESF 13)
Town Public Works (ESF 7)	County Finance
	Public Information (ESF 15)

Annex M Debris Management

I. Purpose

This section outlines procedures for disposal and containment of debris in the event an emergency disaster situation results in widespread debris (downed trees, building materials, etc.). Additionally, it is to:

- Provide organizational structure, guidance and standardized procedures for the clearance, removal and disposal of debris caused by a major debris-generating event.
- Establish the most efficient and cost-effective methods to resolve disaster debris removal and disposal issues.
- Expedite debris removal and disposal efforts that provide visible signs of recovery designed to mitigate the threat to the health, safety, and welfare of Jackson County residents.
- Coordinate partnering relationships through communications and pre-planning with local, State and Federal agencies involved with debris management responsibilities.
- Implement and coordinate private sector Debris Removal and Disposal contracts to maximize cleanup and disposal efficiencies.

II. Situation and Assumptions

A. Situation

1. This annex was developed in cooperation with town, county and State agencies responsible for post event debris removal operations using standard guidelines provided to develop local and regional removal of debris.
2. Natural and man-made disasters precipitate a variety of debris that includes but is not limited to, such things as trees, sand, gravel,



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building/construction materials, vehicles, mobile homes, personal property, business/household hazardous waste, etc.

3. Most public roads in Jackson County are owned by the State or Federal government and maintained by the North Carolina Department of Transportation-Division of Highways. The Town of Sylva streets are maintained by their Public Works Department. Other towns within Jackson County contract services or have agreements with the State of North Carolina Department of Transportation.
4. In a major or catastrophic disaster, many State agencies and local governments have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short as well as long term operations.
5. Reputable and qualified private contractors play a significant role in the debris collection, removal, reduction, and disposal processes requested by State agencies and local governments.
6. Jackson County Finance uses its standard procurement processes to develop bid proposal advertisements and follows approved established protocols for acceptance of bid proposals. Reference Attachment 2, Addendum 3 of this Annex for approved contractors.
7. The State of North Carolina Division of Emergency Management has established standing contracts with various debris removal and reduction contractors that can be used by Jackson County as needed.
8. The landfill, operated by Jackson County, is the only site in Jackson County presently approved for construction and demolition and solid waste disposal.
9. In the event of a disaster situation, the pre identified site located at Cashiers Transfer Station located at 4560 Highway 107 South, Cashiers, NC, 28717 and at the Jackson County Transfer Station located at 1172 Mineral Springs Drive, Sylva, NC, 28779, would be opened as a temporary site for debris storage until it could be moved to a location for grinding and disposal prior to other sites being identified.



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10. Estimation of debris is based on established FEMA criteria and guidance given. While not an exact all efforts will be made to document debris through load ticket processes and photos as appropriate.

B. Assumptions

1. In an emergency/disaster situation, large amounts of debris may be produced. This debris will need to be disposed of properly.
2. Depending on the location of heavily damaged areas, temporary storage sites may need to be opened to store certain types of debris until disposal can be achieved.
3. In the event of an emergency/disaster, Jackson County may need to be granted a variance in state burning regulations to dispose of certain types of debris.
4. Debris removal from government facilities, vital facilities, private business and residential properties as well as street and highway debris clearing will begin almost immediately after a disaster has occurred that generates large (or even small) quantities of debris.
5. The North Carolina Department of Transportation-Division of Highways is responsible for emergency removal of debris from all state owned and maintained roads, and rights-of-way to restore safe passage and will function in this capacity.

III. Concept of Operations

- A. The Jackson County Solid Waste Management Director is responsible for solid waste management in Jackson County. They will direct the flow of debris disposal within the county during an emergency/disaster situation and serve as the Debris Manager.
- B. The Solid Waste Management Director will direct and/or coordinate with other agencies (DOT, Forestry Service, private contractors, Town Government, etc.), as to locations for temporary storage of debris.
- C. Jackson County Public Information Officer is responsible for developing news releases and public guidance for debris removal expectations. All public information will be coordinated through the communications director. Also reference Annex I, Public Information to this plan.



Jackson County Emergency Operation Plan

- D. The Solid Waste Management Director will work in conjunction with the Health Department if waste products become a threat to the health and welfare of the community.
- E. All debris removed to debris management sites will not be disposed of until after being viewed by State/Federal Public Assistance personnel to facilitate reimbursement of removal and disposal.
- F. The Solid Waste Management Director will coordinate with and brief the County Manager and Finance Officer on licensed and reputable contractors that can provide services to any of the various phases of disaster debris management and as to the need and means of contracting.
- G. To the extent possible Jackson County will use contract labor during debris management operations, however, force account labor may be used for overall management of processes and contractor monitoring. Force Account labor may also be used on government owned properties for the purpose of debris removal and emergency maintenance.

IV. Debris Management Sites

- A. All debris management sites are required to be pre-approved and permitted through North Carolina Department of Environmental Quality (NCDEQ). These sites can then be quickly designated by the Solid Waste Management Director for use as needed with notification to NCDEQ of activation.
- B. NCDEQ requirements meet and exceed federal requirements for environmental and historic preservation and approval processes must be completed prior to use of a debris site. NCDEQ is very responsive to disaster needs and will respond as needed to review new proposed sites post disaster with consideration of extended haul and expedient recovery needs.
- C. If debris is widespread, the Solid Waste Management Director, in conjunction with NCDEQ may need to locate additional debris management sites to store debris such as vegetative debris, mixed debris and/or construction and demolition (C&D) debris.
- D. When disaster conditions permit, and an estimate can be made as to the amount of debris to be contained, debris management sites will be selected and activated.



Jackson County Emergency Operation Plan

- E. Debris management sites should be selected regarding distance from damaged areas, access to the site, and types of debris to be contained.
- F. Information should be publicized as to the location of the debris management sites and as to what type of material will be accepted at each site.
- G. FEMA will not reimburse for operations of debris management sites that are not correctly approved and permitted.

V. Continuity of Government

A. Jackson County Continuity of Government

- 1. Jackson County Solid Waste Management Director
- 2. Jackson County Assistant Waste Management Director
- 3. Jackson County Maintenance Supervisor

B. Town Continuity of Government

- 1. Solid Waste Director
- 2. Solid Waste Supervisor
- 3. Town Manager



Jackson County Emergency Operation Plan

Debris Management Annex M

Attachment 1

Guidelines for Debris Removal and Disposal Operations

- ☐ The Solid Waste Management Director will identify a Debris Manager who will coordinate debris removal and disposal operations for all unincorporated portions of Jackson County.
- ☐ Identified contractors will collect and haul mixed debris from their assigned Debris Management Site to a designated C&D Debris Management Site or to designated private landfill site. Clean woody debris will be hauled to the nearest designated vegetative Debris Management Site for eventual burning or grinding.
- ☐ Town contractors will take all storm debris to the County Transfer Site or an approved Debris Management Site. Clean woody debris will be hauled to the nearest Debris Management Site or approved county vegetative Debris Management Site.
- ☐ Mixed debris from unincorporated areas will be hauled to designated C&D Debris Management Site or to designated transfer site. Clean woody debris will be hauled to the nearest designated vegetative Debris Management Site for eventual burning or grinding.
- ☐ All vehicles hauling debris and contractor debris haulers will obtain a certified scale ticket and/or load ticket (see Annex M, Attachment 2, Addendum 1) for each load of debris deposited at a private landfill. The contractors' scale ticket/load tickets will be turned into their supervisors at the end of each day. The supervisors will forward the scale tickets daily to the Debris Manager. The scale tickets/load tickets will be the verification documentation for landfill invoices.
- ☐ Private haulers will pick up garbage according to current procedures, routes, and removal schedules.
- ☐ All county agencies and contractors are required to follow OSHA regulations with respect to their functions during debris operations and conduct daily safety briefings during operations and planning meetings. Safety officers will also be included in all operations to monitor and provide immediate corrective actions when unsafe operations are noted.
- ☐ Residents will be given safety guidance through public information resources i.e., media, social media outlets and handouts along with guidance for separation and placement of debris for recovery.



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Annex M Debris Management Attachment 2

Guidelines for Contractor Debris Removal and Disposal Operations

- ☐ The Jackson County Finance Officer or their authorized representative will be in contact with the firm(s) specializing in Debris Removal and Disposal Contract(s) and advise them of impending conditions.
- ☐ The contract is designed to have a qualified contractor(s) remove and lawfully dispose of all-natural disaster generated debris, industrial or commercial hazardous waste.
- ☐ Debris removal may be limited to unincorporated streets, roads and other public rights-of-way based on the extent of the disaster by N. C. Department of Transportation.
- ☐ Debris contract haulers may be limited to disaster related material placed at, or to debris immediately adjacent to, the rights-of-way by residents within a designated Debris Zone.
- ☐ The contractor, upon Notice to Proceed, will mobilize such personnel and equipment as necessary to conduct all debris removal and disposal operations as were previously detailed in the Debris Removal and Disposal Contract.
- ☐ All contractor operations will be subject to review and monitoring by Jackson County officials.
- ☐ Jackson County recognizes the economy of disaster debris disposal using a local vegetative Debris Management Site designated for volume reduction of clean woody debris.
- ☐ The County has pre-designated a vegetative Debris Management Site Cashiers Transfer Station located at 4560 Highway 107 South, Cashiers, NC, 28717 and at the Jackson County Transfer Station located at 1172 Mineral Springs Drive, Sylva, NC, 28779 for the sole purpose of temporarily storing and reducing clean woody debris through either burning or grinding and movement to other locations.
- ☐ The contractor will operate the Debris Management Site made available by the County.
- ☐ The contractor will be responsible for all site setup, site operations, rodent control, closeout, and remediation costs.
- ☐ The contractor is also responsible for the lawful disposal of all debris reduction by products as his/her operations may generate at a Debris Management Site.
- ☐ A listing of all approved County Debris Management Sites will be provided.
- ☐ A Debris Management Site will be established for mixed debris.
- ☐ This site will be centrally located to handle construction and demolition (C&D)



Jackson County Emergency Operation Plan

material.

- ☐ This site will be used to expedite the removal of mixed and C&D material from rights-of-way within the unincorporated portions of Jackson County.
- ☐ Towns will be allowed to use these sites upon approval of the Jackson County Debris Manager.
- ☐ A valid load ticket (see Attachment 2, Addendum 1) must accompany all material delivered to any of the Debris Management Sites by the contractors to include vegetative, mixed or C&D.
- ☐ All material deposited at C&D Debris Management Sites will eventually be taken to a properly permitted landfill for final disposal.
- ☐ The designated Jackson County Debris Manager may direct contractors to bypass C&D Debris Management Sites and approve the hauling of mixed C&D debris directly to a properly permitted landfill for disposal.
- ☐ The Debris Manager, or their designee, will monitor the contractor's performance for debris removal and disposal operations in each Debris Zone.
- ☐ The Debris Manager will supervise the Field Inspection Teams consisting of county/temporary hire personnel.
- ☐ The Field Inspection Teams will monitor all contractor operations and each truck's operations to prevent unethical operations and to meet FEMA standards for monitoring operations.
- ☐ The contractor will keep the Field Inspection Teams informed of cleanup progress and any problems encountered or expected.
- ☐ The contractor will restore all Debris Management Sites as close to the original condition as is practical so that it does not impair future land uses.
- ☐ All sites are to be restored to the satisfaction of the County with the intent of maintaining the utility of each site.

Loading Site and Disposal Site Monitors

- ☐ All contracted loads will be taken directly to an approved landfill for final disposal. The contractor should avoid multiple hauling of debris.
- ☐ The contractor shall comply with all terms of the contract.
- ☐ Disposal Site Monitors will be provided by either the County or from identified sources.
- ☐ Loading Site Inspectors will be assigned to each contractor loading site and vehicle within designated Debris Zones.
- ☐ The Loading Site Monitor will initiate the load tickets that verify that the debris being picked up is eligible under the terms of the contract.



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- ☐ Disposal Site Monitors will be stationed at all Debris Management Sites and landfill disposal sites for verifying the quantity of material being hauled by the contractor using load tickets.
- ☐ The contractor shall construct and maintain Inspection Stations at each Debris Management Site and landfill disposal site.
- ☐ The inspection stations will consist of an inspection tower with furniture and portable sanitary facilities.
- ☐ The contractor will construct the inspection towers of pressure treated wood with a floor elevation that affords the Disposal Site Monitor a complete view of the load bed of each piece of equipment being utilized to haul debris.
- ☐ A Disposal Site Monitor will be located at each inspection station to verify the loads and estimate the volume in cubic yards.
- ☐ The Disposal Site Monitors will estimate the cubic yards of debris in each truck entering the selected Debris Management Site or landfill disposal site and will record the estimated quantity on pre-numbered debris load tickets.
- ☐ The contractor will only be paid based on the number of cubic yards of material deposited at the disposal site as recorded on the debris load tickets.
- ☐ The contractor will only be paid based on the number of cubic yards of eligible debris hauled per truckload.
- ☐ One part of the debris load ticket will be given to the truck driver and the other retained by the Disposal Site Monitor.
- ☐ The truck driver's portion of the load ticket will be turned in daily to their supervisor.
- ☐ The Disposal Site Monitor's copy will be turned in daily to the Debris Manager.
- ☐ Payment for hauling debris will only be approved upon presentation of the duplicate debris load ticket with the contractor's invoice.
- ☐ Jackson County will process contractor invoices within ten working days of receipt.

Field Inspection Team(s)

- ☐ The Debris Manager will appoint Field Inspection Team personnel responsible for monitoring all contractor debris removal and disposal operations.
- ☐ The Field Inspection Teams will periodically inspect each Debris Management Site to ensure that operations are being followed as specified in the Debris Removal and Disposal Contract with respect to local, state, and federal regulations and the Debris Management Site Baseline Checklist.
- ☐ Each Field Inspection Team will submit a daily written report to the Debris Manager outlining their observations with respect to the following:



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- Is the contractor using the site properly with respect to layout and environmental considerations?
 - Has the contractor established lined temporary storage areas for ash, household hazardous wastes and other materials that can contaminate soils and groundwater?
 - Has the contractor established environmental controls in equipment staging areas, fueling and equipment repair areas to prevent and mitigate spills of petroleum products and hydraulic fluids?
 - Are plastic liners in place under stationary equipment such as generators and mobile lighting plants?
 - Has the contractor established appropriate rodent control measures?
 - Are burn sites constructed and operating according to the Environmental Checklist for Air Curtain Pit Burners?
 - Has the contractor established procedures to mitigate?
 - Smoke: Are the incineration pits constructed properly and being operated according to the contract statement of work?
 - Dust: Are water trucks employed to keep the dust down?
 - Noise: Have berms or other noise abatement procedures been employed?
 - Traffic: Does the Debris Management Site have a suitable layout for ingress and egress to help traffic flow?
- ☐ Field Inspection reports will also include observations at loading sites and the locations of any illegal dumping sites.

Debris Management Site Set-up and Close-out

- ☐ The contractor will be responsible for preparing and closing out a Debris Management Site according to specification in the contract.
- ☐ The topography and soil/substrate conditions should be evaluated to determine best site layout.
- ☐ When planning site preparation, think of ways to make restoration easier. For example, if the local soils are very thin, the topsoil can be scraped to bedrock and stockpiled in perimeter berms.
- ☐ Upon site closeout, the uncontaminated soil can be spread to preserve the integrity of the tillable soils.
- ☐ The following site Baseline Data Checklist should be used to evaluate a site before a contractor begins operations and used during and after to ensure that site conditions are properly documented.



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Before Activities Begin:

- ✓ Take ground or aerial video/photographs.
- ✓ Note important features, such as structures, fences, culverts, and landscaping.
- ✓ Take random soil samples.
- ✓ Take random groundwater samples.
- ✓ Take water samples from existing wells.
- ✓ Check the site for volatile organic compounds.

After Activities Begin:

- ✓ Establish groundwater monitoring wells.
- ✓ Take groundwater samples.
- ✓ Take spot soil samples at household hazardous waste, ash, and fuel storage areas.
- ✓ Progressive Updates:
 - ✓ Update videos/photographs.
 - ✓ Update maps/sketches of site layout.
 - ✓ Update quality assurance reports, fuel spill reports, etc.

Closure Activities Begin

- ✓ Date closure complete.
- ✓ Household hazardous waste removed.
- ✓ Contractor equipment and temporary structures removed.
- ✓ Contractor petroleum spills remediated.
- ✓ Ash piles removed.
- ✓ Comparison of baseline information to condition when contractor has vacated the temporary site.

Debris Management Site Operations

- ☐ Lined temporary storage areas should be established for ash, household hazardous waste, fuels and other materials that may contaminate soils and groundwater.
- ☐ Plastic liners should be placed under stationary equipment such as generators and mobile lighting plants.
- ☐ These actions should be included as a requirement in the contract scope of work. If the site is also an equipment storage area, fueling and equipment repair should



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be monitored to prevent and mitigate spills of petroleum products and hydraulic fluids.

- ☐ Be aware of and lessen the effects of operations that might irritate occupants of neighboring areas. Establishment of a buffer zone can abate concerns over smoke, dust, noise, and traffic.
- ☐ Consider on-site traffic patterns and segregate materials based on planned volume reduction methods.
- ☐ Operations that modify the landscape, such as substrate compaction and over excavation of soils when loading debris for final disposal, will adversely affect landscape restoration.
- ☐ Debris removal/disposal should be viewed as a multi-staged operation with continuous volume reduction.
- ☐ There should be no significant accumulation of debris at temporary storage sites.
- ☐ Debris should be constantly flowing to burners and grinders or recycled with the residue and mixed construction and demolition materials going to a landfill.

Debris Management Site Close-out Planning

- ☐ The contractor must assure the County that all Debris Management Sites are properly remediated.
- ☐ There will be significant costs associated with this operation as well as potential scrutiny by the local press and environmental groups.
- ☐ Site redemption will go smoothly if baseline data collection and site operation procedures are followed.

Closeout Steps

- Contractor is responsible for removing all debris from the site.
- Contractor conducts an environmental assessment with County and landowner.
- Contractor develops a remediation plan.
- Remediation plan reviewed by County, landowner, and appropriate environmental agency.
- Remediation plan approved by the appropriate environmental agency.
- Contractor executes the plan.
- Contractor obtains acceptance from County, appropriate environmental agency, and the landowner.

Debris Management Site Closeout Coordination

- ☐ The contractor will coordinate the following closeout requirements through the County Damage Assessment Team (CDAT) staff:



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- Coordinate with local and state officials responsible for construction, real estate, contracting, project management, and legal counsel regarding requirements and support for implementation of a site remediation plan.
- Establish an independent testing and monitoring program.
- The contractor is responsible for environmental restoration of both public and leased sites.
- The contractor will also remove all debris from sites for final disposal at landfills prior to closure.
- Reference appropriate and applicable environmental regulations.
- Prioritize site closures.
- Schedule closeout activities.

Debris Management Site Remediation

- ☐ During the debris removal process and after the material has been removed from each of the Debris Management Sites, environmental monitoring will be needed to close each of the sites.
- ☐ This is to ensure that no long-term environmental contamination is left on the site.
- ☐ The monitoring should be done on three different media: ash, soil, and groundwater:

- Ash

The monitoring of the ash should consist of chemical testing to determine the suitability of the material for either agricultural use or as a landfill cover material.

- Soil

Monitoring of the soils should be by portable inspection methods to determine if any of the soils are contaminated by volatile hydrocarbons. The contractors may do this if it is determined that hazardous material, such as oil or diesel fuel was spilled on the site. This phase of the monitoring should be done after the stockpiles are removed from the site.

- Ground Water

The monitoring of the groundwater should be done to determine the probable effects of rainfall leaching through either the ash areas or the stockpile areas.




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Private Property Debris Removal

- ☐ Dangerous structures are the responsibility of the owner to demolish to protect the health and safety of adjacent residents.
- ☐ Experience has shown that unsafe structures will remain because of the lack of insurance or absentee landlords.
- ☐ Care must be exercised to ensure that Building Code Enforcement/Inspections properly identifies structures.
- ☐ The Debris Manager will coordinate with Building Code Enforcement/Inspections regarding:
 - Demolition of private structures.
 - Removing debris from private property.
 - Local law and/or code enforcement agencies.
 - Historic and archaeological sites.
 - Qualified environmental contractors to remove hazardous waste such as asbestos and lead-based paint.
 - Abandoned vehicles.
 - Receipt of Right of Entry Agreements with landowners



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	Jackson County Debris Load Ticket
Ticket Number:	
Contract Number:	
Contractor's Name:	
Driver's Name & Driver's License Number:	
Truck License Plate Number:	
Measured Bed Capacity in Cubic Yards:	
Pickup Site Location:	
Debris Classification:	
	Burnable Clean Wood Debris
	Non-Burnable Treated Lumber, Metals, C&D
	Mixed Burnable and Non-Burnable
	Other (Define)
Printed Name of Jackson County Loading Site Monitor:	
Signature:	
Debris Disposal Site Location:	
Time:	
Estimated Quantity of Debris on Truck in Cubic Yards:	
Printed Name of Jackson County Disposal Site Monitor:	
Signature	
Remarks:	

Note – Load Tickets need to be at least 4 pages, and most are color coded. Example: original copy (white) goes to the Applicant via the Monitor in the inspection station (tower), 2nd sheet might be yellow, and it may go to the driver, 3rd sheet might be green, and it may go to the contractor for their records and the 4th sheet might be blue and it goes to the contractor as well for the contractor to attach to the invoice that goes to the county. The county uses the invoice copy to match up with the original they received from the Debris Manager.



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Jackson County Right of Entry Agreement

I / We _____ the owner(s) of
the property commonly identified as, (street) _____ of
(city /town) _____

Jackson County, State of North Carolina

do hereby grant and give freely and without coercion, the right of access and entry to said property in the County of Jackson its agencies, contractors, and subcontractors thereof, for the purpose of removing and clearing any or all storm-generated debris of whatever nature from the above described property. It is fully understood that this permit is not an obligation to perform debris clearance. The undersigned agrees and warrants to hold harmless the County of Jackson, State of North Carolina, its agencies, contractors, and subcontractors, for damage of any type, whatsoever, either to the abovedescribed property or persons situated thereon and hereby release, discharge, and waive any action, either legal or equitable that might arise out of any activities on the above described property. The property owner(s) will mark any storm damaged sewer lines, water lines and other utility lines located on the described property.

I / We (have, have not) (will, will not) received any compensation for debris removal from any other source including SBA, ASCS, private insurance, individual and family grant program or any other public assistance program. I will report for this property any insurance settlements to me or my family for debris removal that has been performed at government expense. For the considerations and purposes set forth herein, I set my hand this _____ day of _____, 20__.

Witness: _____

Printed Name: _____

Owner / Telephone Number / Address _____



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Annex M Attachment 2, Addendum 3 Jackson County Pre-Established Debris Contractors

Contract Activation Occurs Through Jackson County Finance Department

To be established or through the State of North Carolina's pre-established contracts that can be used by the county.



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Annex M Attachment 3

Establishing Construction and Demolition Debris Sites Guidelines

- When local governments are preparing temporary facilities for handling debris resulting from the cleanup efforts due to storm damage, the following guidelines should be considered when establishing Debris Management Sites for Construction & Demolition (C&D) debris.
- These guidelines apply only to sites for staging/transferring C&D storm debris (roof shingles/roofing materials, carpet, insulation, wall board, treated and painted lumber, etc.). Arrangements should be made to screen out unsuitable materials, such as household garbage, white goods, asbestos containing materials (ACM's), and household hazardous waste.
- Locating Debris Management Sites for staging/transferring C&D waste can be accomplished by evaluating potential sites and by revisiting sites used in the past to see if site conditions have changed or if the surrounding areas have changed significantly to alter the use of the site. The following guidelines are presented in locating a site for "staging/transferring" and are considered "minimum standards" for selecting a site for use:
 - Sites should be located outside of identifiable or known floodplain and flood prone areas; consult the Flood Insurance Rate Map for the location in the county to verify these areas. Due to heavy rains associated with hurricanes and saturated conditions that result, flooding may occur more frequently than normally expected.
 - Hauler unloading areas for incoming C&D debris material should be at a minimum 100 feet from all surface waters of the state. "Waters of the state" includes but is not limited to small creeks, streams, watercourses, ditches that maintain seasonal groundwater levels, ponds, wetlands, etc.
 - Storage areas for incoming C&D debris shall be at least 100 feet from the site property boundaries, on-site buildings/structures, and septic tanks with leach fields or at least 250 feet from off-site residential dwellings, commercial or public structures, and potable water supply wells, whichever is greater.
 - Materials separated from incoming C&D debris (white goods, scrap metal, etc.) shall be at least 50 feet from site property lines. Other nontransferable C&D wastes (household garbage, larger containers of liquid, household hazardous waste) shall be placed in containers and transported to the appropriate facilities as soon as possible.
 - Sites that have identified wetlands should be avoided, if possible. If wetlands exist or wetland features appear at a potential site, the areas



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should be flagged, and a 100-foot buffer shall be maintained for all activities on going at the site.

- Sites bisected by overhead power transmission lines need careful consideration due to large dump body trucks/trailers used to haul debris, and underground utilities need to be identified due to the potential for site disturbance by truck/equipment traffic and possible site grading.
- Sites shall have an attendant during operating hours to minimize the acceptance of unapproved materials and to provide directions to haulers and private citizens bringing in debris.
- Sites should be secure after operating hours to prevent unauthorized access to the site. Temporary measures to limit access to the site could be the use of trucks or equipment to block entry. Gates, cables, or swing pipes should be installed as soon as possible for permanent access control, if a site is to be used longer than two weeks.
- When possible, signs should be installed to inform haulers and the public on types of waste accepted, hours of operation and who to contact in case of afterhours emergency.
- Final written approval is required from the Jackson County Solid Waste Management Director to consider any debris management site to be closed. Closure of processing/recycling sites shall be within one (1) year of receiving waste. If site operations will be necessary beyond this time frame, reinspection of the site by NCDEQ may be required.
- If conditions at the site become injurious to public health and the environment, then the site shall be closed until conditions are corrected or permanently closed.
- Closure of sites shall be in accordance with the closure and restoration of temporary debris management sites guidelines.



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Annex M Attachment 4

Guidelines for Establishing Debris Management Site For Burning and Grinding Operations

When preparing temporary facilities for handling debris resulting from the cleanup efforts due to storm damage, the following guidelines should be considered when establishing Debris Management Sites for Burning and Grinding Operations.

These guidelines apply only to sites for grinding or burning vegetative storm debris (yard waste, trees, limbs, stumps, branches and untreated or unpainted wood). Arrangements should be made to screen out unsuitable materials.

The two method(s) of managing vegetative and land clearing storm debris are "chipping/grinding" for use in landscape mulch, compost preparation, and industrial boiler fuel or using an air curtain burner (ACB), with the resulting ash being land applied as a liming agent or incorporated into a finished compost product as needed.

Chipping and Grinding Debris Management Sites

- ☐ Locating Debris Management Sites for chipping/grinding of vegetative and land clearing debris will require a detailed evaluation of potential sites and possible revisits at future dates to see if site conditions have changed or if the surrounding areas have changed significantly to alter the use of the site.
- ☐ The following guidelines are presented in locating a site for "chipping/grinding" and are considered "minimum standards" for selecting a site for use:
 - Sites should be located outside of identifiable or known floodplain and flood prone areas; consult the Flood Insurance Rate Map for the location in the county to verify these areas. Due to heavy rains associated with hurricanes and saturated conditions that result, flooding may occur more frequently than normally expected.
 - Storage areas for incoming debris and processed material should be at a minimum 100 feet from all surface waters of the state. "Waters of the state" includes but is not limited to small creeks, streams, watercourses, ditches that maintain seasonal groundwater levels, ponds, wetlands, etc.
 - Storage areas for incoming debris and processed material shall be at least 100 feet from the site property boundaries and on-site buildings/structures. Management of processed material shall be in accordance with the guidelines for reducing the potential for spontaneous combustion in compost/mulch piles.



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- Storage areas for incoming debris shall be located at least 100 feet from residential dwellings, commercial or public structures, potable water supply wells and septic tanks with leach fields.
- Sites that have identified wetlands should be avoided, if possible. If wetlands exist or wetland features appear at a potential site, the areas shall be flagged, and a 100-foot buffer shall be maintained for all activities on-going at the site.
- Sites bisected by overhead power transmission lines need careful consideration due to large dump body trucks/trailers used to haul debris, and underground utilities need to be identified due to the potential for site disturbance by truck/equipment traffic and possible site grading.
- Sites shall have an attendant(s) during operating hours to minimize the acceptance of unapproved materials and to provide directions to haulers and private citizens bringing in debris.
- Sites should be secure after operating hours to prevent unauthorized access to the site. Temporary measures to limit access to the site could be the use of trucks or equipment to block entry.
- Gates, cables, or swing pipes should be installed as soon as possible for permanent access control, if a site is to be used longer than two weeks.
- Sites should have adequate access that prohibits traffic from backing onto public rights-of-way or blocking primary and/or secondary roads to the site.
- When possible, signs should be installed to inform haulers and the public on types of waste accepted, hours of operation, and who to contact in case of an afterhours emergency.
- Grinding of clean wood waste such as pallets and segregated unpainted/untreated dimensional lumber is allowed.
- Final written approval is required from the Jackson County Solid Waste Management Director to consider any debris management site to be closed.
- Closure of staging and processing sites shall be within six (6) months of receiving waste. If site operations will be necessary beyond this time frame, a reinspection of the site may be required by NCDEQ.
- If conditions at the site become injurious to public health and the environment, then the site shall be closed until conditions are corrected or permanently closed.
- Closure of sites shall be in accordance with the closure and restoration guidelines for Debris Management Sites.



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Air Curtain Burner Sites

- ☐ Locating sites that are intended for air curtain burning (ACB) operations is a coordinated effort between the Solid Waste Management Director and NCDEQ officials for evaluating the surrounding areas and to reevaluate potential sites used in the past.
- ☐ The following guidelines are presented for selecting an ACB site and operational requirements once a site is in use:
 - Contact the Jackson County Fire Marshal or Sylva Fire Department for input into site selection to minimize the potential for fire hazards, or other potential problems related to firefighting that could be presented by the location of the site and to ensure that adequate fire protection resources area available in the event of an emergency.
 - The requirements for ACB device(s), in accordance with local air quality rules require the following buffers: a minimum of 500 feet from the AC13 device to homes, dwellings and other structures and 250 feet from roadways. Contact the Regional NCDEQ Office for updates or changes to their requirements.
 - Sites should be located outside of identifiable or known floodplain and flood prone areas; consult the Flood Insurance Rate Map for the location in the county to verify these areas. Due to heavy rains associated with hurricanes and saturated conditions that result, flooding may occur more frequently than normally expected.
 - If ACB pit devices are utilized, a minimum two-foot separation to the seasonal high-water table is recommended. A larger buffer to the seasonal high-water table may be necessary due to on-site soil conditions and topography.
 - Storage areas for incoming debris should be at a minimum 100 feet from all surface waters of the state. "Waters of the state" includes but is not limited to small creeks, streams, watercourses, ditches that maintain seasonal groundwater levels, ponds, wetlands, etc.
 - Storage areas for incoming debris shall be located at least 100 feet from property boundaries and on-site buildings/structures.
 - Air Curtain Burners in use should be located at least 200 feet from on-site storage areas for incoming debris, on-site dwellings and other structures, potable water supply wells and septic tanks and leaching fields.
 - Wood ash stored on-site shall be located at least 200 feet from storage areas for incoming debris, processed mulch, or tub grinders (if a grinding site and ACB site is located on the same property).



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- Wood ash shall be wetted prior to removal from the ACB device or earth pit and placed in storage.
- If the wood ash is to be stored prior to removal from the site, then rewetting may be necessary to minimize airborne emissions.
- Wood ash to be land applied on-site or off-site shall be managed in accordance with the guidelines for the land application of wood ash from storm debris burn sites (see Annex M, Attachment 5).
- The ash shall be incorporated into the soil by the end of the operational day or sooner if the wood ash becomes dry and airborne.
- Sites that have identified wetlands should be avoided, if possible. If wetlands exist or wetland features appear at a potential site, it will be necessary to delineate areas of concern.
- Once areas are delineated, the areas shall be flagged, and a 100-foot buffer shall be maintained for all activities ongoing at the site.
- Sites bisected by overhead power transmission lines need careful consideration due to large dump body trucks/trailers used to haul debris and the intense heat generated by the ACB device.
- Underground utilities need to be identified prior to digging pits for using the ACB device.
- Provisions should be made to prevent unauthorized access to facilities when not open for use. As a temporary measure, access can be secured by blocking drives or entrances with trucks or other equipment when the facilities are closed.
- Gates, cables, or other more standard types of access control should be installed as soon as possible.
- When possible, post signs with operating hours and information about what types of cleanup waste may be accepted. Also include information as to whether only commercial haulers or the public may deposit waste.
- Closure of air curtain burner sites shall be within six (6) months of receiving waste.
- If site operations will be necessary beyond this time frame, a reinspection of the site by NCDEQ may be required.
- If conditions at the site become injurious to public health and the environment, then the site shall be closed until conditions are corrected or permanently closed.
- Closure of sites shall be in accordance with the guidelines for closure and restoration of Debris Management Sites.



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Annex M Attachment 5

Guidelines for the Land Application of Wood Ash from Storm Debris Burn Sites

- ☐ Whenever possible, soil test data and waste analysis of the ash should be available to determine appropriate application rate.
- ☐ In the absence of test data to indicate agronomic rates, application should be limited to 2 to 4 tons per acre/one-time event.
- ☐ If additional applications are necessary, due to the volume of ash generated and time frame in which the ash is generated, then an ash management plan will be needed.
- ☐ Ash should be land applied in a similar manner as agricultural limestone.
- ☐ Ash should not be land applied during periods of high wind to avoid the ash blowing off the application sites.
- ☐ Ash should not be land applied within 25 feet of surface waters or within 5 feet of drainage ways or ditches on sites that are stabilized with vegetation. These distances should be doubled on sites that are not vegetated and the ash should be promptly incorporated into the soil.
- ☐ Records should be maintained to indicate where ash is applied, and the approximate quantities of ash applied.
- ☐ As an option to land application, ash may be managed at a permitted solid waste landfill after cooled to prevent possible fire.
- ☐ Assistance in obtaining soil test data and waste analysis of ash should be available through Jackson County Cooperative Extension Service.



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Annex M Attachment 6

Guidelines for Reducing the Potential for Spontaneous Combustion in Compost or Mulch Piles

- ☐ When ground organic debris is put into piles, microorganisms can very quickly begin to decompose the organic materials. The microorganisms generate heat and volatile gases because of the decomposition process. Temperatures in these piles can easily rise to more than 160 degrees Fahrenheit. Spontaneous combustion can occur in these situations.
- ☐ Spontaneous combustion is more likely to occur in larger piles of debris because of a greater possibility of volatile gases building up in the piles and being ignited by the high temperatures.
- ☐ Wind rows should be maintained 5 feet to 6 feet high and 8 feet to 10 feet wide, so that volatile gases have a better chance of escaping the piles and the possibility of spontaneous combustion will be reduced.
- ☐ Turning piles when temperatures reach 160 degrees can also reduce the potential for spontaneous combustion.
- ☐ Pile turning provides an opportunity for gases to escape and for the contents of the pile to cool. Adding moisture during turning will increase cooling.
- ☐ Controlling the amount of nitrogen bearing (green) wastes in piles will also help to reduce the risk of fire. The less nitrogen in the piles the slower the decomposition process and consequently the less heat generated, and gases released.
- ☐ Large piles should be kept away from wooded areas and structures and should be accessible to firefighting equipment, if a fire were to occur.
- ☐ Efforts should be made to avoid driving or operating heavy equipment on large piles because the compaction will increase the amount of heat buildup, which could increase the possibility of spontaneous combustion.



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Annex M Attachment 7

Guidelines for Closure and Restoration of Debris Management Sites

Closure or re-approval of a Debris Management Site should be accomplished within 30 days of receiving the last load of debris.

Site Closure

- Once a site is no longer needed, it should be closed in accordance with the following guidelines. Closure is not considered complete until the following occurs:
 - **Material Removal**
 - All processed and unprocessed vegetative material and inert debris shall be removed to a properly approved solid waste management site.
 - Tires must be disposed of at a scrap tire collection/processing facility.
 - White goods and other metal scrap should be separated for recycling.
 - Burn residues shall be removed to a properly approved solid waste management site or land and applied in accordance with the guidelines at Annex M, Attachment 5.
 - All other materials (unrecoverable metals, insulation, wall board, plastics, roofing material, painted wood, and other material from demolished buildings that is not inert debris as well as inert debris that is mixed with such materials shall be removed to the properly permitted C&D recycling facility, C&D landfill, or solid waste landfill.

- **Stabilization**

Sites shall be stabilized with erosion control measures, including establishment of vegetative cover, in accordance with regulations of N.C. Department of Environmental Quality.



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- Agency Approval

The N.C. Department of Environmental Quality reserves the right to review any temporary site to determine if the provisions outlined herein have been adequately addressed.

- Site Re-Approval

- Sites that were approved as temporary staging or processing sites will require re-approval for long term storage, continuing reduction processing, permanent disposal if site is not closed out in accordance with guidelines stated here.
- Sites shall be managed and monitored in accordance with the N.C. Department of Environmental Quality and to prevent threats to the environment or public health.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
County Emergency Management (ESF 5)	County Public Information Officer (ESF 15)
County Manager's Office	North Carolina Emergency Management (ESF 5)
NC Department of Transportation (ESF 3)	Federal Emergency Management Agency (ESF 5)
Town Managers	County Fire Marshal's Office (ESF 4)
County Finance Department (ESF 14)	

Annex N Recovery

I. Purpose

Recovery is an essential action of Federal, State, and local government to assist in returning communities and government operations to a normal pre-disaster level. This section presents a system for the provision of disaster recovery operations.

II. Situation and Assumptions

A. Situation

1. Recovery refers to those measures undertaken by a community following a disaster to return all systems to normal or improved levels.
2. Recovery does not just happen, even though citizens generally take the initiative in "picking up the pieces" and trying to resume the activities that make up community life.
3. Effective recovery consists of a complex array of inter-dependent and coordinated actions. These actions are undertaken at several levels (individual, organizational, community, national), and over a long period of time.
4. An effectively managed recovery program will allow the prompt restoration of essential services, the reconstruction of damaged property, and the resumption of traditional lifestyles.
5. Debris is a predictable consequence of disaster.



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6. Jackson County has identified landfill sites for debris removal and disposal. As the situation dictates, the Solid Waste Director may set up temporary landfill sites closer to heavily damaged areas.
7. Debris will not be disposed of until after being viewed by federal damage assessment personnel to facilitate reimbursement of removal and disposal costs.
8. Recovery from a significant disaster will be managed in two identifiable phases:

a) Short Term Recovery Phase

This is the emergency reaction phase that begins with the implementation of emergency plans. Actions under this phase will include:

- Initial emergency response (i.e., fire/rescue, law enforcement, EMS operations, mass care)
- Initial impact assessment
- Emergency debris removal
- Restoration of vital services
- Security of damaged/evacuated areas
- Management/distribution of donated goods
- Initial damage assessment

b) Long Term Recovery Phase

Actions under this phase will include:

- Completion of damage assessment
- Completion of debris removal
- Requests for Disaster Declaration/assistance
- Restoration of essential facilities
- Repair/rebuilding of damaged public and private buildings and facilities
- Repair/rebuilding of damaged roadways and bridges
- Repair/rebuilding of damage and destroyed private homes and businesses.



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- Hazard mitigation projects
9. There are two paths or disaster assistance that may be available in North Carolina dependent on the level of damages surveyed and the ability of local government to recover and the extent of damages to individuals.
 - State Level Disaster Declaration (NCGS 166A-19.21)
 - Presidential Level Disaster Declaration (Stafford Act as amended)
 10. After completion of a Preliminary Damage Assessment with State, Federal and local assessors, if the damage meets the criterion set forth in NCGS 166A-19.21, the Director of North Carolina Emergency Management may request to the Governor that a jurisdiction is eligible for State recovery assistance.
 11. The Governor is then allowed to utilized State funding sources to support recovery actions with State recovery staffing as needed.
 12. A Governor's declaration can allow for the following assistance:
 - Individual Assistance for residents who do not qualify for Small Business Administration disaster assistance.
 - Small Business Administration disaster assistance.
 - Limited Public Assistance up to 75% of qualified damages that exceed 1% of the operating budget of a local government. (Details are included in NCGS 166A-19.21)
 13. Should the magnitude and severity of the disaster exceed thresholds under the Stafford Act, as amended, and the county/State is unable to recover without assistance, a request from the Governor to the President of the United States for a Presidential Declaration can be made.
 14. The President's Disaster Relief Program is designed to supplement the efforts and available resources of state and local governments, voluntary relief organizations, and other forms of assistance such as insurance. The President's Declaration of a major disaster or an emergency authorizes federal assistance under the Stafford Act and triggers other federal disaster relief programs as well.



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15. A full Presidential Declaration of Disaster includes all the following emergency assistance programs:
 - a. Public Assistance Programs (PA)
 - b. Individual Assistance Programs (IA)
 - c. Small Business Administration assistance (SBA)
 - d. Hazard Mitigation Programs
16. In lieu of a full Presidential Declaration, federal assistance can also be delivered through a partial declaration, and any combination of the following:
 - a. Search and Rescue Assistance
 - b. Fire Suppression Assistance
 - c. Health and Welfare measures
 - d. Emergency Conservation Program
 - e. Emergency Loans for Agriculture
 - f. Disaster Loans for Homeowners & Businesses
 - g. Repairs to Federal Aid System Roads
 - h. Tax Refunds/IRS Assistance to victims
 - i. Voluntary Agency Assistance via Red Cross
 - j. Department of Defense Pre-declaration
 - k. Emergency Assistance (via the Stafford Act as amended)
17. There exists in the county a United States Department of Agriculture County Emergency Board responsible for providing leadership and coordination for all USDA emergency programs at the county level. The USDA State Emergency Board provides guidance, direction, and assistance on emergency programs.
18. The President may declare an emergency in the absence of a Governor's request when the emergency involves a subject area for which the Federal Government exercises exclusive or pre-eminent responsibility and authority.
19. Close cooperation among the agents of local, state, and federal governments will be essential in expediting assistance to the county after any State or Presidential Declaration.



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20. Hazard Mitigation Grants will be available through FEMA after a Presidential Declaration; the grant total will be based on a percentage of the amount of Public Assistance funds provided to the State of North Carolina PA applicants.
21. As potential applicants for Public Assistance, local governments and private non-profit agencies must thoroughly document disaster related expenses from the onset of an emergency/disaster.
22. Businesses which intend to apply for Small Business Administration Disaster Loans, etc. will need thorough documentation of the history of the business and the effect of the disaster on the business.
23. Jackson County will automatically become eligible for some forms of federal assistance (i.e., SBA, Agricultural) if a county contiguous to Jackson receives a declaration for emergency federal assistance.

B. Assumptions

1. A major disaster will have a significant long-term economic impact on the county.
2. Unsolicited resources and donated goods can be expected from outside the impacted area. The County must be prepared to manage this influx of resources and goods as part of the recovery effort (See Donations Management Annex Q).
3. Space will be available for the operation of one or more Disaster Recovery Centers (DRC) in the county following a Presidential Declaration of Disaster.
4. A Disaster Field Office will be set up in North Carolina by the Federal Emergency Management Agency. The DFO will be near the disaster area but dependent on how widespread the disaster is could be located several counties away.
5. The damage assessment process will identify most local individuals with unmet needs.



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6. A minimum loss of 35% of one of the county's major crops will qualify the county's agri-business community for USDA Disaster Assistance: however, the loss must be incurred because of a natural disaster.
7. The local or state share of funds provided for Public Assistance will be 25% and the State will pay the local share of 25% (historically), supplementing the mandated federal share of 75%.
8. Mitigation has become increasingly important to local officials who must bear the agony of loss of life and property when disaster strikes. Mitigation funding will be available and support the removal of damaged structures, infrastructure and hazards that may be impacted by future disasters therefore eliminating concerns and repeated damages.
9. Jackson County will require assistance from state agencies, contractors, and other localities for significant debris removal and for utility restoration.
10. Town recovery forces will require assistance from the State and contractors in clearing debris from town streets, rights-of-way, and properties.
11. The road system in Jackson County is mostly state-owned and maintained, therefore, North Carolina DOT will take a lead role in clearing roads and bridges following a major disaster.
12. Roads and maintenance in private developments will be the responsibility of the property owners and assistance will not be needed for debris removal and repair of roads/bridges.

III. Concept of Operations

- A. Responsibility for coordination and support of the recovery effort lies with local and state government.
- B. Recovery operations will initially be coordinated from the Emergency Operations Center.



Jackson County Emergency Operation Plan

- C. Priority debris clearance will be given to streets and to primary roadways to allow passage of emergency vehicles.
- D. Operations will request outside resources and manage the assignment of priorities for debris clearance.
- E. NC DOT, Jackson County, and towns will keep individual records on debris clearance expenditures.
- F. Accurate emergency logs and expenditure records will be kept from the onset of the disaster by each local government agency/organization. Standardized forms have been developed for local government; these forms will be available through the County Finance Office.
- G. The Governor and/or President may authorize the utilization of any state or federal equipment, personnel, or other resources.
- H. The Governor may declare a State Disaster Declaration dependent on response and recovery reports as authorized under NC GS 166A-19.21.
- I. A Governor's Disaster Declaration implemented under NC GS 166A-19.21 can provide several levels of disaster assistance:
 - 1. Individual Assistance if the emergency disaster event meets Small Business Administration guidelines for declaration. Types of assistance available are:
 - Small Business Administration Loans
 - Temporary Housing and rental assistance
 - Repair or replacement of dwellings grants
 - Replacement of personal property
 - Repair or replacement of privately-owned vehicles
 - Medical or dental expenses
 - Funeral or burial expenses resulting from the emergency
 - Funding for the cost of the first year's flood insurance premium to meet the requirements of the National Flood Insurance Act of 1968 as amended.
 - 2. Public Assistance grants for local governments and private non-profits that have damages that exceed ten thousand dollars of



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uninsurable losses and the losses exceed 1% of the annual operating budget and have met the requirement to have an approved mitigation plan and participating in the National Flood Insurance Program include:

- Debris Clearance
 - Emergency protective measures
 - Road and bridges
 - Crises counseling
 - Assistance with public transportation needs
3. The receiving jurisdiction will be responsible for 25% of grant allocation.
- J. If damages exceed the State of North Carolina's abilities to recover, the Governor may request a Presidential Declaration or specific Federal Agency declarations, i.e., Small Business Administration, Department of Agriculture, Corps of Engineers, etc., to augment state/local/private disaster relief efforts.
- K. The North Carolina Agriculture Commissioner can request the Farm Service Agency (FSA) to be the lead agency for agricultural disasters under an agency declaration. For natural disasters where loss is confined to agriculture, the following actions will occur:
1. Damage assessment.
 2. USDA County Emergency Board meeting.
 3. Submission of a USDA Flash Situation Report to FSA Area Office.
 4. USDA State Emergency Board meeting.
 5. Exchange of information on available programs/actions plus other counties affected.
 6. State review of damage assessments reports.
 7. Decision made by State Board on "concurring" and "not concurring" with information in the damage assessment reports.



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8. Forwarding of reports to FSA national headquarters to support a request for designation of a county for FSA Emergency Loans.
- L. A Presidential Declaration of Disaster, will initiate the following series of events:
1. A Federal Coordinating Officer (FCO) will be appointed by the President to coordinate the federal efforts.
 2. A State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR) will be appointed by the Governor to coordinate the state efforts.
 3. A Disaster Field Office (DFO) will be established within the state (central to the damaged areas) from which the disaster assistance programs will be administered.
 4. Disaster Recovery Centers (DRCs) will be established in the affected areas to accommodate persons needing Individual Assistance (IA).
 5. Applicants' Briefings will be held to explain Public Assistance eligibility criteria for officials of the county, municipal, and private nonprofit organizations. The Emergency Management Director will assist with identification and notification of potential applicants.
 6. Each eligible entity will submit a Request for Public Assistance (RPA) within thirty days of the Declaration.
- M. A Presidential Declaration of Disaster may authorize two basic types of disaster relief assistance:
1. Individual Assistance (IA) - supplementary federal assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or an emergency. Such assistance may be provided directly by the Federal Government or through state or local governments or disaster relief organizations.



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Individual Assistance can consist of any or all the following:

- Temporary housing (100% federal funds)
 - Individual and family grants (IFG) (75% federal 25% state / local funds)
 - Disaster unemployment assistance
 - Disaster loans to individuals, businesses, and farmers
 - Agricultural assistance
 - Legal services to low-income families and individuals
 - Consumer counseling and assistance in obtaining insurance benefits
 - The Cora Brown Fund
 - Veterans' assistance
 - Casualty loss tax assistance
2. Public Assistance (PA) - supplementary federal assistance provided under the Stafford Act as amended to state and local governments and certain private, nonprofit organizations other than assistance for the direct benefit of individuals and families.

Categories of Public Assistance available are:

- Category A: Debris Removal
 - Category B: Emergency Work/Protective measures
 - Category C: Roads and Bridges
 - Category D: Water Control Facilities, etc.
 - Category E: Buildings and Equipment
 - Category F: Utilities
 - Category G: Parks, Recreational Facilities, etc.
- N. Following the Public Assistance Applicant's briefings, Damage Survey teams will be dispatched from the DFO to inspect every damaged site and prepare Damage Survey Reports (DSR) for each applicant. The DSR will provide a recommended scope of work and give estimated costs in accordance with FEMA eligibility criteria. The criteria allow repairs or restoration of facilities to their pre-disaster condition in accordance with applicable codes, specifications, and standards.



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- O. A Public Assistance Damage Survey team will be comprised of the following:
 - 1. A federal representative who will serve as the team leader.
 - 2. A state representative.
 - 3. Local applicant's representative.
- P. The Emergency Management Director will take the lead in determining mitigation projects needed following a disaster, and coordinate applications for available mitigation grants.
- Q. Following any major emergency or disaster event, a critique will be held to evaluate the jurisdiction's response to the event. A critique will include the following issues related specifically to recovery:
 - 1. Mitigation of potential problems through use of Hazard Mitigation Grants.
 - 2. Plan revision based on lessons learned.
 - 3. Unmet Needs status.
 - 4. Management of Donations.
 - 5. Interagency cooperation.
 - 6. Damage Survey Report process/documentation.
 - 7. Recovery training needed.

IV. Direction and Control

A. General

- 1. Jackson County government will take the lead in pursuing State and Federal assistance after an emergency or disaster has affected any area of the County.



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2. It is the responsibility of the towns to conduct assessments and notify Jackson County Emergency Management of unmet needs and level of assistance needed both at the public assistance and individual assistance levels.
3. Jackson County Damage Assessment Officer will compile all reports of damage and present findings to the Emergency Management Director for documentation submission to the State Recovery office.

B. Administrative

1. All decisions requiring additional county funding will be handled through the County Manager's office to be taken before the County Board of Commissioners.
2. All decisions requiring additional municipal funding will be handled through Town Manager's offices to be taken before Town Councils.
3. Detail documentation of all disaster and recovery related activities and recovery funding will be maintained at the local, state, and federal levels to support future audit requirements.
4. Each public assistance applicant will be responsible to provide their own administrator who will provide and keep appropriate documentation of disaster related expenses and processes.

V. Continuity of Government

Line of Succession:

- A. Emergency Management Director
- B. Assistant Emergency Management Director
- C. County Manager



Jackson County Emergency Operation Plan

Annex N

Attachment 1

Administration Recovery Checklist

- ☐ Lead, guide, and direct public both short term and long-term recovery efforts on behalf of the County.
- ☐ DO NOT terminate a declared local State of Emergency until the majority of (if not all) both short term and long-term recovery projects have been completed or contracted for completion or until advice by the State to do so has been accepted.
- ☐ Instruct departments that have sustained damages and/or incurred expenses (i.e., overtime, equipment usage, etc.) to document such damages and expenses. Examples are:
 - Personnel time records, including regular and overtime salary.
 - Hourly rate for:
 - Wages
 - Retirement
 - Insurance (medical and workers comp)
 - Other benefits
 - Personal expenses only if they are disaster related (i.e., out of pocket expenses for supplies, food, fuel, etc.).
 - Travel expenses only if they are disaster related.
 - Expenses of the County for procurement of supplies and/or equipment used, rented, purchased, or contracted during the period of the disaster.
 - Costs directly related to debris management.
 - Costs directly related to emergency response and/or other protective actions.
 - Direct administrative costs of collecting, maintaining, compiling and/or copying required reports, including the time of the personnel required to do so.
- ☐ Instruct departments to use the correct forms (see Public Assistance Forms - FEMA).
- ☐ Emphasize to departments the necessity for accurate and timely reporting of damages and expenses.
- ☐ Damages should be recorded using the database, as well as placed on necessary FEMA forms to present to the Federal Coordinating Officer or their



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representative. **Note: It is necessary to record public damages in the database for local records management and value tracking.**

- ☐ Once each department has completed their reports, instruct them to turn in reports to Finance or the appointed agency responsible for collecting and compiling the reports.
- ☐ Attend, or designate an authorized County representative to attend, an Applicant Briefing at the location and time given by the State and/or Federal Coordinating Officer.
- ☐ Ensure the Request for Public Assistance (RPA) is completed accurately and on time and presented to the appropriate State and/or Federal representative.
- ☐ Appoint representatives of the county to serve with an Unmet Needs Committee:
 - Unmet Needs Committee members should include, but not be limited to:
 - County departments that may offer services (i.e., Social Services, Health, Utilities, Library, Veterans Services, Aging, Transportation, etc.)
 - Red Cross, Salvation Army, Goodwill, etc.
 - Local churches or ministerial association members
 - Other volunteer/community organizations
 - Establish or appoint a chair for the committee.
 - The Unmet Needs Committee is only to consider meeting individual or individual family needs that cannot be met by other local/state/federal programs and offerings of assistance. Almost all individuals will qualify for some level of assistance but may choose not to accept or seek such assistance. Individuals who may qualify for other local/state/federal assistance will be candidates for consideration by the Unmet Needs Committee.
 - Assist Unmet Needs Committee with meeting locations and staff support if appropriate to do so.
- ☐ Ensure Emergency Management is kept informed and serves as chief liaison with State Emergency Management and Federal Emergency Management.
- ☐ Expedite the issuance of contracts for emergency repairs to County properties.
- ☐ Expedite the issuance of contracts for debris management, debris removal, and debris disposal, if such contracts have not been issued or pre-arranged.



Jackson County Emergency Operation Plan

Annex N

Attachment 2

Finance Department Recovery Checklist

- ☐ Receive a briefing from the Emergency Operations Center and/or County Manager and/or Damage Assessment Officer determine the extent of damages to public facilities.
- ☐ Coordinate with all county departments and agencies to gather information.
- ☐ Produce reports and records that accurately reflect County costs incurred during the disaster including:
 - Personnel time records, including regular and overtime salary.
 - Hourly rate for:
 - Wages
 - Retirement
 - Insurance (medical and workers comp)
 - Other benefits
 - Personal expenses only if they are disaster related (i.e., out of pocket expenses for supplies, food, fuel, etc.).
 - Travel expenses only if they are disaster related.
 - Expenses of the County for procurement of supplies and/or equipment used, rented, purchased, or contracted during the period of the disaster.
 - Costs directly related to debris management.
 - Costs directly related to emergency response and/or other protective actions.
 - Direct administrative costs of collecting, maintaining, compiling and/or copying required reports, including the time of the personnel required to do so.
- ☐ Assist expediting the issuance of contracts for emergency repairs to Jackson County properties.
- ☐ Assist expediting the issuance of contracts for debris management, debris removal, and debris disposal, if such contracts have not been issued or pre-arranged.
- ☐ Prepare or appoint personnel to prepare all State and Federal documentation for Public Assistance.
- ☐ Be familiar with the FEMA Equipment and Cost Code schedule.



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- ☐ Prepare reports or other documents to present to the County Manager and/or the Board of Commissioners, as directed by the County Manager.
- ☐ Assess immediate and long-term budget impacts.
- ☐ Consult with the Tax Assessor/Tax Department to determine potential revenue (tax) losses from damaged or destroyed private properties including residential and industrial.
- ☐ Consult with Cooperative Extension to determine potential revenue (tax) losses from damaged or destroyed agriculture properties.
- ☐ Carry out other relative functions as instructed by the County Manager.
- ☐ See other hazard specific checklists for possible additional information or guidance.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Public Works (ESF 3)	County Emergency Management (ESF 5)
Town Street Maintenance (ESF 3)	County Finance Department (ESF 14)
Tuckasegee Water and Sewer Authority (ESF 3)	County Manager's Office
NC Department of Transportation (ESF 3)	County Public Information Officer (ESF 15)

Annex O Public Works

I. Purpose

This annex provides guidance for essential public works services during an emergency/disaster to reduce the impact of the emergency and assure continued essential public works functions.

II. Situation and Assumptions

A. Situation

1. In an emergency there is frequently a need for manpower and equipment to remove obstructions or debris from roads and at government facilities and for restoration of essential utilities.
2. Town public works capabilities are discussed in the Basic Plan under Situations.
3. Tuckasegee Water and Sewer Authority is the primary provider of water and sewer services within Jackson County and will coordinate their activities with the Jackson County EOC.

B. Assumptions

Public works departments have a limited, but immediate capability to provide emergency services for debris removal, restoration of essential utilities and shelter upgrading.



Jackson County Emergency Operation Plan

III. Concept of Operations

- A. During non-emergency periods, the role of Public Works is confined to trash collection, landfill operations, building, ground and street maintenance, water and sewage utility services, transportation resources and equipment operations/maintenance.
- B. During emergencies, the Public Works function expands, and coordination of Public Works emergency operations is essential.
- C. Public Works arranges for support services for emergency response agencies and coordinates with the private sector.
- D. The Jackson County Public Works Director will serve in the Emergency Operations Center for the coordination of debris removal at and restoration of county owned facilities. This position will also serve as a coordination point to assist town public works agencies in getting support resources for the recovery and restoration of town-maintained streets and facilities.
- E. Towns will serve their own community within the scope of the public works activities that are provided to the citizens. When their capabilities are exhausted, the town can coordinate with other towns/municipalities where there are existing mutual aid agreements, or they can utilize the County Emergency Operations Center to assist in acquiring assistance.
- F. The State of North Carolina maintains roads within the county and will provide the function of debris clearance and removal on these maintained roads. Within the towns there is a mixture of state-maintained roads and town-maintained roadways. Prior agreements between North Carolina Department of Transportation and the town will determine responsibility for debris removal and repair of these roads.
- G. On the campus of Western Carolina University maintenance crews will coordinate and facilitate removal of debris and repair of facilities as needed and may use the State EOC to access resources and manpower to expand their capability.
- H. The Emergency Operations Center will also serve to coordinate with the North Carolina Department of Transportation information about critical



Jackson County Emergency Operation Plan

areas or needs, for the clearance of debris from roadways, and to provide emergency vehicles access.

- I. Within the National Response Framework, Public Works is considered an Emergency Support Function. ESF#3 outlines operations of the federal government when operating with local, state, and federal agencies.

IV. Direction and Control

- A. The Jackson County Public Works Director will coordinate maintenance activities during emergencies and coordinate with other response forces in the towns, or North Carolina Department of Transportation.
- B. The towns will maintain control of their resources and response activities and work with the Jackson County EOC for additional resources outside of their established mutual aid agreements.
- C. Western Carolina University will maintain control of their resources and response activities. If needed they will utilize the State EOC for additional assistance.
- D. The Public Works Director will maintain direct communication with on-site personnel via the public works radio system or telephone.
- E. When notified of an emergency, the Public Works Director will determine the county resources to be committed to disaster response and alert appropriate personnel.
- F. On-site control will be coordinated by the designee of the Jackson County Public Works Director or by town staffs as well as the North Carolina DOT Supervisor or resident engineer.

V. Continuity of Government

Line of Succession:

- A. Jackson County
 1. Jackson County Public Works Director
 2. Assistant Public Works Director



Jackson County Emergency Operation Plan

3. County Manager

B. Towns

1. Town Public Works Director
2. Maintenance Supervisor (s)
3. Town Manager



Jackson County Emergency Operation Plan

Annex O Attachment 1

Public Works Preparedness/Response Checklist

- ☐ When requested or required, report to the Emergency Operations Center and serve in the Operations Group until relieved or the incident is terminated.
- ☐ Receive a situational briefing at the EOC. Ask questions and address concerns during the briefing.
- ☐ Advise the EOC of the availability of maintenance response resources, including the number of personnel and/or equipment/services that may be available.
- ☐ Advise the EOC of the preparedness activities that have taken place to ensure adequate potable water supplies and generator power.
- ☐ Advise the EOC of any shortcomings or vulnerabilities county-owned properties may experience or have experienced that would cause extended loss of the use of the building/property.
- ☐ Develop plans and recommendations in the event of partial or total electrical failure at any county-owned vital facility.
- ☐ Develop mutual aid and resource agreements with surrounding counties and contractors.
- ☐ Implement mutual aid agreements, as necessary.
- ☐ Brief your personnel regarding the current or impending situation based upon information received at the EOC briefing. Include in your briefing:
 - Current overall situation as relates to the emergency/disaster.
 - Maps of affected areas.
 - Current personnel status (i.e., is someone out on leave).
 - Safety.
 - Location of supplies if different from "normal" locations (i.e., emergency worker food supplies, fuel, etc.).
 - Security.
 - Advise personnel to log mileage of all vehicles used and the amount of time (in hours) that all equipment was used.
 - Work assignments including additional shifts if required.
 - Telephone numbers of key personnel.
- ☐ Establish and maintain communications with your personnel and/or public works (town) facilities as necessary for the duration of the emergency/disaster.
- ☐ Establish and maintain communications with the Emergency Operations Center for the duration of the emergency/disaster.



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- ☐ Ensure personnel are advised to accurately record overtime and file reports with their immediate supervisor.
- ☐ Ensure personnel are advised to accurately record expense incurred in the performance of their duty and file reports with their immediate supervisor.
- ☐ Issue equipment or supplies (i.e., gloves, face shields, etc.).
- ☐ Ensure a tracking method is in place to track and record expenditures.
- ☐ Prepare reports regarding the overall system status as needed, required, or requested and forward such reports to the County Manager and/or Emergency Management Director for the duration of the emergency/disaster.
- ☐ Prepare or appoint personnel to prepare records and reports for personnel overtime, equipment uses and expenditures. Forward these reports to the Finance Office or other department as directed by the County Manager.
- ☐ Carry out other functions related to your department as required or requested by the County Manager and/or Emergency Operations Center.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County School Board	County Public Information Officer (ESF 15)
Jackson County Public Schools	County Emergency Management (ESF 5)
	County Manager's Office
	Sylva Police Department (ESF 13)
	County Sheriff's Office (ESF 13)
	Emergency Medical Services (ESF8)
	County Fire Services (ESF 4)

Annex P School Emergency Plans

I. Purpose

This Annex outlines Jackson County School System's approach to emergency management and operations before, during and after an incident. It has been developed to assist the schools within Jackson County in protecting their staff, students, and visitors during an emergency. This plan takes an all-hazards approach to emergency management and plans within the five-mission areas of prevention, protection, mitigation, response, and recovery, as outlined in the Presidential Preparedness Directive, PPD-8, released in March of 2011.

II. Situation and Assumptions

A. Situation

1. Jackson County has one school system under the direction of a board. Jackson County Schools are committed to the safety and security of students, faculty, staff, contractors, and visitors on their campuses. To support that commitment, the school system has conducted an all-hazards review of its schools' emergency prevention, protection, mitigation, response, and recovery procedures relevant to natural and human caused disasters.
2. It is the responsibility of school officials to protect students and staff from the effects of hazardous events which involves the primary role of identifying and mitigating hazards, preparing for, and responding to, and managing the recovery from emergency situations that affect schools.



Jackson County Emergency Operation Plan

3. It is the responsibility of the school principals, or a designated person, to conduct drills and exercises to prepare school personnel as well as students for an emergency.
4. The school system recognizes the need to commit the appropriate resources to ongoing training, exercises, and maintenance required to keep planning current.
5. Clear communications between the schools and emergency management officials along with ongoing monitoring of emergency management practices and advisories is essential.
6. There are numerous situations and circumstances that may implement this portion of the Emergency Operations Plan (EOP). The conditions may be:
 - Severe Weather
 - Manmade events (i.e., chemical release, utilities failure, etc.)
 - Mass casualty event at the school or other types of events
7. Each condition requires a specific response from local government. Local government may activate the Emergency Operations Center (EOC), as necessary, when an event affects schools or the school system.
8. Each school also serves to support community emergencies by providing busses and facilities that may be needed or required to facilitate evacuation and sheltering. This support will normally be preidentified and agreements put in place to document processes.
9. Each school is responsible to develop detailed emergency response plans and train their staff on this plan.
10. Jackson County Emergency Management, Jackson County Sheriff's Office, Sylva Police Department, Harris Regional Emergency Medical, Glenville-Cashiers Rescue and local fire services have an obligation to work with each school in the development and training needed to implement emergency plans.
11. The Incident Command System (ICS) will be used to manage all emergencies that occur within schools located in Jackson County. Local emergency management and first responders operate under



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NIMS and the Incident Command System, so it is critical that Jackson County Schools work with other components of local government to comply with NIMS.

B. Assumptions

1. All schools located in Jackson County will take an equal and proactive stance to address emergency planning, training, and exercise needs.
2. Schools in Jackson County will work closely with emergency management, law enforcement and other key first responders to support their emergency planning.
3. Law enforcement, emergency management and first responders recognize the need to work closely with school systems and will support all efforts to plan for, mitigate and respond to emergency situations within the Jackson County System.
4. Principals and staff will plan, train and exercise according to guidance given by public safety personnel and school system leadership.

III. Concept of Operation

- A. The school principal is responsible for establishing objectives and policies for emergency operations and providing general guidance for emergency response and recovery operations. In most situations, the school principal will assume the role of School Incident Commander. During disasters, they may carry out those responsibilities from an identified Incident Command Post (ICP).
- B. The School Incident Commander, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response from the Incident Command Post until local emergency services arrive.
- C. During emergency operations, the school administration retains administrative and policy control over their employees and equipment. However, personnel and equipment to carry out mission assignments may be directed by the School Incident Commander (SIC) or the Incident Commander who replaces the SIC. Each emergency services agency is responsible for having its own operating procedures to be followed during



Jackson County Emergency Operation Plan

response operations, but interagency procedures, such as a common communications protocol and Unified Command, may be adopted to facilitate a coordinated effort.

- D. School personnel are usually first on the scene of an emergency within the school. They will normally take charge and remain in charge of the emergency until it is resolved and/or will transfer command and incident management to the appropriate emergency responder agency with legal authority to assume responsibility. **However, at no time will school officials transfer responsibility for student care.**
- E. The school principal or designee will be responsible for activating the school emergency operations plan and the initial response, which may include the following actions:
 - Evacuation- “Go Outside”—When conditions are safer outside than inside a building and requires all staff and students to leave the building immediately.
 - Lock Down- “Immediate threat in building”—When a person or situation presents an immediate threat to student and staff in the building. All exterior doors and classroom doors are locked, and student and staff stay in their office, work areas and classrooms.
 - Secure School/Lock Out- “Stay Put”—When suspicious activity or crime has been reported to have occurred in the community surrounding the school. Exterior doors, interior doors and windows are closed and locked, continue teaching, notify students of increased security, continue normal school operations, report any missing or tardy students, and report any unusual observations outside building.
 - Shelter-in-place- “Potential severe weather or immediate environmental hazard”—When conditions are safer inside the building than outside. For severe weather sheltering, students and staff are held in the building safe areas and interior rooms or basement away from windows. For hazardous material release outdoors with toxic vapors, student and staff are to remain in their classrooms, windows and doors are sealed and all ventilation systems are shut off. Limited movement is allowed. Taking shelter inside a sealed building is highly effective in keeping students and



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staff safe. (Evacuation due to hazardous event will be covered in Annex P, Attachment 1)

- Drop, cover, and hold—Students and staff drop low, take cover under furniture, cover eyes, head with hands and arms and protect internal organs.
- F. Notifications may occur from a school to “911” or may come from the school board office, an emergency official (fire, law enforcement, emergency manager, 911 Communications, etc.) to the school advising the type of emergency or situation occurring that would require school staff to act.
- Should an event occur (i.e., weather, chemical spill, etc.) which requires notification, action will be taken based upon the conditions at the time.
 - If protective actions by the public and/or schools are necessary, local government will activate the primary notification system.
 - School officials will be notified by telephone of the emergency.
 - If an emergency incident occurs at the school, school officials will contact the Jackson County Warning Point, via 9-1-1.
 - Schools in Jackson County are also supplied with a weather alert radio system to warn of impending severe weather. This system can also be used for other emergency events.
 - Upon notification that an incident has occurred, the school principal or their designee shall activate its emergency response plan to ensure the safety and welfare of students and staff.
 - Following receipt of notification of an emergency, the principal (or designee) will notify the Superintendent of Schools, the school transportation system director, and the EOC representative of their course of action. This will ensure that resources are activated or put on standby to implement the school plan.



Jackson County Emergency Operation Plan

IV. Training and Exercises

A. Training

1. It is the responsibility of the school principal, or designated person or team, to provide in-service emergency response education for all school and office personnel.
2. As part of the in-service training, each staff member should receive an orientation on the plan along with violence prevention training.
3. Training should be conducted in cooperation with the school safety and security committee, including local law enforcement, fire, emergency management, and emergency medical services. This will give the school community an understanding of the need for unified planning, preparedness, and response.
4. Substitute teachers or teachers who join the staff during the school year shall receive a basic orientation regarding this plan, as well as a fact sheet on how to respond to various emergency situations.

B. Exercises

1. The school system will plan for monthly Fire (emergency egress and relocation) drills (two are recommended in the first 30 days of school).
2. In the event of inclement weather, the drill will be rescheduled to be completed prior to the end of the month.
3. A minimum of three crisis response drills will be conducted during each school year or once every three months. These drills can be scheduled in place of every third monthly Fire (emergency egress and relocation) drill.
4. Schools are encouraged to plan an exercise involving local first responders and emergency management during the school year. The types of drills and exercises will be determined by the school in collaboration with local public safety, emergency management, and public health officials.



Jackson County Emergency Operation Plan

5. Schools will participate in any external drills or exercises sponsored by local emergency management or emergency responders. Availability of school personnel and the nature of the drill or exercise shall govern the degree of participation as it relates to improving the school's ability to respond to and deal with emergencies.

V. Continuity of Government

Line of Succession for Schools:

- A. School Principal
- B. Assistant School Principal
- C. Superintendent of School System



Jackson County Emergency Operation Plan

Annex P Attachment 1 School Evacuation Plans

I. Purpose

Events have and can occur that will cause a school to have to relocate staff and students to an alternate location within Jackson County. Each school has specific required planning to address how and where they should relocate in coordination with potential receiving schools and Jackson County Emergency Management.

II. Situation and Assumptions

A. Situation

1. Due to their proximity to industrial sites and major hazardous materials transportation routes or urban interface situations, schools may be required to relocate staff and students to alternate locations and conduct reunification with parents or authorized persons.
2. Situations can occur within a school that would require evacuation and relocation of staff and students to alternate locations that may require extra support resources and staff.
3. Plans are required to be developed, trained on, and exercised each school year to address emergency situations.

B. Assumptions

1. School personnel have completed and coordinated evacuation plans with staff and receiving schools.
2. Training has occurred that will familiarize and assist staff of expectations and requirements to facilitate evacuation and relocations of students and visitors.
3. Proper assets and law enforcement will be available to support evacuation and movement of staff and students.
4. Mutual aid resources if needed will be available to support emergency situations involving school systems in Jackson County.



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III. Concept of Operation

A. Evacuation

Identification badges will be prepared at the beginning of each year and updated on a routine basis to ensure that each student is provided with a means of identification if evacuation should become necessary. New badges shall be made for each student following use of the earlier badges. It is vitally important that this information be maintained and updated routinely since some younger students may be confused and unable to communicate their identity to reception center officials. Identification badges will be kept by the teacher and distributed in the event an evacuation is ordered.

1. Notification to evacuate a school may occur depending upon the severity of conditions during an emergency. Efforts will be made to evacuate all schools within the shortest possible time.
2. Upon notice to evacuate, the principal or designee will announce, the course of action that the school will take, over the PA system.
3. If possible, students will clear their desks, lockers, and closets of personal items and report to classrooms or homerooms.
4. Teachers will take roll call and account for all students.
5. Each student shall be provided with a visible identification badge (either self-adhesive or pinned to clothing with a safety pin) prior to evacuation. The following information will be on the badge:
 - School
 - Student's name
 - Address
 - Name of parent / guardian
 - Home telephone number
 - Teacher's name
 - Bus number used in evacuation
6. Each school will be evacuated to the reception center identified for that school.



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7. Teachers and other school staff may be requested to drive personal vehicles to a reception center location and assist in accountability of students; however, at least one (1) teacher or staff member will be assigned to each bus leaving the school.
8. Students of age may be allowed to drive their personal vehicles to the reception center location.
9. Each school will be assisted in traffic and crowd control by a law enforcement officer from local or state government.
10. Buses will leave each school and proceed to the reception center as a convoy.
11. Each convoy may be escorted and followed by a law enforcement officer. They will also serve as the primary communications link between the convoy and the EOC.
12. After leaving the school, all evacuees will proceed directly to the appropriate reception center.
13. Families will be notified by annual correspondence as well as by Emergency Alert System message of the reception center location to which their children have been relocated.
14. Parents/guardians should not attempt to go to the school for pick up but should proceed to the appropriate reception center location.

B. Transportation

1. Transportation resources will be pre-established to expedite the evacuation process.
2. Transportation needs will be reviewed at the beginning of each academic year to ensure adequate resources.
3. School buses will be the primary means of transportation. In addition, activity buses and other support vehicles may be used.
4. If additional transportation is necessary, it will be provided through the EOC.



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5. Students driving to schools may be permitted to drive their own cars out of the area but will be instructed by the principal to report immediately to the assigned reception center.
6. The principal or designee at each school will assign the order in which buses will be loaded by classroom with at least one (1) teacher or staff member assigned to each bus.
7. All buses will be loaded to maximum safe capacity.
8. Each school will have a supply of information packets for bus drivers.
9. Each packet will contain protective information and directions to the appropriate reception center.

Note: Plans, specific to each school, are available from the school Principal or the Administrative Offices.



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Annex P Attachment 2 School Emergency Action Checklist

School System Superintendent

Planning:

- ☐ Establish objectives and priorities for the system emergency management program and provide general policy guidance on the conduct of that program.
- ☐ Review school construction and renovation projects for safety, including compliance with the school infrastructure safety standards.
- ☐ Obtain a resolution from the System School Board giving needed authority and support to develop school emergency operations programs and plans if needed.
- ☐ Initiate, administer, and evaluate emergency operations programs to ensure the coordinated response of all schools within the system.
- ☐ Authorize implementation of emergency preparedness curriculum.
- ☐ Establish a system-wide all-hazards school security and safety plan review committee to approve and coordinate all system school emergency plans.
- ☐ Consult with the Jackson County Emergency Management Director to analyze system needs regarding emergency preparedness, planning and education and to ensure coordination of the school plan with community emergency plans.

Response:

- ☐ In the wake of an incident, meet and talk with the parents of any students and spouses of any adults who have been admitted to the hospital.
- ☐ Assign resources (persons and materials) to various sites for specific needs. This may include the assignment of school personnel from other school or community sites such as community emergency shelters.
- ☐ Authorize immediate purchase of outside services and materials needed for the management of emergency situations.
- ☐ Implement the policies and decisions of the governing body relating to emergency management.
- ☐ Coordinate use of school building(s) as public shelter(s) for major emergencies occurring in Jackson County or within the region.

Recovery

- ☐ Coordinate emergency assistance and recovery as relates to school system issues.
- ☐ Implement a review process for exercises and actual events that will facilitate corrective actions as needed.



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School Principals

Planning

- ☐ Develop and coordinate in-service emergency response education for all school personnel.
- ☐ Coordinate periodic emergency exercises to test emergency plans and training.
- ☐ Ensure that copies of the school emergency plans are filed with the system superintendent and local Emergency Management office.
- ☐ Monitor developing situations such as weather conditions or incidents in the community that may impact the school.
- ☐ Assign school emergency responsibilities to staff as required. Such responsibilities include but are not limited to:
 - Provide instruction on any special communications equipment or night call systems used to notify first responders.
 - Appoint monitors to assist in proper evacuation.
 - Ensure that all exits are operable always while the building is occupied.
- ☐ Ensure a preplanned area of rescue assistance for students and other persons with access and functional needs exists within the building readily accessible to rescuers.

Response:

- ☐ Have overall decision-making authority in the event of an emergency at their school building until it is resolved and will transfer incident command to the appropriate emergency responder agency with legal authority to assume responsibility until emergency services arrives. **However, at no time will school officials transfer responsibility for student care.**
- ☐ Gather information from all aspects of an emergency for use in making decisions about the management of the emergency.
- ☐ Assume command and manage emergency response resources and operations at the incident command post to resolve the emergency until relieved by a more qualified person or the appropriate emergency response agency official.
- ☐ Assess the situation, establish objectives, and develop an emergency action plan.
- ☐ Determine and implement required protective actions for school response personnel and the public at an incident site.
- ☐ Work with emergency services agencies in a Unified Command.
- ☐ Monitor the emergency response during emergency situations and provide direction where appropriate. Stay in contact with the leaders of the emergency service agencies working with the emergency.
- ☐ Request assistance from local emergency services when necessary.



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- ☐ With the assistance of the Public Information Officer, keep the public informed during emergency situations.
- ☐ Act as School Incident Commander until relieved by a more qualified person or the appropriate emergency responder agency and assist in a Unified Command.

Recovery:

- ☐ Maintain accurate accounting of costs associated with response actions taken and submit as needed/required to the Superintendent.
- ☐ Have damage assessments conducted to determine structural safety of the facility and recovery costs associated with resumption of school business.
- ☐ Restore resources used for emergency response to pre-emergency conditions to assure future readiness.
- ☐ Facilitate and participate in critiques of exercises or actual events to support planning updates and changes as needed.

School Security and Safety Committee

Planning

- ☐ In conjunction with the school system leadership and local emergency services, participate in the development of their school's "school security and safety plan."
- ☐ Membership to include local law enforcement officer, local first responder, a teacher, an administrator, mental health professional, parent or guardian and others, as necessary.
- ☐ Recommend training for the school staff and students.
- ☐ Provide information to staff, student, and community on emergency procedures.

Response:

- ☐ Aid during an emergency in accordance with designated roles.
- ☐ Assist the superintendent and principal during an emergency by providing support and care for students, school employees, and visitors during an emergency before local emergency services arrive or in the event of normal local emergency services being unavailable.
- ☐ Provide the following functions when necessary and when performing their assigned function will not put them in harm's way.
 - Facility evacuation - An Evacuation team will be trained to assist in the evacuation of all school facilities and to coordinate the assembly and the accountability of the employees and students once an evacuation has taken place.
 - First aid - A First Aid team will be trained to provide basic first aid to injured students and/or staff.



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- Search and rescue – In most cases, a Search and Rescue team trained in search and rescue operations will conduct this work. Under the direction of a trained team, committee members may perform light search and rescue to find missing or trapped students and/or staff and note and record the situation for first responders.
- Utility Shut-off - The utility shut-off team will be trained to provide utility and mechanical unit shut-off if necessary.
- Damage assessment - The Damage Assessment team will be trained to conduct a building assessment of school buildings to evaluate whether or the building(s) are safe for occupation.
- Student/Parent Reunification - The Student/Parent Reunification team will establish sites for the orderly dismissal of students to their parents.
- Student supervision - The Student/Staff Supervision team will be responsible for supervising the students while emergency response activities are occurring.
- Support and security - The Support and Security team will be responsible for securing the school grounds and prepare for caring for students until it is safe to release them.

Recovery:

- ☐ Conduct debriefings at the end of each emergency to critique the effectiveness of the emergency operations plan.
- ☐ Implement needed planning changes to the emergency plan.
- ☐ Recommend appropriate training and corrective actions to the principal.

Teachers

Planning:

- ☐ Prepare classroom emergency packet.
- ☐ Educate students, parents and visitors on the school emergency plan and expectations to be followed during an emergency.
- ☐ Participate in trainings, drills, and exercises.
- ☐ Establish a buddy system for students and teachers with functional and access needs.

Response:

- ☐ Direct and supervise students Enroute to pre-designated safe areas within the school grounds or to an off-site evacuation shelter.
- ☐ Check visually rooms and areas along the path of exit for persons who may not have received the evacuation notice. This process should not disrupt the free flow of students out of the building.
- ☐ Maintain order while in student assembly area.



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- ☐ Verify the location and status of every student. Report to the School Incident Commander or designee on the condition of any student that needs additional assistance.
- ☐ Remain with assigned students throughout the duration on the emergency, unless otherwise assigned through a partner system or until every student has been released through the official "student/family reunification process."

Recovery:

- ☐ Provide information as needed to the principal regarding classroom needs and support.
- ☐ Monitor students for issues that may pertain to an emergency and provide/request assistance as needed.
- ☐ Participate in critiques and evaluations to support plan review and needed changes.

Transportation

Planning:

- ☐ Establish and maintain school system protocols for transportation-related emergencies.
- ☐ Establish and maintain plans for the emergency transport of system personnel and students.
- ☐ Train all drivers and transportation supervisory personnel in emergency protocols involving buses and the school's emergency operations plan.
- ☐ Develop mutual aid agreements with surrounding school systems.

Response:

- ☐ Coordinate drivers and busses needed to support movement of staff and students due to an emergency or evacuation at schools.
- ☐ Maintain contact with drivers and adjust routes if needed.
- ☐ Assign bus maintenance staff to support mechanical and fueling issues associated with bus usage.

Recovery:

- ☐ Document all expenses associated with busses being used during an emergency.
- ☐ Return busses back to normal operations after emergency usage.
- ☐ Document all damages that may have occurred with bus usage during and emergency.
- ☐ Participate in critiques of emergency or exercises to discuss planning and response shortfalls with use of bus transportation assets.



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Bus Drivers

Planning:

- ☐ Attend training and exercise sessions needed to prepare drivers for execution of emergency plans and procedures.
- ☐ Receive and review emergency packets associated with pre-planned evacuations and protective actions.
- ☐ Identify concerns or planning shortfalls with routes and assignments.

Response:

- ☐ Communicate any suspicious activities or emergency situations to the building principal and/or proper authority.
- ☐ Supervise the care of students if a hazard occurs while students are on the bus.
- ☐ Transfer students to a new location when directed.
- ☐ Execute assignments as directed by the School Incident Commander or ICS supervisor.

Recovery:

- ☐ Document time and expenses associated with emergency and report information to Transportation.
- ☐ Participate in critiques to assist in identification of planning and response issues associated with usage of busses.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Department of Social Services (ESF 6)	Law Enforcement (ESF 13)
County Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
American Red Cross (ESF 6)	NC Depart. of Health and Human Resources (ESF 8 & 6)
	Communications (ESF 2)

Annex Q Donations Management

I. Purpose

This Annex addresses the function of managing goods and services that are donated for relief of residents of Jackson County after a major disaster. Also addressed is the collection of goods donated by the residents of Jackson County to be shipped to victims in other disaster areas. It is of vital importance to manage this function to maintain direction and control with proper strategies for dissemination and disposal of unneeded/wanted items.

II. Situation and Assumptions

A. Situation

1. Historically, persons not directly affected by an emergency/disaster are eager to render aid to disaster victims through donations of money, goods, and services.
2. Lack of an organized system of management for the identification, receipt, organization, and distribution of donated goods and services will result in confusion and loss of control of donated resources.
3. The timely release of information to the public regarding needs and points of contact is essential to management of donated goods and services.
4. At the national level, several organizations have established telephone numbers for disaster relief inquiries; these organizations include FEMA, the American Red Cross, and the Salvation Army.
5. The State of North Carolina may also establish a donations telephone line when the situation dictates.



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6. Suitable facilities, equipment, and personnel are needed for the management of donated goods.
7. The coordination of the collection, packaging, and shipment of goods to a disaster area is best accomplished at the county level.
8. The distribution of donated goods must be coordinated with the identification of unmet needs.

B. Assumptions

1. Suitable space and equipment will be available to receive, sort and store the influx of donated goods and volunteer services.
2. Adequate volunteer personnel for donated goods operations will be available.
3. Multiple local distribution sites will be convenient to the affected populations.
4. A central reception and distribution site for donated goods will be established by the State, away from the disaster area.
5. An aggressive public information effort will expedite the distribution of goods as well as limit an influx of unwanted goods.
6. Local transportation will be available to ship donated goods from the county to other destinations.
7. There will be a surplus of some donated goods that will require proper discreet disposal.
8. Citizens and businesses of Jackson County will elect to donate money and goods to disaster victims elsewhere and they will need and seek guidance on methods of participation.
9. Some donors will seek to bypass the distribution system established by the County.
10. Charitable and religious organizations will assume responsibility of their operations in managing and operating distribution centers.



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III. Concept of Operations

A. General

1. The goal in Donations Management is to establish an approach whereby goods and services, if they cannot be discouraged, will be directed to a central reception center away from the disaster area where they can be sorted and organized for distribution.
2. Prior agreements have been made with volunteer organizations to handle the receipt and distribution of donated goods.
3. After a disaster, Jackson County Emergency Management along with local officials and private voluntary organizations must assess, as quickly as possible, the needs of the impacted area, begin requests for the needed resources and notify the State Emergency Operations Center Common Function for Donation Management.

B. Receipt of Donated Goods

1. A lead agency will be designated for the reception and distribution of donated goods and services.
2. The magnitude and severity of the disaster will dictate the amount of space and personnel required for the reception and distribution process.
3. The lead agency will coordinate with other relief agencies working on the disaster to ensure needs are met without duplication of efforts.
4. Jackson County will establish a central reception and sorting center for donated goods as needed and separate locations convenient to the affected area(s) of the county can be used as distribution centers.
5. Operational personnel will be solicited from the Volunteer Coordinator's list of available resources.
6. Public information regarding distribution and reception sites, needed goods, volunteers, and other pertinent matters will be



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coordinated with and by the Jackson County Public Information Officer (Public Information Officer see Annex I).

7. Requests for needed goods and re-supply of needed goods will be channeled through the State Emergency Operations Center, Common Function Donations Management, and the State Distribution Center, when it has been established.
8. Upon receipt of donated goods, they will be sorted and packaged in a manner suitable for distribution.
9. Surplus donated goods will be disposed of in a manner consistent with the donor's apparent intent.
10. Designated donations:
 - A designated donation is an offer of a donation made to and accepted by an organization or a specific donation requested by an organization.
 - Inquiries concerning donations for a specified organization will be referred to that organization.
 - The organization accepting/receiving the donation will follow its own policies and procedures for handling the logistics involved.
 - Once an offered donation has been accepted, it is a designated donation and belongs to that agency.
 - Distribution of a designated donation will be accomplished by the receiving organization's procedures and under various other plans, such as, mass feeding or sheltering.
11. Unsolicited/undesigned goods:
 - Unsolicited/undesigned goods are those donations, which have arrived, but have not been requested by an agency.
 - Every effort will be made to designate every shipment to a specific agency.



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- As a last resort, shipments which are unsolicited and undesignated will be directed to the reception center.
- Unsolicited donations that cannot be directly sent intact to a using organization from the reception center will be unloaded, sorted, classified, and stored a need arrives.

12. Transportation:

- The transportation of goods from the donor to the receiving organization will be the responsibility of the donor.
- Exceptions to this will be on a case-by-case basis and only the most desperately needed items.
- Transportation of donated goods from the reception center to the distribution points will be accomplished using local, state, or in some cases federal resources.

13. Voluntary Services:

- Persons calling may wish to volunteer their personnel time and services.
- The phone bank operators, or others taking inquiries from volunteers, will encourage individuals interested in volunteering services to affiliate with a recognized private voluntary organization or other organized group of their choice.
- The local emergency management office and local officials will identify potentially needed volunteers who have specific technical skills.
- Public sector volunteers will be registered through the Donations Management lead agency and will be called upon by agencies seeking particular skills.
- The American Red Cross will coordinate the housing and feeding of public volunteers.



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IV. Direction and Control

- A. The United Way, as designated lead agency, will use various volunteer agencies and will organize and direct donations management activities in Jackson County. Their activities will be coordinated with the Emergency Management Director.
- B. Jackson County Emergency Management will assign a lead agency for direction and control of Donations Management.

V. Continuity of Government

Line of Succession:

- A. Jackson County United Way
- B. Volunteer Church Groups
- C. Jackson County Emergency Management



Jackson County Emergency Operation Plan

Annex Q

Attachment 1

Donations Management Preparedness/Response Guidelines

Emergency Management Director:

- ☐ Appoint a Donations Manager/Coordinator or Donations Management organization (i.e., Jackson County Salvation Army, United Way).
- ☐ Donations Manager then becomes part of EOC Logistics Group.
- ☐ Pre-determine locations that will be both suitable and available to receive large quantities of donated goods (i.e., warehouses).

Donations Manager:

- ☐ Develop detailed plans and procedures to quickly establish Receiving and Distribution Center(s) that will support this annex.
- ☐ Report to the Emergency Operations Center and serve with the Logistics Group until relieved.
- ☐ Receive a situational briefing and understand your assignment. Ask questions and receive answers during the briefing.
- ☐ Appoint a secondary or assistant Donations Manager.
- ☐ Establish Donations Receiving and Distribution Center(s).
- ☐ Assign or appoint a Distribution Center Manager (or as many managers as necessary for the number of distribution centers that will operate).

Note: Distribution Center Managers should be familiar with stocking, classifying materials and methods of bulk material handling.

- ☐ Assign or appoint a Receiving Center Manager (or as many managers as necessary for the number of receiving centers that will operate).

Note: Receiving Center Managers should be familiar with stocking and classifying materials and methods of bulk material handling and shipping. Receiving Center Managers are likely to deal with truck drivers as well as members of the public who may desire receipts for materials they are delivering.

- ☐ Coordinate with the Jackson County Public Information Officer to release information:
 - Types and quantities of supplies or materials needed.
 - Location of Distribution Center(s).
 - Dates and times of Distribution Center operations.



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- What the Distribution Center has available for the public.
 - Guidelines (rules) for the distribution of donated goods.
- ☐ Coordinate with the Jackson County Emergency Operations Center for:
- Additional resources such as manpower, equipment, and additional locations.
 - Security and traffic control.
 - Locations for reception area(s) - (where donated goods will be received).
 - Transportation resources to transport donated goods to Distribution Centers.
- ☐ Ensure adequate staffing of Receiving and Distribution Center(s).
- ☐ Once receiving and distribution locations are established, establish and maintain communications.
- ☐ Ensure adequate safety guidelines are followed (OSHA) for use of equipment (i.e., forklifts).
- ☐ Ensure Receiving Center personnel are provided with adequate and appropriate safety equipment and receive appropriate training.
- ☐ Prepare written reports to submit to the EOC Human Services Group as required or requested.
- ☐ Track personnel and equipment and keep appropriate logs.
- ☐ Perform other tasks as assigned.



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Primary Agencies	Support Agencies
Command Group	North Carolina Emergency Management (ESF 5)
Department of Social Services (ESF 6)	Jackson County Transit (ESF 1)
Emergency Management (ESF 5)	Emergency Medical Service (ESF 8)
Health Department (ESF 8)	NC Department of Health and Human Resources (ESF 8 & 6)
American Red Cross (ESF 6)	Communications (ESF 2)
Salvation Army (ESF 6)	County Finance (ESF 14)
	County Public Information (ESF 15)

Annex R Unmet Needs

I. Purpose

Any emergency or disaster can have citizens that will not be able to get assistance through normal disaster related programs. This Annex describes the process for addressing unmet needs following an emergency/disaster.

II. Situation and Assumptions

A. Situation

1. "Unmet needs" refers to those needs of individuals that are not met, or cannot be met, through a variety of service organizations, i.e., Red Cross, Salvation Army, or federal, state, and local government programs.
2. Typical unmet needs can include the following:
 - Financial Assistance
 - Housing
 - Food
 - Transportation
 - Home Furnishings
 - Medical
 - Debris Removal
 - Counseling
3. An Unmet Needs Committee will be established consisting of the following representatives:
 - Emergency Management
 - County Manager



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- Chair of County Commissioners
 - Town Mayor(s)
 - Social Services
 - Red Cross
 - Ministerial Association
 - Jackson County Transit
 - Health Department
 - United Way
4. The Unmet Needs Committee is chaired by the Social Services Director and is responsible for the identification of those persons who, for whatever reason, did not receive assistance or sufficient assistance to get them back to pre-disaster levels.
 5. There are many sources of assistance available to be utilized through church groups, civic groups, individual contributions, and others.

B. Assumptions

1. There will be people with unmet needs following an emergency/disaster and they will seek assistance.
2. The Unmet Needs Committee will work with all available sources to identify those people with needs and all victims will be identified.
3. Assistance will be available to help with unmet needs.
4. All victims will be returned to pre-disaster levels.

III. Concept of Operation

- A. The Unmet Needs Committee will meet following an emergency/disaster and start assessing the needs, monitoring assistance, and creating files on the victims and their needs.
- B. The Unmet Needs Committee will coordinate with other relief agencies to eliminate duplication of aid.
- C. Pre-disaster situations of victims will be determined on a case-by-case basis.
- D. Assistance other than the normal federal, state, and local programs will be identified and utilized in meeting needs.



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- E. The Unmet Needs Committee will maintain a presence in the Disaster Application Center if activated.
- F. Within the National Response Framework, Human Services (including Unmet Needs) is an Emergency Support Function (ESF#6).

IV. Organization

- A. The Jackson County Department of Social Services (DSS) is the lead agency for all unmet needs, of citizens of the county, that have been identified after a disaster has occurred.
- B. DSS is supported by many government and private sector agencies and organizations that may have resources that may be made available to citizens who otherwise have not or do not qualify for state or federal assistance.
- C. Private donations or other donations will be sought as outlined in Annex Q Donations Management Annex of this plan.
- D. The Director of the Department of Social Services will convene the Unmet Needs Committee as the circumstances and situations dictate.

V. Direction and Control

- A. Overall direction and control is a function of the Emergency Operations Center Executive Policy (Command) Group.
- B. The Director of the Department of Social Services (DSS) will fulfill as many needs as possible within the structure, policies, and procedures of DSS.
- C. It may be necessary for the Director of Social Services to seek assistance with guidance or resources from the North Carolina Department of Human Resources.

VI. Continuity of Government

The line of succession for Unmet Needs is:

- Director, Department of Social Services
- Chairman, County Commissioners



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- County Manager
- Emergency Management Director



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Annex R Attachment 1 Unmet Needs Checklist

- ☐ If not already established, develop the Unmet Needs Committee to include the following members:
 - Emergency Management
 - County Manager
 - Chair of County Commissioners
 - Town Mayor(s)
 - Social Services
 - Red Cross
 - Ministerial Association
 - Health Department
 - Jackson County Transit
 - United Way
 - Others as designated by the working group
- ☐ Develop committee structure and establish subcommittees as required
- ☐ Set meeting schedules to meet the current pre-disaster/disaster requirements
- ☐ Establish guidelines and basis to access the unmet needs in the community
- ☐ Solicit public sector and private partners for avenues to meet unmet needs
- ☐ Working with all disaster related support agencies develop a listing of individuals, community organizations and businesses requiring further assistance based on committee guidelines.
- ☐ Maintain contact with Donations Management Coordinator to determine donated resources availability
- ☐ Maintain a presence in any established Disaster Recovery Center (DRC) see Annex N operations post disaster
- ☐ Coordinate with North Carolina and Federal Emergency Management Recovery operations to further determine unmet needs requirement in Jackson County.
- ☐ Maintain appropriate confidential information/documentation with Jackson County Department of Social Services.



Jackson County Emergency Operation Plan

Primary Agencies	Support Agencies
Jackson County Animal Shelter Services (ESF 11)	Health Department (ESF 8)
Emergency Management (ESF 5)	American Red Cross (ESF 6)
Cooperative Extension (ESF 11)	NC Health and Human Resources (ESF 8 & 6)
	Communications (ESF 2)

Annex S Animal Control and Protection

I. Purpose

To control, protect and ensure the humane care and treatment of animals (domesticated and wild) during emergency situations that could cause animal suffering.

II. Situation and Assumptions

A. Situation

1. Any disaster that threatens humans threatens animals as well and it will be necessary to provide water, shelter, food, and animal first aid.
2. Relocation, shelter, or relief efforts for livestock, wildlife, or domesticated animals may be required.
3. Shelter locations may be required to provide domesticated animal shelter and control due to sheltered persons bringing their pets with them.
4. Livestock left in evacuated areas will need to be cared for and provisions will need to be made for re-entry.

B. Assumptions

1. Jackson County may expect outside assistance from the State and private sector in a major disaster.



Jackson County Emergency Operation Plan

2. Jackson County will have adequate resources and personnel to support care of domestic animals brought to community shelter operations.
3. Animal protection planning will ensure the proper care and recovery of animals impacted during an emergency.
4. Personnel with proper training and protective equipment will be available to reenter evacuated areas for rescue or care of livestock or domestic animals.

III. Concept of Operations

- A. The sheltering and protection of companion animals and livestock is the responsibility of their owners. Animal owners should plan for animal care during a disaster as they prepare their family preparedness plan.
- B. The Jackson County Animal Shelter Services will be the lead agency for situation assessment and determination of resource needs. As needed, the County will protect animals affected by any disaster to include rescue, shelter, control, feeding, and preventive immunization of animals left homeless, lost, or strayed because of the disaster. Local Society for the Prevention of Cruelty to Animals (SPCA), Humane Society, or similar organizations, will be asked to assist in this effort.
- C. Requests for animal protection assistance and resources such as food, medicine, shelter, specialized personnel, and additional veterinary medical professionals will be routed through the Jackson County Emergency Operations Center.
- D. Wild animals, out of their natural habitats, in danger either to themselves or humans, will be handled by the Jackson County Animal Shelter Services or North Carolina Wildlife Resources Commission personnel.
- E. Shelters that have been established for disaster victims may accept domestic animals. If an evacuee comes to the shelter with their pet(s), efforts will be made to assist in locating the domestic animals(s) away from the general populace and given proper care.
- F. Jackson County has developed the capability to provide limited amounts of resources to support containment at established evacuation shelters.



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The Jackson County Animal Shelter Services may locate containment equipment near a shelter so that pet owners may care for their animals themselves. Companion animals must, however, remain outside of the shelter for human evacuees or disaster victims.

IV. Direction and Control

- A. The Jackson County Animal Shelter Services will direct and control all activities related to animal protection and control during a disaster.
- B. As needed, the Animal Shelter Services will coordinate their efforts with related State agencies.

V. Continuity of Government

Line of Succession:

- Animal Shelter Services Director
- Animal Shelter Services Control Officer
- Jackson County Emergency Management Director



Jackson County Emergency Operation Plan

Annex S Attachment 1

Animal Services Center Standard Operating Guidelines

- ☐ Upon request, report to the Emergency Operation Center to serve as technical advisor, regarding domestic animal issues.
- ☐ Refer livestock issues to the Jackson County Cooperative Extension Services.
- ☐ Refer wildlife issues to the North Carolina Wildlife Resources Commission.
- ☐ Receive briefings from the Emergency Operation Center and clarify the role of Jackson County Animal Services Center.
- ☐ Prepare resources and equipment for pet sheltering operations at civilian sheltering operations
- ☐ Brief other animal control personnel and volunteers that will be assisting. Briefing should include but not be limited to:
 - Overall emergency/disaster scope.
 - Follow Incident Command procedures.
 - Safety
 - Assignments including location and possible duration.
 - Equipment personnel are expected to have or have issued (i.e., food, water, flashlight, safety vest, boots, appropriate clothing, etc.).
 - Rules, regulation, special condition personnel should expect.
 - Stress the importance of complete and accurate records.
 - Inform personnel (full and part time) to keep all vehicle mileage and accurate time records.
 - Answer questions and address concerns before concluding the briefing.
- ☐ Prepare personnel and supplies for expedient shelter for domestic animal.
- ☐ Notify and coordinate with the County Animal Response Team (CART)
 - Appropriate Safety equipment for personnel (i.e., gloves, safety vests, capture equipment, etc.).
 - Portable pet carriers/kennels of various sizes suitable to the type and breed.
 - Feeding and water bowls/supplies of various sizes.
 - Appropriate fencing.
 - Collars, leashes, and muzzles of various sizes.
 - Appropriate domestic animal food and water.
 - Signs indicating pet shelter or pet area.
 - Sign in/sign out log indicating at least: (a) Owner, (b) Owner address, (c) Breed of animal, (d) Date and time in, (e) Date and time out.



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- Rules sheet for owners bringing animals to expedient pet shelter to be given to each owner.
- ☐ Issue equipment and supplies to personnel with appropriate documentation.
- ☐ Log all mileage and time during the emergency/disaster.
- ☐ Record all supplies used or purchased and be prepared to submit copies of all expenses to Finance.
- ☐ Coordinate the setup and operation of expedient pet shelter(s) for companion animals.
- ☐ Maintain communications with the Emergency Operations Center, informing the EOC when pet sheltering operations are established.
- ☐ Coordinate security operations with Jackson County Sheriff's Office.
- ☐ Coordinate pet shelter operations with Public Shelter Managers (i.e., Red Cross, Social Service, Public Health)
- ☐ Coordinate operations and support with Jackson County Animal Response Team, Humane Society of the United States (HSUS), Society for the Prevention of Cruelty to Animals (SPCA), or similar organizations.
- ☐ File daily reports with the Emergency Operations Center.
- ☐ Staff the Emergency Operations Center 24/7 until emergency/disaster is over or remain in contact with the EOC by radio or telephone as appropriate.
- ☐ Provide daily reports to Finance Section reporting, all mileage, supplies purchased and used, and time records.



Jackson County Emergency Operation Plan

Annex S Attachment 2

Jackson County Disaster Planning Tips for Pets, Livestock and Wildlife

Domestic Pets

- If you evacuate your home, **DO NOT LEAVE YOUR PETS BEHIND**. Pets most likely cannot survive by themselves, and if by chance they do, you may not be able to find them when you return.
- For public health reasons and limited resources, many emergency shelters may not be able accept pets. Find out which motels and hotels in your area allow pets. Include your local animal shelter's number in your list of emergency numbers, they will be able to provide information concerning pets during a disaster.
- Make sure identification tags are up to date and securely fastened to your pet's collar. If possible, attach the address and/or phone number of your evacuation site. Make sure you have a current photo of your pet for identification purposes.
- Make sure you have a secure pet carrier, leash, or harness for your pet so that if the animal panics, it cannot escape.
- Take pet food, bottled water, medications, veterinary records, cat litter/pan, can opener, food dishes, first aid kit and other supplies with you in case they are not available later.
- Make sure you have a copy of your pet's medical records. If you are unable to return to your home right away, you may need to board your pet. Most boarding kennels, veterinarians, and animal shelters require that your pet's vaccinations be current.
- If it is impossible to take your pet with you to temporary shelter, contact friends, family, veterinarians, or boarding kennels to arrange for care. Make sure medical and feeding information, food, medicine, and other supplies accompany your pet to its foster home.

Livestock

- Evacuate livestock whenever possible. The evacuation sites should have or be able to readily obtain food, water, veterinary care, handling equipment and facilities.



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- If evacuation is not possible, a decision must be made whether to move large animals to available shelter or turn them outside. This decision should be determined based on the type of disaster and the soundness and location of the shelter. All animals should have some form of identification that will help facilitate their return.

Wildlife

- Wild animals often seek higher ground, which during floods, eventually become submerged (i.e., island), and the animals become stranded. If the island is large enough and provides suitable shelter, you can leave food appropriate to the species. Animals have a flight response and will flee from anyone approaching too closely. If the animal threatens to rush into the water, back away from the island.
- Wildlife often seeks refuge from floodwater on upper levels of a home and may remain inside even after the water recedes. If you meet a rat or snake face to face, be careful but do not panic. Open a window or other escape route and the animal will probably leave on its own. Never attempt to capture a wild animal unless you have the training, protective clothing, restraint equipment and caging necessary to perform the job.
- Beware of an increased number of snakes and other predators who will try to feed on the carcasses of reptiles, amphibians and small mammals that have been drowned or crushed in their burrows or under rocks.
- Often, during natural disasters, mosquitoes and dead animal carcasses may present disease problems. Outbreaks of anthrax, encephalitis and other diseases may occur. Contact your local emergency management office for help.

Further Assistance

If you see any injured or stranded animal in need of assistance, or if you have any other questions or concerns about animal protection during an emergency, contact the following:

- Jackson County Emergency Management
- For Pets, contact Jackson County Animal Shelter Services
- For Livestock, contact the Jackson County Cooperative Extension Agent



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Primary Agencies	Support Agencies
Jackson County Sheriff's Office (ESF13)	Sylva Police Department (ESF 13)
Emergency Management (ESF 5)	Jackson County DSS (ESF 6)
Jackson County Transit (ESF 1)	Communications (ESF 2)
Fire Departments (ESF 5)	Jackson County School System
Emergency Medical Services (ESF 8)	Jackson County Public Information (ESF 15)
	NC Department of Public Safety
	NC Department of Transportation

Annex T Evacuation and Transportation

I. Purpose

This evacuation plan describes the provisions being made to ensure the safe and orderly evacuation of people threatened by the hazards the jurisdiction faces. Evacuation of the entire County of Jackson is unlikely, and it is difficult to generate probable scenarios leading to such an event. As such the plan concentrates on the evacuation of small regions.

II. Situation and Assumptions

A. Situation

1. Based upon the Smoky Mountain Regional Hazard Mitigation Plan, very few hazards exist which would result in the evacuation of the entire county.
2. The following hazards could require evacuation within Jackson County:
 - Flooding- Heavy thunderstorms and natural stream or river flooding can occur at any time. A large flood may require evacuation of low-lying areas. There are dams located near or in Jackson County that if breached would cause flooding in residential areas and require evacuations.
 - Wildland Fire- A large portion of Jackson County is private farms and forested acreage along with large portions of State and US Forest service properties. During drought conditions there is a likely scenario that could quickly result in urban interface situations that would lead to temporary evacuations with some loss of homes and businesses.



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- Transportation Accidents- Accidents occurring along roads, railroad, or pipeline in or near Jackson County may require small-scale evacuations. US highways traversing Jackson County provide avenues for hazardous materials being transported.
 - Fixed Facility Hazardous Materials Release- Hazardous materials are produced, stored, and used in Jackson County. An accident or unplanned release could result in a limited or a large-scale evacuation, depending on the incident.
 - Earthquake- Evacuations may be required after an incident to permit rehabilitation and reconstruction of an area. While this is not a high likely incident, Jackson County is in an area of fault lines that have the potential to do widespread damage.
 - Terrorism- While considered a lower threat, a terrorist attack can take a variety of forms. Certain types of terrorist attacks may require widespread and prolonged evacuations.
3. Essential services, including law enforcement, fire departments, emergency medical service, and public works will remain in place according to jurisdictional plans.
 4. Evacuation incident response may impact and require the assistance of adjacent jurisdictions and the State.
 5. Large-scale evacuations will require a high degree of interagency cooperation and communication.
 6. Large-scale evacuation will have some impact to surrounding counties.
 7. Transient populations at parks, campgrounds etc., as well as homeless persons may not have normal household communications available (TV, radio, telephone) to receive instructions.
 8. Logistical factors such as the number of people needing transportation assistance, the number of vehicles available, the time available to conduct the evacuation, the distance to shelters and disembarkation points, and the weather will significantly affect operations.



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9. Jackson County School system operates a mass transit system that can be used to assist those without transportation means.
10. Jackson County Transit has capabilities to support evacuations to include vehicles to support persons with access and functional needs.
11. Social media campaigns will reach a clear majority of the population.

B. Assumptions

1. The nature of the threat, time available, adequacy of in-place-sheltering, possibility of escalation, weather conditions and number of people affected will be considered when deciding if evacuation should be recommended.
2. Injuries, damages, or loss of business or productivity may result in liability issues, particularly if it is believed the evacuation was unnecessary or inappropriate. If possible, before a large-scale evacuation is conducted, the Jackson County Chairman of the Commissioners or Town Mayor(s) or designees will declare a State of Emergency.
3. For incidents where there is little, or no warning Incident Commanders have the authority to initiate an evacuation.
4. The public will receive and understand official information related to warning and evacuation. Credible information from a recognized authority will help reduce confusion about an evacuation.
5. The public will act in its own interest to leave dangerous areas when advised to do so by local authorities, although a small percentage of people may refuse to evacuate, regardless of the threat.
6. If there is forewarning of an impending event many people will spontaneously evacuate before being advised to do so. Some people not at risk will also evacuate.
7. Nighttime evacuation will be accomplished primarily in family groups using private vehicles. Daytime evacuation may not be in family units as people are at work, school, recreating, shopping, or driving.



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8. Reuniting school children with their parents during a large-scale evacuation will be difficult.
9. Pet and service animals will accompany evacuees and will present some problems on buses and in shelters.
10. Most will refuse to evacuate without their pets.
11. Stranded motorists or abandoned motor vehicles may present significant obstacles during a general evacuation.
12. When possible, most evacuees will seek shelter with relatives or friends or in commercial accommodations rather than in public shelters.
13. For exceptionally large evacuations food, water, and shelters especially for access and functional needs populations may not be immediately available.
14. Damage may be such that electrical power is not available. This may impact traffic lights and affect traffic flow.
15. Damage may be such that telephone, radio and other communications may not be available or may be significantly reduced.
16. Damage may be such that debris may impact evacuation routes and hamper reentry.
17. Law enforcement, fire, emergency medical services and public works services may be greatly hampered.
18. Schools, nursing homes, hospitals, jails, and other institutions are responsible for evacuating their own populations.
19. Evacuating people without their own transportation and people with access and functional needs will be difficult or impossible in a sudden, catastrophic event.
20. Public buses and school buses may be used to evacuate individuals who are transportation disadvantaged. Neighboring school systems may be contacted for assistance.



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21. Warning and evacuations instructions to the public will be primarily through the Jackson County Code Red Notification System, National Weather Service, Emergency Alert System, electronic social media platforms, local television, and radio. Emergency vehicle loudspeakers and sirens may be used to supplement these methods.
22. Most instances that would require a High-Level Evacuation in Jackson County will have some warning and therefore some pre-event activities may be accomplished. These include early EOC activation to a potential flood or dam failure, warning that large wildfires could escape containment due to predictable weather changes. Terrorism/intentional attacks, however, might not be preceded with any warning.
23. Shelter-in-place may often be the better decision for some types of emergencies, as mass evacuations pose inherent risks, especially in moving those who are medically fragile. Decisions to evacuate or shelter-in-place will be made based on situational analysis, with factors including the type and duration of the threat, roadway conditions, health and safety issues, and sheltering capacity.

III. Concept of Operations

A. General

1. This Evacuation Plan, as an Annex to Jackson County's Emergency Operations Plan (EOP), is designed to follow the basic protocols set forth in the EOP. The EOP dictates general roles and responsibilities in activation to an emergency that includes evacuations. The EOP also describes how resources will be coordinated within the county. The overall objectives of emergency evacuation actions include:
 - Alert and warning of the public to the threat and need to evacuate, and the establishment of the Joint Information Center (JIC) for information coordination.
 - Movement and control of the general population out of the threatened area, including traffic control and directions.
 - Transportation support of vulnerable populations (people with access and functional needs, elderly, persons without vehicles) out of the threatened area.



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- Provision of shelters for care of the county's population and animals.
 - Access control into the hazard area.
 - Assure safe and orderly re-entry to evacuated persons, with clear instructions.
2. A low-level emergency is manageable by the Incident Commander, with some limited support by the Emergency Operations Center (EOC) that is staffed at a minimal level with an EOC Director, Section Chiefs, and a Situation Assessment Unit. A high-level emergency requires the full-activation and full-staffing of all positions in the EOC and includes a great deal of coordination within the region. A medium-level emergency lies between these two extremes and can be tailored to specific events.
 3. In Jackson County an evacuation order can be given by the following persons:
 - Emergency Management Director
 - Incident Commander
 - Chairman of the Jackson County Commissioners
 - Town Mayor(s)
 - Jackson County Sheriff
 4. Towns may activate their own resources and EOC for an evacuation of their communities based on the local situation. Their decision will be contingent on numerous factors, including the extent of the threat, the risk of an expansion of the threat, and the danger to life and health. In most cases, anything above a low-level emergency will require the activation of the County EOC to support the movement of evacuees out of a local jurisdiction and into/through the County.
 5. Evacuation orders may be given as either voluntary or mandatory. If mandatory evacuation is ordered, law enforcement will not use force to remove persons who choose to remain in the affected area. North Carolina Statutes do not authorize forcible evacuations, but rather authorized officers to refuse admittance of others into the impacted area. Possible exceptions can be made for adults who will not evacuate minors from immediately dangerous environments; the children can be removed under child endangerment laws.
 6. Responders must clearly inform people that failure to evacuate may result in physical injury or death and that a future opportunity to



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evacuate may not exist. People must be informed that there is no guarantee that resources to rescue them will be available. Law enforcement should have those that refuse to evacuate sign a waiver and document where these persons are located.

7. Once an evacuation order is given, it is critical that the public information systems provide clear instruction through all available alert and warning systems and mechanisms.
8. Evacuation operations in the field will be managed and conducted by the Sheriff's Office and other law enforcement agencies. Key functions supporting the law enforcement efforts include the North Carolina Department of Transportation, North Carolina State Highway Patrol, county/town transit system, public and private transportation providers, fire departments, County Department of Health and Human Services (DHHS), Animal Control and other services and departments throughout the County.

B. Types of Evacuations

1. Shelter-In-Place-

Sheltering-in-place requires that the public remain indoors during an emergency period. The shelter-in-place order is typically accompanied by instructions to turn off the heating, ventilation and air conditioning (HVAC) system and closing windows and doors, for instance in the case of a toxic chemical, biological or radiological materials air-borne release. Shelter-in-place is often the preferred response in the case of inclement weather, and it may be accompanied by the instructions to move to structurally safe areas in the structure in the case of tornados. It is also valuable for situations of civil disturbance or situations of potential violence, in which sheltering within locked premises is preferable to evacuation.

If people are not directly impacted by the incident, shelter-in-place provides the advantage over evacuation in that it allows families to stay together in familiar surroundings, with easy access to media reports (TV and radio), phones, internet, food, water, and medicines. However, sheltering can only be maintained if personal and emergency supplies last. Shelter-in-place operations also provide the advantage of reducing congestion on major roadways and reducing the strain on mass transportation systems.



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2. Evacuation-

Emergency evacuation is the urgent immediate egress or escape of people away from an area that contains an imminent threat, an ongoing threat, or a hazard to lives or property. Examples range from the small-scale evacuation of a building due to a storm or fire to the large-scale evacuation of an area because of a flood or approaching weather system. In situations involving hazardous materials or possible contamination, evacuees may need decontamination prior to being transported out of the contaminated area.

C. Public Alert and Warning

1. Annex C of the Jackson County Emergency Operations Plan addresses notification and warning of the public within the county should an event occur requiring evacuation orders.
2. Every notification means available will be used to support emergency notification of the public during evacuations to include social media platforms, radio, television, and the use of emergency personnel going door-to-door if required.
3. Specific instructions will be given to advise the area of evacuation and where public sheltering operations are being developed.
4. Rumor control measures will be taken to mitigate inaccuracies that can easily happen during emergency events.
5. Persons evacuating will be asked to check on neighbors who may have lack of communications or understanding of the need to evacuate.
6. Evacuating persons will also be asked to assist those without transportation if possible.

D. Transportation

1. Evacuation transportation may include the following:
 - Personal vehicles
 - Regional transit buses
 - Local school system buses
 - Harris Regional Emergency Medical Services
 - Glenville-Cashiers Rescue



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- Jackson County Rescue Squads
 - Jackson Transit System has vehicles which can accommodate certain access and functional needs persons
 - Taxi or limousines services
2. Incident Command or decision makers may designate assembly transportation locations for certain access and functional needs persons, including persons without their own transportation. Time permitting; these persons should go to the designated location where buses and possibly taxicabs, limousines and privately-owned vehicles may assist with an evacuation. Emergency Medical Services, rescue squads and other local organizations have vehicles that can accommodate wheelchair-bound persons.
 3. Vehicles used for evacuation should be loaded with as many evacuees as possible, normal loading rules for such vehicles will be suspended.
 4. Buses used for evacuating the public will be given instructions on where to go to offload passengers.
 5. Private vehicles will have their own destinations.
 6. Evacuees will be permitted to take household pets (cats and dogs, etc.) and service animals aboard the buses with them.
 7. Access and functional needs persons without transportation who cannot get to a designated assembly area should call 911 for transportation assistance. These requests will be handled the best they can under the circumstances.

E. Sheltering

1. Any time a major evacuation occurs the Jackson County Emergency Management Director will be notified to coordinate the opening of shelters in accordance with Annex J, Shelter and Mass Care, of the Jackson County Emergency Operations Plan.
2. Pet-friendly shelters and shelters for persons with access and functional needs may be established as soon as circumstances permit.
3. Medical personnel from school systems, Health and Human Services or other agencies may be used to support sheltered victims.



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F. Reentry

1. Evacuees will be allowed to return when it is determined that it is safe to do so. The criteria for safe return include:
 - Access on primary roads, including debris removal.
 - Reestablishment of emergency services (law enforcement, fire protection, emergency medical services).
 - Elimination of utility hazards.
 - Functioning infrastructure including at a minimum: electric power, potable water, approved sewage disposal.
2. A phased reentry to the evacuated areas should be as follow:
 - First responders and road maintenance personnel.
 - Second, disaster and utility personnel.
 - Third, access to residents.
 - Fourth, access to non-resident owners.
 - Fifth, unrestricted access.

In some circumstance's reentry permits, which will allow access to specific areas, may be used. Returning evacuees will be restricted to the area designated by their permits.

IV. Direction and Control

- A. Jackson County Chairman of the County Commissioners is charged with overall direction and control of emergencies within Jackson County and sub-delegates his authority to carry out emergency functions through agency heads. However, orders for evacuation will need to be supported by a State of Emergency implemented by the Chair of the County Commissioners.
- B. Town Mayor(s) may implement their own State of Emergency, or they may request that Jackson County declare the State of Emergency for them, or they may sign onto a State of Emergency that has already been declared by the county.
- C. Incident Commanders, if needed for mitigating an immediate life or death situation, may implement an evacuation order. However, it is highly recommended that a State of Emergency declaration be made as soon as possible to include evacuation orders.



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V. Continuity of Government

A. Jackson County

- Chair, Jackson County Commissioners
- Jackson County Manager
- Jackson County Sheriff
- Jackson County Emergency Management Director

B. Towns

- Mayor(s)
- Town Manager
- Incident Commanders



Jackson County Emergency Operation Plan

Annex T Attachment 1 Evacuation Checklists

Incident Commander

- ☐ Determine that the incident requires a large-scale evacuation.
- ☐ Ensure that Unit/Activity log is maintained.
- ☐ If not already completed, establish elements of Incident Command System:
 - Establish Unified Command
 - Establish command Post/Staging Areas
 - Appoint Incident Command staff as required (Safety, Liaison, Public Information, Operations, etc.)
 - Establish communications with all responding agencies.
 - Conduct initial briefing.
 - Ensure planning meetings are held.
 - Begin the Incident Action Plan process.
- ☐ Determine population at risk.
- ☐ Designate areas to be evacuated.
- ☐ Determine preferred evacuation routes.
- ☐ Request county or town EOC be activated.
- ☐ Request State of Emergency through Jackson County Emergency Management or Town Manager's Office if in town limits.
- ☐ Request EOC appoint coordinators for transportation, shelters, access and functional needs persons and pets & service animals.
- ☐ Ensure public at risk is advised to evacuate immediately.
- ☐ Request law enforcement, fire, rescue, etc. to assist in warning the public, including outdoor recreationist and homeless persons. Use vehicle loudspeaker and sirens.
- ☐ Advise access and functional needs persons and those without transportation to go to the designated assembly and transportation area where transportation may be provided.
- ☐ Request transportation resources be mobilized and sent to assembly areas to transport public to shelter(s).
- ☐ Request that Harris Regional EMS, Glenville-Cashiers Rescue, and other rescue squads be mobilized to evacuate and transport access and functional needs populations.
- ☐ Request law enforcement establish security perimeters around the evacuation zone and prevent reentry to unauthorized persons, if possible.
- ☐ Inform NC Department of Transportation to take necessary actions to deal with evacuating vehicles.



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- ☐ Request tow vehicles be alerted for possible deployment to assist stranded motorists.
- ☐ Update public information resources to keep the public informed on progress.
- ☐ Alert other impacted jurisdictions.
- ☐ Maintain coordination during ongoing response phase operations.
- ☐ Consider deployment of Type 4 or 3 Incident Management Team if multiple operational periods are needed.
- ☐ Update new Incident Commander at shift change.
- ☐ Demobilize resources as needed.
- ☐ Assure documentation is kept and shared as appropriate.
- ☐ Schedule hot wash and debriefings and develop after action report.

Unified Command

- ☐ Start early to implement Unified Command.
- ☐ Collocate (stick together)
- ☐ State the jurisdictional/agency priorities and objectives. Each jurisdiction will bring some concerns, needs, and priorities to the incident.
- ☐ Present jurisdictional limitations, concerns, and restrictions.
- ☐ Develop a collective set of incident objectives.
- ☐ Establish and agree on acceptable priorities.
- ☐ Adopt an overall strategy or strategies to accomplish objectives.
- ☐ Agree on the basic organization structure.
- ☐ Designate the most qualified and acceptable Operation Section Chief. The Operations Section Chief will normally be from the jurisdiction or agency that has the greatest involvement in the incident, although that is not essential.
- ☐ Agree on General Staff personnel designations and planning, logistical, and finance agreements and procedures.
- ☐ Agree on the resource ordering process to be followed.
- ☐ Agree on cost-sharing procedures. Promote cost effectiveness.
- ☐ Agree on informational matters.
- ☐ Promote communication between agencies.
- ☐ Eliminate duplication.
- ☐ Designate on agency official to act as the Unified Command spokesperson. There should be on spokesperson (Incident Commander) at a given time.
- ☐ Use Unified Command for collective problem solving and better decision making.

Emergency Management

- ☐ Receive report of incident requiring evacuation of an area.
- ☐ Maintain Unit/Activity log. (ICS 214)
- ☐ Activate and supervise the Emergency Operations Center (EOC).
- ☐ Notify the County Manager and the Incident Commander when the EOC is declared staffed and activated.



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- ☐ Ensure the public is notified to evacuate using the Emergency Alert System, Jackson County Code Red, National Weather Service, and social media platforms.
- ☐ Ensure that special facilities (schools, daycares, retirement center, etc.) and persons with access and functional needs are notified to evacuate.
- ☐ Ensure that public transportation resources are sent to evacuation assembly areas to transport evacuees to shelter locations.
- ☐ Ensure that shelters for evacuees, including persons with access and functional needs and pet friendly shelters are opened.
- ☐ Notify Jackson County Animal Services Center for support at pet friendly shelters.
- ☐ Time permitting, ensure recreationalists and homeless people are notified.
- ☐ Ensure tow truck companies are contacted and requested to stand-by to support stranded motorist issues.
- ☐ Contact Amateur Radio Operators and request they report to EOC and shelter locations.
- ☐ Prepare State of Emergency for signature.
- ☐ Collect and evaluate incoming situation information.
- ☐ Activate/advertise/staff the public information/rumor control phone lines.
- ☐ Ensure the Jackson County Communications Manager is notified to begin public information requirements.
- ☐ Notify North Carolina Emergency Management and request EOC support and set up a WEBEOC Event.
- ☐ Coordinate requests for special resources and personnel.
- ☐ Request temporary housing, emergency power generation, potable water, and debris clearance, as needed.
- ☐ Request Disaster Mortuary Operations Response Team if needed. Coordinate with Jackson County Tax Assessor and Building Code Enforcement for damage assessment if needed.
- ☐ Coordinate with North Carolina Department of Agriculture for removal and disposal of dead livestock.
- ☐ Develop procedure for return of public to evacuated areas.
- ☐ Arrange, publicize, and coordinate public meetings as needed.
- ☐ Support demobilization and receive documentation for records, reports, and critiques.

Emergency Medical Services

- ☐ Report to Command Post and participate in the development of the Unified Command.
- ☐ Recall off-duty personnel to increase staffing levels if needed.
- ☐ Supervisor report to the Jackson County EOC if required.
- ☐ Obtain situation briefing from Command Post or EOC staff.
- ☐ Establish and maintain coordination between Command Post, EOC and field elements.



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- ☐ Obtain missions from Command Post, EOC staff. Mission may include:
 - Assist with evacuations from hospitals, elderly, access and functional needs.
 - Assist at evacuation assembly points.
 - Establish casualty collection locations where appropriate.
 - Provide on-site treatment to victims and emergency workers.
 - Transport victims to hospitals.
- ☐ Support formulation of the Incident Action Plan through development of the Medical Plan and procurement of equipment/personnel to support medical branch of the Operations Section.
- ☐ Maintain coordination during ongoing response phase operations.
- ☐ Demobilize as appropriate and return equipment back to service.
- ☐ Participate in documentation and critiques as occurs.

Fire Services

- ☐ Recall off-duty personnel to increase staffing levels if needed.
- ☐ Establish or report to the Command Post and support formation of the Unified Command.
- ☐ Appropriately staff the Emergency Operations Center (EOC) if requested.
- ☐ Obtain missions for the Command Post or EOC staff. Missions may include:
 - Conduct lifesaving operations, as conditions permit.
 - Inspect shelter for fire safety.
 - Assist with alerting special facilities (schools, daycares, retirement centers, etc.) in the evacuation zone.
 - Assist with alerting the public in the evacuation zone.
 - If possible, assist with notifying recreationalists and homeless people.
 - If possible, assist with access and functional needs populations at assembly areas and shelters.
- ☐ Establish communications between EOC, field personnel and others, as required.
- ☐ Support formulation of the Incident Action Plan and procure equipment and personnel to support the Operations Section, as required.
- ☐ Maintain coordination during ongoing response phase operations.
- ☐ Demobilize as appropriate and return equipment back to service.
- ☐ Participate in documentation and critiques as occurs.

Public Health

- ☐ Recall off-duty personnel to increase staffing levels.
- ☐ Report to the Command Post if requested.



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- ☐ Health Director or designee report to the Emergency Operations Center (EOC), as required.
- ☐ Establish communications with field personnel, as required.
- ☐ Obtain situation briefing from Command Post or EOC staff.
- ☐ Obtain missions for Command Post or EOC staff. Missions may include:
 - Inspections of food water and other consumables.
 - Inspection and support of shelter operations.
 - Advise the public on boiling/treating water.
 - Administer immunizations to public, as needed.
 - Coordinate mental health counseling for evacuees and first responders.
 - Coordinate patient returns to medical facilities.
 - Identify sources of dangerous contamination.
 - Coordinate mosquito and other vector control.
 - Coordinate with Medical Examiner on disposition of deceased persons, if needed.
- ☐ Support formulation of the Incident Action Plan and procure equipment and personnel to support the Operations Section, as required.
- ☐ Maintain coordination during ongoing response phase operations.
- ☐ Demobilize as appropriate and return equipment back to service.
- ☐ Participate in documentation and critiques as occurs.

Law Enforcement

- ☐ Recall off-duty personnel to increase staffing levels, if needed.
- ☐ Establish or report to the Command Post and support development of the Unified Command.
- ☐ Sheriff, Police Chief, or their designee report to the Emergency Operations Center (EOC), as required.
- ☐ Obtain situation briefing from the Command Post or EOC staff.
- ☐ Establish communications between EOC, field personnel and others, as required.
- ☐ Obtain mission assignments from the Command Post or EOC staff. Missions may include:
 - Assist with alerting special facilities (schools, daycares, retirement centers, etc.) in the evacuation zone.
 - If possible, notify and assist outdoor recreationalists and homeless people to evacuate.
 - Coordinate with NC Department of Transportation and determine the primary routes to be used for evacuation.
 - Assist with advising the Public Information Officer and the public the selected evacuations routes.



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- In coordination with other law enforcement agencies, establish roadblocks at appropriate locations to prevent the public from reentering the evacuation area.
 - Assist at assembly areas for evacuation and shelter operations.
 - Secure the perimeter of the evacuated area to prevent unauthorized re-entry.
 - Assist with development on implementation of re-entry plan.
-
- ☐ Support formulation of the Incident Action Plan and procure equipment and personnel to support the Operations Section, as required.
 - ☐ Maintain coordination during ongoing response phase operations.
 - ☐ Demobilize as appropriate and return equipment back to service.
 - ☐ Participate in documentation and critiques as occurs.



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Hazard Specific Annex A Hazardous Materials and Local Emergency Planning Committee

I. Purpose

This section provides information for a Jackson County response to hazardous material emergencies and assists the Local Emergency Planning Committee in meeting its requirements under the Emergency Planning/Community Right to Know Act - SARA Title III.

II. Situation and Assumptions

A. Situation

1. The specific facilities involved with hazardous materials subject to emergency planning requirements of Section 302 of SARA, Title III are on file in the Jackson County Emergency Management Office.
2. The threat of a major disaster involving hazardous materials has escalated due to the increase in everyday use and transportation of chemicals by the various segments of our population.
3. The results of a hazardous materials incident could include the death or serious injury of persons exposed to the material, the spread of contaminants in varying degree throughout the county, and the destruction of property from fire, explosion, and exposure.
4. Evacuation or sheltering-in-place may be required to protect portions of the population of Jackson County.
5. Certain hazardous material incidents may require additional response capabilities that could exceed personnel availability or enhanced equipment resources in Jackson County. For example: chlorine leak requiring uses of Level A equipment, significant fuel spill requiring large staffing pools, etc.
6. Victims of a hazardous materials incident may require unique or special medical care not typically available in Jackson County.
7. The release of hazardous materials may have short and/or long-term health, environmental and economic impact depending upon the chemical composition of the substance.



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8. Hazardous materials emergencies mainly occur without warning, requiring immediate emergency response actions.
9. The N.C. Division of Emergency Management has contracted units of local government, that are trained and equipped, Hazardous Materials Regional Response Teams for response to and resolution of hazardous material emergencies within a two-hour response time frame to Jackson County.

B. Assumptions

1. Planning and training prior to an incident will significantly reduce the risk to personnel.
2. A facility involved in a hazardous material incident will provide all information required by Emergency Planning/Community Right-to-Know Act, SARA, Title III, Section 304 in a timely basis.
3. Emergency response personnel are knowledgeable in the use of available resources.
4. The US Department of Transportation, Emergency Response Guidebook, alone or in combination with other information sources, is used as an initial response guide for protective action at incidents involving hazardous materials.
5. Response time for resources requested from outside Jackson County may be two hours or more.
6. Incidents in which the military can be identified as the responsible party will generally be resolved by federal resources.
7. Hazardous materials incidents that occur in which the responsible party cannot be identified will be resolved at the expense of the jurisdiction in which the event occurred.
8. State or Federal assistance would be available to support recovery efforts involving hazardous materials releases.
9. Public notification/warning and evacuation, if required, will be in accordance with the procedures described in the Notification/Warning and Evacuation/Transportation annexes of this plan.



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III. Concept of Operations

- A. There are two types of incidents involving hazardous materials:
 1. Incidents at fixed facilities, including illegal dump sites.
 2. Transportation incidents.
- B. The level of response required for an incident is determined by:
 1. The quantity, quality and the toxic effects of the material involved in the release.
 2. The population and/or property threatened.
 3. The type and availability of protective equipment required for the mitigation of the released material; and,
 4. The probable consequences should no immediate action be taken.
- C. Depending upon the threat posed by the incident, protective measures initiated for the safety of the public could include in-place sheltering, evacuation, and/or isolation of the contaminated environment.
- D. Incidents are classified according to level of risk according to the Incident Commander's assessment.
 - **Level I (Potential Emergency Condition)** – is an incident which can be controlled by the first response agencies, does not require evacuation of other than the involved structure or immediate outdoor area, and does not indicate major environmental damage will occur.
 - **Level II (Limited Emergency Condition)** - is an incident that involves a critical hazard with a potential threat to life or property, requires a limited evacuation of the surrounding area, or suggests that major environmental damage could occur. The jurisdiction's resources can adequately handle initial response to the incident.
 - **Level III (Full Emergency Condition)** – is an incident that involves a severe hazard or large area, poses an extreme threat to life and property, and will probably require a large-scale evacuation. Level III includes an incident requiring a combination of expertise or



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resources from local, state, federal and private agencies/organizations.

- E. This plan recognizes that a hazardous materials incident can change with time, and necessitate escalating the response, or downgrading the response as the situation dictates.
- F. The Local Emergency Planning Committee (LEPC) has been established at the county level to identify the magnitude of the local hazard, assess the vulnerability of the community to that hazard, and provide planning guidance for emergency response. A point of contact, the Facility Coordinator, will be identified at each facility, as defined by Emergency Planning/Community Right-to-Know Act, SARA, Title III, section 302.
- G. Response procedures for each level of incident will be according to local policies and procedures in compliance with worker safety standards.
- H. When responding to an incident where hazardous materials are known to be stored, the responders will assume the involvement of the most toxic substance at that location until otherwise informed.
- I. Warning and notification to the public, including special populations such as the hearing impaired, will be accomplished in accordance with the Notification and Warning annex of this plan. Procedures for warning have been developed for the hazard zones surrounding identified fixed facilities and may supersede the provisions of the Notification and Warning annex.
- J. If necessary, emergency vehicles with effective sound devices (sirens and/or public-address systems) will be used as public alerting system. If a fixed notification system is in place around the facility or emergency area, the vehicles will be dispatched within the evacuation area and will stop at each quarter (1/4) mile in populated areas; and at each house or group of houses that are more than (1/4) mile apart. The emergency vehicle will notify the public of the situation and recommend protective action. All emergency vehicles should run each route twice, if possible, to ensure receipt of the initial warning. The second run, or back run, will be to confirm alert and notification. Back runs need only stop at houses that are dark at night or where it is apparent that people are not complying with instructions. If necessary, door-to-door alerting will be accomplished during the second run.
- K. In joint local, state, and federal operations, oil and hazardous materials response, within the National Response Framework, is an Emergency Support Function. (ESF#10).



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IV. Organization and Assignment of Responsibilities

A. General

The head of each agency involved in hazardous materials emergency response is responsible for the safety of its personnel. Training, emergency response procedures, and medical surveillance shall comply with the provisions of the North Carolina Hazardous Waste Operations and Emergency Response Standard (13 NCAC 7C.0101 (a) (26). Topics addressed shall include but not be limited to the dangers of hazardous materials, emergency response techniques, protective measures, emergency clothing and equipment, and medical monitoring of personnel. In this regard, the head of each agency is, therefore, responsible for developing, maintaining, and updating training programs and standard operating guidelines.

B. Jurisdictional Responsibilities

1. Chairman, County Commissioners

- Establish a Local Emergency Planning Committee (LEPC) as identified in Title III of the Superfund Amendments and Reauthorization Act of 1986 and in accordance with the policies of the State Emergency Response Commission (SERC).
- The LEPC shall consist of representatives as required by federal law and SERC directives or through Gubernatorial Executive Orders.
- Encourage cooperation between the Local Emergency Planning Committee, local government agencies, facilities, and other applicable organizations.

2. Emergency Management Director

- Ensure, through the Chairman of the LEPC, that county facilities with hazardous materials are properly identified, are reporting as required, and have appointed a Facility Emergency Coordinator to represent them on the LEPC.
- Provide administrative support to the Local Emergency Planning Committee as required.



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- Coordinate exercises and tests of the emergency plan in accordance with current requirements and concurrence of the LEPC. An exercise concerning the release of hazardous materials shall be conducted at least annually.
- Support the LEPC in maintaining liaison with Facility Emergency Coordinators to ensure availability of current information concerning hazards and response to an incident.
- Ensure a critique of incident response to access and update procedures as needed.
- Serve as the Community Emergency Coordinator or public information contact point as identified in SARA, Title III.
- Serve as liaison for the LEPC in coordination of planning efforts with other political subdivisions for facilities that affect multiple jurisdictions.

3. Incident Commander (IC)

- Activate the pre-plan and implement the necessary steps to safeguard human life, property, and the environment in accordance with available guidance.
- Secure the area as required by the situation.
- Identify the material involved without undue risk of exposure.
- Assess the situation and communicate the results to responding agencies, the EOC, and facility representatives.
- Appoint a Safety Officer and other staff members as the situation requires in accordance with jurisdiction's Incident Command System.
- Develop strategy (confinement, containment, neutralization) and implement tactics (evacuation, offensive or defensive posture) regarding available resources and capability of personnel.



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4. Public Health

- In addition to other responsibilities identified in this plan and other directives, the Health Department will assist in the enforcement of regulations and the initiation of legal actions against parties responsible for release of hazardous materials in violation of regulations.

5. Emergency Medical Services Manager

- In addition to other responsibilities identified in this plan, the EMS Manager shall develop procedures with assistance from facility owners and operators, in accordance with local protocols, for:
 - Treatment of contaminated patients.
 - Decontamination of patients and equipment.
 - Direction and control of mass casualty incidents because of the release of hazardous materials.

C. Local Emergency Planning Committee (LEPC)

1. Ensure fulfillment of responsibilities for local emergency planning pursuant to the Superfund Amendments and Community Right to Know Act, SARA, Title III, and the policies of the State Emergency Response Commission (SERC).
2. Assess the current level of prevention, preparedness, and response capability within the jurisdiction.
3. Review existing plans for overlap, useful information, and ideas.
4. Conduct an analysis of hazardous materials within the jurisdiction to identify the hazards, vulnerability, and risk.
5. Develop procedures to ensure a perpetual chemical hazard identification and risk assessment program within the jurisdiction.
6. Ensure the development and distribution of public awareness programs.
7. Ensure public access to information and the emergency operations plan regarding hazardous materials within the jurisdiction.



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8. Ensure development of procedures for notification and warning in the event of an incident involving hazardous materials.
9. Identify individuals and groups within risk areas who have access and functional needs such as transportation, advanced medical care, and special warning (sight or hearing impaired) where possible.
10. Provide that training is available for all responders to a hazardous material incident (including management) is in accordance with applicable policies, procedures, and standards.
11. Support the development and maintenance of Standard Operating Procedures for hazardous materials response operations.
12. Identify resources needed for response to a hazardous material incident from public and private sources and make recommendations to county officials about emergency response matters.
13. Ensure an on-going program for plan implementation, maintenance, training, and exercising.
14. Ensure compliance with the provisions of Title III, Superfund Amendments and Reauthorization Act of 1986.
15. Assure coordination of planning efforts between jurisdictions (town, county, facilities, etc.) including the development of notification/warning, response, and remediation procedures for covered facilities.

D. State Responsibilities

1. The NC State Emergency Management Plans and Operations staff, in accordance with state statutes, are responsible for support to the local jurisdictions.
2. The NC State Emergency Response Team (SERT) is available, as required, for assistance in the event of an incident. Most state agencies especially those with a response role such as the Department of Environmental Quality, Department of Public Safety, Office of State Fire Marshal, and others are available to assist local jurisdictions through the State Emergency Response organization.



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3. The Regional Area Coordinator of NC Emergency Management has been empowered by the Secretary of Public Safety to act on his behalf as prescribed in G.S. 166A.19 and is responsible for local assistance, when requested during an accident and will be the single on-scene coordinator for state resources.

E. Specific Fixed Facility Information

1. Information about each facility identified under Superfund Amendments and Community Right to Know Act, SARA Title III as having extremely hazardous materials exceeding the threshold planning quantities will be collected, kept current, and the information distributed to responders as required.
2. The information on each identified facility is available in Facility Information files located in the Jackson County Emergency Management Office.

F. Facility Emergency Coordinator

1. Ensure that reportable information required by Superfund Amendments and Community Right to Know Act, SARA, Title III is provided to the LEPC in a timely manner. In accordance with SERC policy where required, Tier II report forms shall be submitted in lieu of Tier I form.
2. Ensure that the facility's emergency response procedures are current and effective for its property. Procedures shall specify actions for the immediate and follow-up notification of the affected jurisdiction(s), state, and federal authorities in the event of a hazardous material incident. Emergency procedures shall be submitted in writing to the LEPC.
3. Ensure that facility personnel are trained in emergency response procedures, including but not limited to, determining that a release has occurred, notifying appropriate facility personnel and public officials, and initiating protective and/or hazard suppression activities.
4. Ensure that the facility has a current inventory of equipment and resources available for response to a hazardous material emergency.



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5. Provide a technical representative to the Incident Commander and the EOC during an incident.

G. Hazardous Material Transportation

1. The provisions of this Multi-Hazard Emergency Operations Plan (EOP) as well as the DOT Emergency Response Guidebook will be used for guidance during a transportation incident involving hazardous materials.
2. The main routes for the transportation (highways, pipelines, etc.) of hazardous materials, identified by the LEPC during the hazard analysis process are listed in the situation statements of the basic plan and in the individual facility information data. However, it is recognized that any transportation corridor in Jackson County could be involved.
3. Other sources of guidance may be utilized during a transportation incident involving hazardous materials. The first responder to an incident should follow their agency's standard operating guide for the initial actions involving a transportation incident.

V. Direction and Control

- A. The overall direction and control of emergency activities in a disaster situation is vested with the Chairman, County Commissioners. On site, the Incident Commander (IC) will establish and maintain management until resolution and mitigation efforts are complete.
- B. The entire Jackson County Emergency Response Force, including activation of the EOC, may not be required to handle every type of emergency involving a hazardous material.

VI. Continuity of Government

Line of succession for agencies and officials involved in a hazardous material incident are in accordance with established procedures and are outlined in the functional annexes to this plan.

VII. Administration and Logistics

- A. The agencies that may become involved in a hazardous material incident will develop procedures to cope with a major incident involving hazardous material. The Emergency Management Director and the Local Emergency



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Planning Committee will ensure, using information provided pursuant to Sections 302, 304, 311, 312, and 313 of SARA, Title III, and other knowledge, that all identified hazards are elevated.

- B. Equipment and supplies for response to a hazardous material incident will be provided initially from the responding agencies' resources. Additional resources have been and can be obtained for Jackson County emergency response through the State of North Carolina and use of mutual aid agreements with other agencies, local jurisdictions or from private organizations and facilities. State and federal aid may be requested after local resources have been exhausted or determined to be inadequate for the task. The Emergency Management Director will provide equipment and supplies for the EOC.
- C. Training programs for emergency responders of the county will be through individual agency in-service training, Southwestern Community College courses, and other offerings of related training. A schedule of these programs is maintained and distributed by the Emergency Management Office of Jackson County.
- D. Exercise schedules for this plan are developed and maintained by the Emergency Management Office. Exercises shall be in accordance with local, state, and federal policies and, when possible, coordinated with the Western Branch Office of N.C. Division of Emergency Management. The types of exercises shall include, but not be limited to, table-top, functional, and full-scale exercises. There must be at least one full scale exercise, provided it adequately tests response functions addressed in this plan and a critique of the event conducted.

VIII. Plan Development and Maintenance

- A. The Emergency Management Director will coordinate with the Local Emergency Planning Committee, the designated Facility Emergency Coordinators, and other applicable agencies in the development and maintenance of this plan.
- B. The Local Emergency Planning Committee will approve and review this appendix at least on an annual basis. Changes will be submitted to the Committee when necessary. Copies will be made available to the public, each response agency, and the N.C. Division of Emergency Management through the Western Branch Office.



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Hazard Specific Annex A, Attachment 1 Hazardous Materials Transportation Response Checklist

Planning:

- ☐ Ensure the public is well informed regarding transportation issues relative to hazardous materials.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation, especially for the transient population.
- ☐ Coordinate with local plants, businesses or other facilities that receive or transport hazardous material and obtain information as allowed by Community Right to Know or SARA Title III (Code of Federal Regulations).
- ☐ Provide an avenue for transient transportation companies to report chemical spills (i.e., 9-1-1).
- ☐ Coordinate with Chemtrec (800-262-8200) for timely information regarding spills.
- ☐ Coordinate with local transportation departments or State Department of Transportation regarding potential for specifying truck routes for hazmat carriers, avoiding densely populated areas.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in proper precautions and emergency actions prior to a transportation chemical spill or accident.
- ☐ Obtain transportation information from DMV or other state agencies regarding the number of trucks passing through in a 24-hour period, thus calculating your risk potential.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every year or participate in an actual event.
- ☐ Conduct hazard analysis of vital facilities along transportation corridors and the impact of a major chemical spill on one or more of those facilities.
- ☐ Establish or facilitate joint incident command with agencies likely to respond, such as fire departments, regional hazmat teams, etc.
- ☐ Ensure fire department personnel and other responders meet or exceed OSHA 1910.120.
- ☐ Determine the location of the nearest hazmat response team and their capability.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or other designated lead agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations.



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Response:

- ☐ Identify immediate action or response requirements. Refer to online Extremely Hazardous Substance (EHS) listing if needed.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guidelines.
- ☐ Issue alert and warning based on operational procedure or guidelines, as warranted.
- ☐ On order, evacuate affected areas with assistance from response or predetermined evacuation forces.
- ☐ Establish communications with responding agencies.
- ☐ Establish traffic control and security with law enforcement.
- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Coordinate with the shipping or receiving company for response and information.
- ☐ Evaluate overall county situation (i.e., roads blocked, weather conditions that may affect the incident, etc.).
- ☐ Establish communications with the transporter reporting the spill or leak.

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- ☐ Request a technical liaison from the carrier or shipper report to the EOC (or command post).
- ☐ Establish communications with the State.
- ☐ Request hazardous materials team response if appropriate.
- ☐ Establish communications with and request a liaison from State Transportation and electric, telephone and gas utilities, as necessary.
- ☐ Establish communications with area schools, medical facilities and/or businesses that might be affected.
- ☐ Establish ongoing reporting from the response forces, private agencies, and utilities.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.
- ☐ Conduct first staff briefing as soon as practical after EOC/command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief town/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Establish, as appropriate a Joint Information Center (JIC) with the carrier or manufacturer if appropriate.
- ☐ Provide response forces with all updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment as appropriate and follow damage assessment procedure or guideline.
- ☐ If the incident continues, develop a 12-hour Incident Action Plan outlining actions that must be accomplished in the next 12 hours.



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- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from technical sources regarding potential health effects duration.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from utilities regarding outages, length of repair, safety, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.

Notation: In most cases the person responsible for the chemical leak or spill is responsible for cleanup and all costs associated with response as well. Volunteer resources may not be reimbursable unless under contract.

- ☐ Develop or generate reports for the following, as appropriate:
 - FEMA
 - State
 - Local elected officials



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- County/Town Managers
 - Others requiring or requesting reports
-
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
 - ☐ Establish donations management based on policy and procedure or guideline.
 - ☐ It is unlikely that a single hazardous materials spill will warrant a Presidential declaration, however, if a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
 - ☐ Ensure public officials are made aware of the assistance application process, if applicable.
 - ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
 - ☐ Perform an incident critique as soon as possible with all possible response organizations.
 - ☐ Review agency and self-performance.
 - ☐ Review the weaknesses of the plan.
 - ☐ Correct weaknesses.
 - ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
 - ☐ Brief elected officials with updated information and disaster recovery progress.



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Hazard Specific Annex A, Attachment 2 Hazardous Material Fixed Facility Response Checklist

Planning:

- ☐ Ensure the public is well informed through Community Right to Know.
- ☐ Coordinate with local plants, businesses or other facilities that have hazardous material and obtain information as allowed by Community Right to Know Act/SARA Title III (Code of Federal Regulations).
- ☐ Provide an avenue for such facilities to report chemical spills (i.e., 9-1-1).
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation.
- ☐ Coordinate with Chemtrec (800-262-8200) for timely information regarding spills.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in proper precautions and emergency actions prior to a chemical spill or accident.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every six years or participate in an actual incident.
- ☐ Coordinate with local planning boards and inspections departments regarding building codes and code enforcement to minimize potential release of hazardous materials.
- ☐ Coordinate with State Title III Compliance department.
- ☐ Conduct hazard analysis of vital facilities and the impact of a major chemical spill on one or more of those facilities.
- ☐ Procure or produce information pamphlets for distribution to the public as appropriate.
- ☐ Coordinate with the facility for response and information.
- ☐ Establish or facilitate joint incident command with each extremely hazardous material (EHS) facility.
- ☐ Establish or facilitate joint incident command with agencies likely to respond, such as fire departments, regional hazmat teams, etc.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or another agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations.

Response:

- ☐ Identify immediate action or response requirements. Refer to online Extremely Hazardous Substance (EHS) listing if needed.



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- ☐ Refer to the facility listing for Extremely Hazardous Substances for the county if needed or appropriate.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guidelines.
- ☐ Issue alert and warning based on operational procedure or guidelines, as warranted.
- ☐ On order, evacuate affected areas with assistance from response or predetermined evacuation forces.
- ☐ Establish communications with responding agencies.
- ☐ Establish traffic control and security with law enforcement.
- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Evaluate overall county situation (i.e., Are roads blocked? What is the weather and what effect will it have?).
- ☐ Establish communications with the facility reporting the spill or leak.
- ☐ Request a technical liaison from the facility, report to the EOC and Command Post.



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- ☐ Establish communications with the State.
- ☐ Request hazardous materials team response if appropriate.
- ☐ Establish communications with and request a liaison from state transportation and electric, telephone and gas utilities, as necessary.
- ☐ Establish communications with area schools, medical facilities and/or businesses that might be affected.
- ☐ Establish ongoing reporting from the response forces, private agencies, and utilities.
- ☐ Establish command post(s) as needed.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.
- ☐ Conduct first staff briefing as soon as practical after EOC activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief town/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Establish, as appropriate, a Joint Information Center (JIC) with the facility.
- ☐ Provide response forces with all updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure or guideline.
- ☐ If the incident continues, develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.



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Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from technical sources regarding health effects duration.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from utilities regarding outages, length of repair, safety, etc.
- ☐ Assess citizen / community needs for individual assistance and/or public assistance.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate, gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.

Notation: It most cases the person responsible for the chemical leak or spill is responsible for cleanup and all costs associated with response as well. Volunteer resources and expenses may not be reimbursable unless under contract.

- ☐ Develop or generate reports for the following, as appropriate:
 - FEMA
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports



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- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
- ☐ Establish donations management based on policy and procedure or guideline.
- ☐ If a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.



Jackson County Emergency Operation Plan

Hazard Specific Annex B Flood and High Water

I. Purpose

The purpose of this annex is to provide operational guidance for the notification, response and recovery for potential flooding and high-water incidents in Jackson County to protect the lives and property of citizens and visitors.

II. Situation and Assumptions

A. Situation

1. Flood incidents can endanger human life, cause extensive property damage and result in significant harm to the environment.
2. Early recognition of flooding and potential flooding, and dissemination of warnings which are accurate, timely, and reliable may prevent injury and loss of life, and may reduce damage to public and private property.
3. Due to the rapid development of flooding and flash flooding: public awareness, timely warning, and appropriate response are the keys to life safety.
4. Jackson County lies mostly within the Little Tennessee River basin with a small portion of the southern end of the county lying within the Savannah River basin being fed by Savannah Creek. The Tuckasegee bisects nearly the length of the county spanning 40 miles north to south. This river basin is also fed by Scott Creek in addition to many tributaries that have the potential to create widespread uncontained flooding conditions.
5. The East Fork of the Tuckasegee River also serves as a source of electric power, managed by Duke Energy, through a series of lake and dams and provides recreational opportunities for residents and tourists.
6. Lake Glenville located in Jackson County is one of the highest-elevation lakes east of the Rocky Mountains and the largest lake in Jackson County. This lake was created by the damming of the west



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fork of the Tuckasegee River in 1941 and has a total area of 1.4 square miles. Originally built by Nantahala Power and Light it is now managed by Duke Energy.

7. A failure of one of the larger dams in Jackson County could cause devastating effects to Jackson County with indirect impacts being from loss of water sources and tourism.
8. There are numerous other smaller creeks and streams flowing within Jackson County. When heavy or prolonged rainfall events occur, these creeks and streams are susceptible to some degree of flooding.
9. Floods and flash floods have occurred in Jackson County in both urban and rural areas causing extensive damages to infrastructure, business, residential and recreational facilities.

B. Assumptions

1. Moving to initiate and carry out post flood response actions and to provide aid and assistance in recovery will maintain the safety of the public and return community services to normal at the earliest possible time.
2. With adequate warning and timely reaction by Jackson County, the emergency response agencies and residents, injury and loss of life can be reduced.
3. The National Weather Service (NWS) will provide flood and flash flood watches and warnings.
4. The amount of time available to determine the scope and magnitude of the incident will impact the protective actions recommended.
5. Destruction to public buildings, facilities, critical infrastructure, and serious disruption of basic utilities may hinder the delivery of essential services.
6. Public access roads and streets may be blocked by flood waters and debris, delaying fire, law enforcement, and medical response,



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and necessitating road crews and equipment to provide for emergency clearance and public safety.

7. In the event of a serious flooding incident, some of the residents in the risk area will choose to evacuate spontaneously, without official recommendation. Residents may leave by routes not designated as main evacuation routes. Others may choose to stay even though evacuation is recommended.
8. The County Warning Point, emergency response agencies and the County EOC will have open communications to coordinate and allow for the effective flow of information.
9. The Jackson County Emergency Operations Plan (EOP) is the overall response plan for all types of disasters within the county. The concepts, practices, and procedures contained in these plans also apply to a dam break or flooding. This annex emphasizes unique procedures necessary to respond to a dam emergency or flooding situation.

III. Hazard Analysis

- A. There are numerous rivers, creeks, and streams in Jackson County. When heavy or prolonged rainfall occurs, these tributaries are susceptible to varying degrees of flooding. The most frequent flooding events are localized in nature and cause low land flooding of roadways and bridges due to brief but intense periods of rainfall that overwhelm storm sewers and drainage culverts and cause extensive storm water runoff. These events typically do not threaten lives or property and do not usually result in emergency declarations.
- B. Many factors related to strong storm systems and the topography of Jackson County affect what locations will be most impacted by high water and severe flooding. Due to this factor, anytime there is a high potential within Jackson County the Emergency Operations Center may be staffed to respond and address issues when identified.
- C. Heavy rainfall or snowmelt causes increasing water levels within the river basins and lakes. Duke Energy actively manages the movement of water through their system using hydroelectric operations and water releases.



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IV. Concept of Operation

- A. This annex is organized in a manner consistent with the requirements of the National Response Framework and the National Incident Management System, to provide flood planning, coordination, and support operations within Jackson County through Jackson County Emergency Management, to assure a timely and appropriate response to an emergency.
- B. Procedures protocols and plans for flood and high-water events are developed to govern staff operations at the Jackson County Emergency Operations Center. These are in the form of an Emergency Operations Plan and corresponding Appendices, Hazard Specific Annexes, Support Annexes, Checklists, and Standard Operating Guidelines.
- C. In a large incident requiring State, Federal or mutual aid assistance, the EOC staff will work with support agency counterparts to seek, procure, plan, coordinate and direct the use of any required assets.
- D. Throughout the response and recovery periods, the Emergency Management staff will evaluate and analyze information regarding flooding, alerting responders and the public as appropriate within the impact area, develop and update assessments of the situation and status of the impacted area, and do contingency planning to meet anticipated demands or needs.
- E. Subject matter expertise may be sought from appropriate person(s) in supporting agencies with skills pertinent to the type of event, who will advise or direct operations within the context of the National Incident Management System (NIMS) structure. Support from these agencies will be released at the earliest practical time.
- F. Procurement will be made in accordance with current local, state, and federal laws and regulations that include emergency procedures under North Carolina General Statutes.



Jackson County Emergency Operation Plan

V. Organization and Responsibilities

A. Notification

1. The first indication of flooding or dam failure may come from a variety of sources including Duke Energy, area emergency responders, public utility workers, media or concerned citizens.
2. Notification of potential or actual dam failure will be made via telephone to the County Warning Point (Jackson County 911 Communications Center) by Duke Energy or a private landowner. The message may include details about one of the following conditions:
 - Nonfailure Concern—this classification indicates a situation is developing; however, the dam is not in danger of failing, but flooding is expected downstream from the dam. Downstream residents need to be notified if flooding increases and life and property are threatened.
 - Potential Failure or Condition B—this classification indicates that a situation is developing that could cause the dam to fail. Residents in affected areas shall be alerted that an unsafe situation is developing. A reasonable amount of time is available for analysis before deciding on evacuation of residents.
 - Imminent Failure or Condition A—this classification indicates a dam failure is occurring that may result in flooding that will threaten life and property. When Duke Energy determines that there is no longer time available to implement corrective measures to prevent failure, an order for evacuation of residents in potential inundation areas shall be issued.

B. Jackson County 911 Communications Center

1. Receive flood, dam failure and high-water information from Duke Energy and Jackson County citizens noting specific locations and addresses.



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2. Disseminate current information on flooded roadways and bridges to Emergency Management Director on-call and emergency response agencies in affected areas.
3. Maintain contact with emergency response agencies including fire, law enforcement, public works, and Emergency Management Director on-call, for emergency needs.
4. Coordinate with other communication centers within the county or contiguous counties for efficient multiagency and multijurisdictional response.

C. Jackson County Emergency Management

Upon notification, Jackson County Emergency Management will respond and coordinate actions for an impending or actual dam failure or flooding situation by implementing the appropriate, incident specific sections of the Dam Emergency Action Plan, Jackson County Emergency Operations Plan, and this annex.

Essential Functions:

1. Activate public notification procedures.
2. Outline evacuation procedures.
3. Activate appropriate emergency response agencies to assist with notification and evacuation in their district.
4. Closely coordinate with North Carolina Departments of Transportation and Public Safety requirements and needs of Jackson County.
5. Identify evacuation routes to be used.
6. Identify affected citizens needing assistance to evacuate using the Access and Functional Needs database.
7. Activate the Emergency Operations Center.
8. Identify shelters to be opened for the care of evacuees.



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9. Assign specific functions and responsibilities to local emergency response agencies and other organizations.
10. Monitor roadways and bridges for additional flooding.
11. Monitor river and lake levels.
12. Identify procedures for allowing evacuees to return to their homes.

D. Emergency Response Agencies (Fire, Rescue, Law Enforcement)

1. Assist in warning and alerting the public by utilizing public address systems or sirens on vehicles when requested by the County EOC or Emergency Management Director on-call. Door-to-door warning may be necessary especially during the night when people may be sleeping.
2. Assist citizens to reach higher ground with primary attention to citizens requiring assistance for access and functional or special medical needs. These citizens may self-identify at the time of the incident or may be registered in the Jackson County Access and Functional Needs database.
3. Perform swift water search and rescue efforts.
4. Observe flood and high-water conditions and immediately report any pertinent flooding information and, if possible, related damage.
5. Provide security control and limit access into and within the disaster area.
6. Protect property in evacuated areas.
7. Establish and maintain traffic control.
8. Maintain a state of readiness to rescue victims of structure collapses, or other emergencies.

E. Duke Energy

Duke Energy will communicate with Jackson County Emergency Management through the 911 Communications Center (Warning Point)



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about potential and actual flooding or dam failure situations as well as water management issues affecting the Tuckasegee River and its dams and lakes.

Duke Energy has limited no police and civil powers; therefore, it is the responsibility of various government agencies to provide public warning, fire protection, victim rescue, traffic control, and other such functions during a flood or high-water event.

Once Duke Energy or any other citizen notifies Jackson County 911 Communications Center of a problem or impending emergency, then Jackson County is responsible for providing the means for response to an emergency or disaster situation.

Duke Energy maintains regional Hydroelectric Plant Emergency Action Plans and provides annual updates, training, and exercises of the plan to Jackson County Emergency Management. This plan is in the Emergency Management Director's office.

F. Public Information Officer

All Public Information will be managed according to the Public Information Annex of the Jackson County Emergency Operations Plan, and Standard Operating Procedures established by Jackson County Emergency Management.

All public information officers, both public and private, will work in coordination with the lead Public Information Officer identified by Jackson County EOC and through the Joint Information System. All information released will be approved by the Jackson County Emergency Management Director or designee. During incidents along the Tuckasegee River or related to the lakes and dams' public information will be coordinated with Duke Energy. Efforts will be made to have a Duke Energy liaison appointed to the Joint Information Center and/or EOC.

Methods for alerting the public may include the following:

- Jackson County Code Red System (see suggested messages in Attachment 1)
- Area canvas with loudspeakers/vehicle sirens and door-to-door by emergency responders (Attachment 2)
- Social Media



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- Local TV and Radio Stations
- Emergency Alert System broadcast
- Electronic Signboards

G. American Red Cross

The American Red Cross will provide mass care operations including sheltering and feeding when requested to do so by the Jackson County Emergency Operations Center. Shelter locations will be outside the affected area and determined based on the size and location of the affected area. Locations will be identified at the discretion of the Emergency Management Director or designee.

H. National Weather Service

The NWS will issue watch or warning messages related to flooding and flash flooding and other weather expected to impact the affected area including time, direction, speed, and boundaries as well as special precautionary information to the public.

I. River and Lake Monitoring

The following locations are available for monitoring river gauges along the Tuckasegee River and other county creeks and streams by Jackson County Emergency Management through the Flood Inundation Mapping and Warning System (FIMAN) managed by North Carolina Emergency Management:

- Scotts Creek near Beta
- Scotts Creek Inflow
- Wolf Creek
- Tanasee Creek
- Rock Bridge
- Robinson Creek
- Tuckasegee River at Barker's Creek
- Tuckasegee River at SR 1172, Cullowhee



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VI. Training and Exercises

Jackson County Emergency Management staff participates in training on flooding and dam failure emergency action planning annually. All exercises conducted by Jackson County Emergency Management are done utilizing HSEEP Guidelines.

VII. Annex Maintenance

This Annex will be reviewed annually and revised as necessary by the Jackson County Emergency Management.



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Hazard Specific Annex B Attachment 1 Code Red System

The Code Red System can be used for a multitude of different situations including alerting citizens and businesses of flood and high-water situations, official instructions, and information. This is a tool that can be used at the discretion of the Incident Commander by calling the Emergency Management Director on-call.

The policies for the Code Red System have been developed and implemented by Jackson County Emergency Management.

Those with a password or shared password must receive initial training on the system which includes logging in and setting up a map-based message launch.

Flood or high water related messages should be map (street level) or radius specific to the affected area to prevent unnecessary evacuations.

The following Emergency Management staff can launch messages:

- Emergency Management Director
- Emergency Management Assistant Director
- Fire Marshal
- Jackson County Sheriff's Office

Templates for Code Red System Messages during flood incidents:

1. Message #1-Pre-Event

This is an important message from Jackson County Emergency Management for residents in _____ Area. Due to the impending _____ (Describe Weather) _____ in the following 5 to 7 days we anticipate you will see increased water levels on _____. Officials have notified us of a strong probability of high-water levels and potential for flooding in your area that will last for at least the next 7 to 10 days. Please plan accordingly and take emergency preparedness measures now including sharing this information with your family and neighbors. We will do our best to keep you updated as the situation changes. Thank you for listening to this important message from Jackson County Emergency Management.



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2. Message #2 Impending Event

This is an important message from Jackson County Emergency Management for residents _____ Area. The National Weather Service is forecasting

_____. We anticipate you will see flooding on _____ and Duke Energy officials have notified us of a strong probability of high-water levels in the next 2 – 5 days. Please take emergency preparedness measures now including sharing this information with your family and neighbors, moving vehicles out of the flood area, and gathering your medications and important documents to take with you. We will keep you updated as the situation changes. Thank you for listening to this important message from Jackson County Emergency Management.

3. Message #3 Evacuation

This is an emergency message from Jackson County Emergency Management for people staying in _____ Area. The lake and river are rising, and flooding is imminent. Please take emergency evacuation measures now and move immediately to higher ground. Local fire and rescue personnel are in the area to ensure you get out safely. Duke Energy and National Weather officials have notified us of a strong probability of high-water levels.



Jackson County Emergency Operation Plan

Hazard Specific

Annex B

Attachment 2

Emergency Evacuation Announcement for Response Agency Use

Instructions:

Divide the affected area into sectors. Personnel assigned to a specific sector should begin at the point nearest the incident and move outward. Personnel should have the specific locations of shelters and evacuation routes to give to evacuees. Personnel should be in radio contact with their supervisor and Jackson County Emergency Operations Center.

1. Drive slowly along the streets and roads of your assigned route with the High/Low siren engaged.
2. Stop frequently, turn off siren and use public address system to make the evacuation announcement.

Announce in a calm clear voice:

Attention! Due to dangerous flooding, you should take emergency evacuation measures now. Leave the area immediately. You should take the following items with you: special medication or dietary needs, personal items, change of clothes, and infant needs. Go to a friend or relative's home in a safe area, or:

(DESIGNATED SHELTER LOCATIONS)

If you need assistance to evacuate or transportation, please come outside or call 911.

INSTRUCT EVACUEES TO USE THE DESIGNATED EVACUATION ROUTES.

(DESIGNATED ROUTES)

3. Continue along your assigned route until all residents and businesses have been notified to evacuate.

Printed copies of the broadcast announcement should be given to each alerting vehicle to hand to people with hearing impairments.



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Hazard Specific Annex B Attachment 3 Flood Response Standard Operating Guidelines

Planning:

- ☐ Ensure the public is well informed regarding flood watches and warnings.
- ☐ Coordinate with the National Weather Service for timely watches and warnings affecting local jurisdictions.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in proper precautions and emergency actions prior to a flooding event.
- ☐ Ensure the community is a participant in the National Flood Insurance Program (NFIP).
- ☐ Coordinate the establishment of local laws to prohibit or minimize construction in the flood plain.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every six years.
- ☐ Coordinate with local planning boards and inspections departments regarding building codes and code enforcement to minimize damages.
- ☐ Conduct hazard analysis of vital facilities and the impact of a flood on one or more of those facilities.
- ☐ Procure or produce information pamphlets for distribution to the public, as applicable.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or designated lead agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations.
- ☐ Coordinate with Department of Transportation officials for information regarding roads and bridges likely to be closed due to flood.
- ☐ Coordinate with electric utilities to share information concerning power outages.

Response:

- ☐ Identify immediate action or response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guideline.
- ☐ Issue alert and warning based on procedure or guideline, as warranted.
- ☐ Establish communications with responding agencies.



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- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Evaluate overall county situation.
- ☐ Establish communications with the State.
- ☐ Establish communications with the National Weather Service.
- ☐ Establish communications with and request a liaison from affected electric and gas utilities.
- ☐ Establish ongoing reporting from the response forces services, private agencies, and utilities.
- ☐ Establish command post(s) as needed.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.
- ☐ On order, evacuate affected areas with assistance from response forces.
- ☐ Conduct first staff briefing as soon as practical after EOC/command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief town/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Provide response forces with updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.



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- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure or guideline.
- ☐ Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from the dam owner and/or Army Corps of Engineers regarding safety, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance if applicable.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.



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- Loss of life or injury of any responder.
 - Documents regarding economic impact.
- ☐ Develop or generate reports for the following, as appropriate:
- FEMA
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
- ☐ Establish donations management based on policy and procedure or guideline.
- ☐ If a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.



Jackson County Emergency Operation Plan

Hazard Specific

Annex B

Attachment 4

Listing of Jackson County Flood Prone Areas

1.
2.



Jackson County Emergency Operation Plan

Hazard Specific Annex C Severe Weather

I. Purpose

The purpose of this annex is to outline the organization, responsibilities, operational concepts, and procedures specific to response operations of forecasted severe weather emergencies. Safety of employees and responders, citizens, and visitors along with protection of property is of special emphasis and shall be improved using educational campaigns, planning, warnings, and evacuations.

II. Situation and Assumptions

A. Situation

1. Severe weather situations can occur at any time; therefore, equipment and procedures to warn the public of impending severe weather must be in place and ready to use at any time.
2. Severe weather phenomena's that have caused negative impacts in the Jackson County include flooding, flash flooding, tropical systems, severe thunderstorms, tornados, hail, sleet, freezing rain, snowstorms, blizzard like conditions, high wind events and drought.
3. Damage potential includes uncontrolled burning of grasslands, brush, woodlands, structure fire, flooding and erosion, snow and ice build-up, high winds, lightning strikes, excessively high/low temperatures, diminished public services and communications, damage to or destruction of public and private property, most seriously loss of life.
4. Local radio and broadcast television stations will broadcast Emergency Alert System (EAS) messages when requested by local government officials.
5. A significant severe weather event may necessitate the implementation of an organized and structured donations management program.



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B. Assumptions

1. Jackson County residents and visitors can receive notifications of severe weather events through local media, NOAA weather radios, or other available government/commercial notification systems.
2. Some people who are directly threatened by severe weather may ignore, not hear, or not understand warnings issued by the government.
3. Responders may have critical needs of their own due to the severe weather event.
4. Response and recovery efforts may be hampered due to critical infrastructure being damaged or destroyed by snow/ice/debris blocked roads, damaged bridges or roads, and downed trees and utility poles.
5. Evacuations may occur due to impending threats or damage to structures. Mass care and human service facilities may be required.
6. Electric power may be most susceptible to damage and at the same time be most essential for recovery.
7. Effective communications may be a major concern due to the disruption of telephone service and the loss or damage of radio antenna towers and related equipment.
8. A significant number of casualties may occur during the post-emergency period from fires, electrocution, stress related illness, snow/ice/debris-clearing accidents, etc.
9. The need for increased security may exist.

III. Concept of Operations

A. General

1. Groups and individuals responding to severe weather emergencies will do so generally using procedures parallel to the normal day-to-day operations.



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2. Early warning statements indicating conditions are favorable for severe weather are issued by the National Weather Service (NWS) Office in Greenville/Spartanburg SC. Statements will include detailed descriptions of possible impacts and areas associated with the warning.
3. Additional follow-up warnings may be issued to field staff and key personnel via the Jackson County 911 Communications Center and/or the Jackson County Emergency Management Office.

B. Specific

1. As weather statements indicate a possibility for severe weather events, Jackson County Emergency Management will make the appropriate preparatory decisions.
2. NWS weather warning statements typically contain specific impacts which can be used as criteria for a call to action for immediate response or for implementing tasks in support of impending weather conditions (i.e., moving or staging of personnel/equipment, Emergency Operations Center activation, opening of shelters, etc.).
3. Tornado/Severe Thunderstorm
 - a. Watch – NWS will issue a tornado/severe storm watch when conditions are favorable for tornado or severe storms to develop.
 - b. Warning – NWS will issue a tornado/severe storm warning when a tornado has been spotted or indicated on radar or when a severe storm with winds of at least 58 MPH and/or hail at least 1" in diameter has developed and most likely will affect the areas stated in the issued bulletin.
 - c. Actions – Upon receipt of a watch or warning, Jackson County Emergency Management will ensure the appropriate personnel are aware that a watch or warning has been issued and shall be ready to respond should conditions warrant. Activation of the Emergency Operations Plan may be considered.



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4. Ice and Snow

- a. The NWS will issue early warning statements when local conditions are favorable for a significant snow or icing event. Statements will include the potential impacts and areas that may be affected.
- b. Actions – Jackson County Emergency Management will ensure the appropriate personnel are aware that a watch or warning has been issued and shall be ready to respond should conditions warrant. Activation of the Emergency Operations Plan may be considered.

5. Excessive Heat and/or Cold Temperatures

- a. The NWS will issue excessive heat watch when conditions are favorable for an excessive heat event in the next 24 to 72 hours and a warning within 12 hours of the onset of extremely dangerous heat conditions.
- b. The NWS will issue a cold weather alert when conditions are likely to significantly affect people's health. Alerts consider temperature along with other winter weather threats such as windchill and/or ice and snow.
- c. Jackson County Emergency Management will ensure the appropriate personnel are aware that a watch or warning has been issued and shall be ready to respond should conditions warrant. Activation of the Emergency Operations Plan may be considered.
- d. Warming/Cooling Stations – Due to the land mass of the county, it should not be the practice to arbitrarily open warming/cooling stations without a specific request due to a specific need. Consideration must be given to the number and locations needed verses the resources available to staff and operate the facilities. Other options should first be considered based on practicality and service requests. Emergency Management staff should be prepared to coordinate with Red Cross for support to open a warming/cooling facility should there be an extended power outage and location(s) that need to be served can be identified.



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IV. Direction and Control

- A. Jackson County Chairman of the County Commissioners is vested with the overall direction and control of emergency activities in a disaster situation.
- B. On site, if the situation dictates, the Incident Commander will establish and maintain management until resolution and mitigation efforts are complete.
- C. Jackson County Emergency Management is charged by the County Commissioners with the responsibility of activation of the emergency plans and emergency operations center to provide coordination and support to any major emergency within Jackson County or to support any of its municipalities as needed.

V. Continuity of Government

Line of succession for agencies and officials involved in a severe weather incident are in accordance with established procedures and are outlined in the functional annexes to this plan.

VI. Plan Development and Maintenance

The Emergency Management Director will coordinate with other applicable agencies in the development and maintenance of this plan as required or needed.



Jackson County Emergency Operation Plan

Hazard Specific Annex C Attachment 1 Severe Weather Checklist

Planning:

- ☐ Ensure the public is well informed regarding severe weather watches and warnings.
- ☐ Coordinate with the National Weather Service for timely watches and warnings affecting local jurisdictions.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in proper precautions and emergency actions prior to different types of severe weather.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every six years.
- ☐ Coordinate with local planning boards and inspections departments regarding building codes and code enforcement to minimize damages.
- ☐ Coordinate the establishment of local laws to strengthen building codes.
- ☐ Conduct hazard analysis of vital facilities and the impact of severe weather has on one or more of those facilities.
- ☐ Procure or produce information pamphlets for distribution to the public, as applicable.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or designated lead agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations.
- ☐ Coordinate with Department of Transportation officials for information regarding roads and bridges likely to ice or be closed.
- ☐ Coordinate transportation for persons that may be stranded or otherwise isolated or likely to need emergency assistance.
- ☐ Coordinate with electric utilities to share information concerning power outages.

Response:

- ☐ Identify immediate action or response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate and implement emergency operations plan and procedures.
- ☐ Organize or establish the EOC, based on operational procedure or guideline.



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- ☐ Issue alert and warning based on procedure or guideline, as warranted.
- ☐ If areas are isolated, on order, evacuate affected areas with assistance from response or predetermined transportation forces.
- ☐ Establish communications with responding agencies.
- ☐ Establish traffic control and security with law enforcement.
- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of the command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Evaluate overall county situation (i.e., roads impassable, power failures, traffic accidents, etc.).
- ☐ Establish communications with the State.
- ☐ Establish communications with the National Weather Service.
- ☐ Establish communications with and request a liaison from affected telephone, electric and gas utilities.
- ☐ Establish ongoing reporting from the response forces, private agencies, and utilities.
- ☐ Establish command post(s) as needed.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.



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- ☐ Conduct first staff briefing as soon as practical after EOC/command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief city/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Provide response forces with updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure or guideline.
- ☐ Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from the National Weather Service and other sources regarding duration, accumulations, etc.
- ☐ Obtain information about continued road closures and additional isolated persons or communities.



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- ☐ Assess citizen/community needs for individual assistance and/or public assistance if applicable.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.
- ☐ Develop or generate reports for the following, as appropriate:
 - FEMA
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
- ☐ Establish donations management based on policy and procedure or guideline.
- ☐ If a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.



Jackson County Emergency Operation Plan

Hazard Specific Annex C Attachment 2 Major Power Failure Checklist

Planning:

- ☐ Coordinate with local electric utilities for information affecting local jurisdictions, obtain historical information on average outages and extended outages.
- ☐ Gather emergency contact information from each utility that provides service.
- ☐ Coordinate with schools, daycare centers, nursing homes, rest homes, hospitals, etc. in proper precautions and emergency actions prior to a major power failure.
- ☐ Encourage the purchase and installation of emergency generators.
- ☐ Coordinate with local planning boards and inspections departments regarding building codes and code enforcement to minimize damages that might occur from a prolonged power failure.
- ☐ Conduct hazard analysis of vital facilities and the impact of a major power failure on one or more of those facilities.
- ☐ Encourage such facilities to incorporate stand-by generators in their respective emergency plan.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation.
- ☐ Procure or produce information pamphlets for distribution to the public with assistance from utilities. "What to do When the Lights Go Out".
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or designated lead agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations, as appropriate.

Response:

Notation: Most major power failures are the result of other incidents such as winter storms, tornadoes, etc. Additionally, you should refer to the specific cause event checklist.

- ☐ Identify immediate action or response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guideline.
- ☐ Issue alert and warning based on procedure or guideline, as warranted.
- ☐ Establish communications with responding agencies.



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- ☐ Through communications with responding agencies determine as quickly as possible:
 - General boundary of the affected area
 - The general extent of power or other utility disruption
 - Immediate needs of response forces or utilities
 - Estimated time of repair or duration of outage
 - Estimated population affected
 - Road closures or other transportation issues
- ☐ Evaluate overall county situation.
- ☐ Communicate with National Weather Service for forecast information for estimated duration of outage/failure (freezing temperatures, etc.).
- ☐ Establish communications with the State.
- ☐ Establish communications with and request a liaison from electric and gas utilities as appropriate.
- ☐ Establish ongoing reporting from the response forces and utilities.
- ☐ Establish Incident Command.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.
- ☐ Conduct first staff briefing as soon as practical after EOC/command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief town/county/agency/utility executives.
- ☐ Provide PIO with updated information.
- ☐ Establish, as appropriate, a Joint Information Center (JIC) with the facility.
- ☐ Provide response forces with updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.



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- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure or guideline.
- ☐ If incident continues, develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from technical sources regarding outage effects.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from utilities regarding outages, length of repair, safety, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.
- ☐ Develop or generate reports for the following, as appropriate:
 - FEMA
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports



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- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations, as appropriate.
- ☐ Establish donations management based on policy and procedure or guideline.
- ☐ It will be unlikely if a localized power outage will cause a Presidential declaration of disaster, but if a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly. Brief elected officials with updated information and disaster recovery progress.



Jackson County Emergency Operation Plan

Hazard Specific Annex D Transportation and Aircraft Accident

I. Purpose

To establish methods and procedures designed to protect life and property in the event of a major transportation accident involving a large motor coach, school bus or aircraft within Jackson County, to render aid to the community in which the accident occurs and to protect the crash scene and preserve evidence for further investigation. This Annex is not intended to address hazardous material or train transportation accidents which are addressed in Hazard Specific Annex A of this plan.

II. Situation and Assumptions

A. Situation

1. Jackson County is intersected by multiple highways used regularly by bus companies using large capacity motor coaches and school systems for tourism, athletic competitions, and general ground transportation for groups.
2. Jackson County School system is supported by large capacity busses for use of transporting students to and from schools and extracurricular activities.
3. Jackson County Airport is small publicly owned located at the western portion of the County approximately three miles southeast of Sylva at 626 Airport Road. The airport's traffic consists mostly of light single and twin engine fixed-wing private aircraft. Additional air traffic consists of occasional helicopter flights, military and search & rescue training exercises, local emergency services, and commercial air taxi service.
4. Landing and takeoff flight patterns for Jackson County Airport transverse single and multi-family housing within the County.
5. Regional fire, medical, rescue and law enforcement resources would be challenged to cope with a major transportation accident involving mass casualty or fatality.



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B. Assumptions

1. A bus, aircraft or other large-scale catastrophe can create a situation that will tax the normal resources of any one community.
2. The severity of the disaster may be of such magnitude that additional assistance may be required from regional, State and/or Federal resources.
3. Jackson County Airport may be the first to be alerted to an impending or actual aircraft crash through their normal communications network.
4. A transportation accident involving busses would normally be reported through the 911 Communications Center who will gather as much detail as possible to deploy the needed resources.
5. Depending on the location of the accident and the materials involved, there may be a need to implement other portions of the multi-hazard plan i.e., Mass Casualty, Hazardous Materials.
6. An aircraft or bus crash recovery operation may involve multiple agencies over a course of days or weeks.
7. Crises Assistance will be made available to the community and first responders to help with post traumatic issues created by these types of incidents.

III. Organization

- A. Under the Incident Command System, the Senior Officer at the scene has the initial authority to direct and control emergency actions. Unified Command will be employed to facilitate a coordinated response by all local, state, and federal agencies.
- B. While the Incident Commander assumes operational authority, the Chief Executive of an affected county or town has overall responsibility for the emergency when a disaster has been declared. Protective actions affecting large areas may require the declaration of a State of Emergency. This declaration utilizes and expands the authority of the local Chief Elected Official and the county/town manager.



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- C. The Jackson County Emergency Operations Center (EOC) may be activated for incidents involving mass casualty or the need to support other resource requests from the regional, state, or federal agencies. The activities of the EOC will be coordinated by the Jackson County Emergency Management Director.
- D. The Incident Commander will establish a Command Post from which to direct and oversee all emergency operations. The Incident Commander will secure the crash site with the aid of law enforcement and other agencies which are available.
- E. The Incident Commander will designate a Public Information Officer to address the press/media representatives. The Public Information Officer will determine the need for a Joint Information Center operation or other needed information support requirements through the Incident Commander.
- F. The Emergency Medical Service (EMS) Supervisor shall be the first qualified person on scene from the responding agencies to support and direct the EMS Operations Branch. This person shall retain EMS Operational Branch Director until the command is passed to a superior from the Branch Director's agency, or the Branch Director relinquishes EMS Operational Branch Command to another qualified responder. The EMS Branch shall appoint EMS Divisions/Groups which may include triage, treatment, transportation, communication, staging and resources.
- G. Law Enforcement has responsibility to secure and control access to the scene for the duration of the incident. Law Enforcement officials may assume Incident Command, as appropriate, during the incident.
- H. If an air crash disaster involves a military aircraft, the FAA will notify the appropriate military branch. The military would immediately communicate information regarding hazardous cargo aboard the aircraft. The military will respond to any crash involving a military aircraft and provide support. The emergency response would follow the guidelines of this plan. In the recovery phase, the military will secure the area and coordinate with local operations.
- I. The National Transportation Safety Board (NTSB) is an independent Federal Agency charged with determining the probable cause of transportation accidents and promoting transportation safety and assisting victims of transportation accidents and their families. The FAA may act on



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their behalf for aircraft accidents. Once on-site at any accident the NTSB will assume direction and control as part of the Unified Command.

- J. Family Assistance Centers may be established to assist relatives of injured and deceased. Red Cross is federally charged with the operation of these centers which will normally be in a nearby hotel that can provide adequate space to accommodate multiple levels of support to affected families.

IV. Concept of Operations

A. General

1. Preparedness involves actions designed to save lives and minimize damage. It is planning and training prior to a major transportation accident for appropriate response when an emergency occurs.
2. Response agencies throughout Jackson County have planned and trained for mass casualty and mass fatality situations that could occur because of a coach or aircraft crash. Each designated response agency is responsible to develop and maintain procedures for such occurrences.
3. All responders will:
 - Maintain a resource inventory of equipment and manpower which could be utilized.
 - Train personnel in the responsibilities and emergency duties required under this plan.
 - Conduct periodic exercises that will test the effectiveness of this plan.
 - Review and update the plan as needed based on exercises, emergency response or changes in policy.
 - Follow the established communications network identified in this plan.

B. Specific

Emergency Response begins as soon as a major transportation crash is identified or reported. The following numbering sequence is not meant to establish priority as all actions should be done as soon as possible.



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Aircraft Crash:

1. When notified that an aircraft approaching the airport is having difficulty, Jackson County Airport will immediately make notifications per the Airport Emergency Plan.
2. In the event of reported air crash off-site of the Jackson County Airport, the 911 Telecommunicator will immediately notify agencies based on the information from the caller and/or possible the FAA Tower.
3. The first responder on-scene will make a preliminary assessment and notify the 911 Telecommunicator, giving all information available. The 911 Telecommunicator will immediately notify agencies according to the established protocol based on the size of the aircraft.
4. The Senior Fire Officer of the jurisdiction affected, upon arriving at the scene of the crash, may become the Incident Commander and will command and direct all emergency response actions.
5. The Incident Commander will assess the need for additional resources.
6. A Unified Command will be established by the responding agencies of the jurisdiction affected upon arriving at the scene of the crash. A lead commander will coordinate overall decisions for the group while each agency maintains control over their personnel.
7. Law Enforcement will establish access and traffic control and assist the Medical Examiner in body recovery and identification, if necessary. The State of North Carolina has a mass fatality response system to support local medical examiners in this type of event.
8. The first qualified EMS supervisor at the scene shall assume EMS Branch Operations and set-up the EMS structure, in accordance with the Mass Casualty Incident Plan. The EMS Branch Director shall appoint officers to the EMS Branch Operations, which shall include triage, treatment, transportation, communication, staging and resource officers.



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9. The Incident Commander will instruct emergency response personnel to not move debris associated with the wreckage, i.e., cargo, plane remnants, passenger belongings, unless there is imminent danger of items being destroyed, or unless they inhibit access to passenger rescue.
10. The Medical Examiner is responsible for the identification, movement and/or removal of the deceased. Unauthorized personnel are not to move the dead without express approval of the Medical Examiner, except when there is a question of whether the person is deceased or if the body is in danger of being destroyed. In all cases involving the movement of a body, personnel moving the body shall make careful note of the location and condition of the body for the Medical Examiner.
11. Upon notification of an air disaster, the FAA will be responsible for air traffic in proximity to the scene, with immediate regulatory control of airspace around the area. They will keep the airspace clear of intrusive air traffic, to the limits of the regulations.
12. Other federal agencies i.e., FBI, Homeland Security, NTSB are expected to respond and support investigation and assist in securing and identifying personal property. The authority of these agencies varies depending on the nature/cause of the crash.

Bus and Coach Accidents:

1. These types of incidents are normally reported from witnesses to the 911 Communications Center. The 911 Telecommunicator will immediately notify agencies based on the information from the caller or other credible source.
2. The first responder on-scene will make a preliminary assessment and notify the 911 Telecommunicator, giving all information available. The 911 Telecommunicator will immediately notify agencies according to the established protocol based on the size of the bus/motor coach and reported magnitude of the event.
3. A Unified Command will be established by the responding agencies of the jurisdiction affected, upon arriving at the scene of the crash. A lead commander will coordinate overall decisions for the group while each agency maintains control over their personnel.



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4. Law Enforcement will establish access and traffic control and begin investigative actions into the accident. Law enforcement will also notify the bus or coach operator of the type and nature of the incident.
5. If a school bus is involved the appropriate school system (in the event an out of county school is involved) will activate their notification procedures for contacting families of an incident and give directions on what actions to take for further information. School officials will also be asked to report to the scene to support actions taken by emergency responders.
6. The first qualified EMS supervisor at the scene shall assume EMS Branch Operations and set-up the EMS structure, in accordance with the Mass Casualty Incident Plan. The EMS Branch Director shall appoint officers to the EMS Branch Operations, which shall include triage, treatment, transportation, communication, staging and resource officers.
7. The Unified Command will instruct emergency response personnel to not move debris associated with the wreckage, i.e., cargo, vehicle remnants, passenger belongings, unless there is imminent danger of items being destroyed, or unless they inhibit access to passenger rescue.
8. The Medical Examiner is responsible for the identification, movement and/or removal of the dead. Unauthorized personnel are not to move the dead without express approval of the Medical Examiner, except when there is a question of whether the person is deceased or if the body is in danger of being destroyed. In all cases involving the movement of a body, personnel moving the body shall make careful note of the location and condition of the body for the Medical Examiner.
9. NC State Highway Patrol's (NCSHP) Motor Carrier Division is charged with supporting investigation of accidents involving coaches and busses. They will be a key agency within the Unified Command structure to support decisions on movement of debris and deceased.
10. US DOT Federal Motor Carrier Safety Administration may respond to the scene to support investigation of an accident and will work closely with NC SHP to coordinate their activities.



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11. The National Transportation Safety Board (NTSB) will most likely also respond to facilitate the investigation.
12. State resources are available to support local medical examiners response to mass fatality incidents.
13. If needed, the Unified Command can request the FAA to restrict air traffic in proximity to the scene. They will keep the airspace clear of intrusive air traffic, to the limits of the regulations.
14. Red Cross is charged with opening Family Assistance Centers that can support families of injured or deceased. Their assistance is available through the Emergency Management Director.

V. Direction and Control

- A. The Unified Command will control and direct all activities at the scene.
- B. If a disaster is declared, the Chief Executive will exercise Executive Authority over all disaster operations in the jurisdiction in accordance with assignments contained in this plan.
- C. The Command Post will be established at or near the scene. This is the center from which all emergency operations will be directed. Staffing for the Command Post, as directed by the Unified Command, should be limited to primary responders: Fire, Law Enforcement, EMS, Communications, Public Information, Emergency Management, and others who may be appointed by the Command team.

VI. Continuity of Government

Each agency will have a line of succession to support continued operations. This is vital in maintaining complete command structure for multiday events that will likely occur with a mass casualty/mass fatality situation. Lines of succession will require qualified and authorized personnel to fill each organizational role.

A. Jackson County

1. Fire Service
 - Chief
 - Assistant Chief



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- Captain

2. Law Enforcement

- Sheriff
- Sheriff's Office Major
- Sheriff's Office Operations Captain

3. Emergency Medical Services

- Director
- Training Officer
- Shift Supervisor

4. Emergency Management

- Director
- Assistant Director
- Assistant Fire Marshal

B. Town

1. Fire Department

- Fire Chief
- Deputy Fire Chief
- Assistant Fire Chief

2. Police Department

- Police Chief
- Assistant Police Chief
- Captain

VII. Plan Development and Maintenance

- A. The Jackson County Emergency Management Director will serve as a focal point for revising this plan, aiding the town, and assisting in training and exercises.
- B. All drills/exercises should be coordinated with Jackson County Emergency Management. Exercises of this plan will be considered and integrated,



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when possible, in the design and scheduling of other exercises. Upon request Emergency Management will provide observers, facilitate a critique, and report as appropriate.

- C. Jackson County Emergency Management will coordinate and facilitate a debriefing and/or a critique of all incidents which activate this plan.



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Hazard Specific Annex D Attachment 1 Aircraft Accident Checklist

Planning:

- ☐ Coordinate with local airport officials regarding types and number of aircraft using the airport.
- ☐ Provide an avenue for airport officials to report ground accidents, takeoff and landing accidents, traffic pattern collisions, possible hijackings, or other aircraft related emergencies (i.e., 9-1-1).
- ☐ Coordinate with Federal Aviation Administration officials for timely information regarding response to any aircraft accident scene involving civilian aircraft.
- ☐ Coordinate with local broadcast media to ensure timely and accurate emergency information.
- ☐ Conduct hazard analysis of vital facilities and the impact of an aircraft accident at or near one or more of those facilities.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every six years, as a minimum.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in the area in proper precautions and emergency actions prior to an aircraft accident.
- ☐ Determine the availability of mobile and/or portable mortuary services.
- ☐ Coordinate with the airline (if applicable but not likely) for response and information.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for coordination of Family Assistance Centers and/or shelter operations, as appropriate.
- ☐ Establish or facilitate Unified Incident Command with agencies likely to respond, such as law enforcement, fire departments, regional hazmat teams, rescue, mortuary, etc.
- ☐ Ensure fire department personnel and other responders meet or exceed OSHA 1910.120.
- ☐ Ensure responders are trained in aircraft accidents and victim extrication.

Response:

- ☐ Identify immediate response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.



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- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guidelines.
- ☐ Issue emergency notifications based on operational procedure or guidelines, as warranted.
- ☐ Establish communications with responding agencies.
- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Evaluate overall situation based on incident information.
- ☐ Establish communications with the State.
- ☐ Establish communications with the Federal Aviation Administration and/or National Transportation Safety Board as appropriate. If military, establish communications with the appropriate military branch through the NC Emergency Management 24 Operation Center.

Notation: Military aircraft accidents/incidents fall within the jurisdiction of military response personnel. Appropriate or even extraordinary security measures may be requested or required in the interest of national security. Unexploded ordnance may present extreme hazards to civilians and response personnel. Unless otherwise informed, all military aircraft should be presumed as carrying ordnance.



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Notation: It is advisable to note the pilot is always in command of the aircraft and the aircraft is his/her responsibility, even after an accident, until the pilot is duly and properly relieved of that responsibility by the owner, company agent, or military branch as appropriate.

- ☐ Establish communications with and request a liaison from the airline, airport, or military if appropriate to do so.
- ☐ Establish ongoing reporting from the response forces, responding private agencies and utilities, as appropriate.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of Family Assistance Centers or shelters if required in the appropriate areas, based on shelter procedure or guideline.
- ☐ On order, evacuate affected areas with assistance from response forces.
- ☐ Conduct first staff briefing as soon as practical after EOC/Command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.
- ☐ Brief town/county/State agency executives.
- ☐ Provide PIO with updated information.
- ☐ Provide response forces with all updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical, in coordination with airline, airport or military officials.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all local resource requests as well as those being forwarded to the State.
- ☐ Activate financial tracking, coordinated by the Finance Officer, as appropriate.
- ☐ Activate damage assessment and follow damage assessment guidance.
- ☐ Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours, if required.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours, if required.



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Recovery

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from Red Cross (or organization responsible for shelter operations) regarding Family Assistance Center activities and the number of sheltered and any needed support required or necessary for continued operation.
- ☐ Obtain from Red Cross (or other organization responsible for shelter operations) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from airline or airport regarding safety, debris removal, notifications to family, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance if applicable.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.
 - Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.

Notation: Most costs associated with an aircraft accident are borne by the airline, the aircraft owner or pilot in command and are billable as such. Such items as volunteer response, if not a contracted service (i.e., volunteer fire department personnel) may not be reimbursable.

- ☐ Develop or generate reports for the following, as appropriate:
 - FAA/NTSB
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports



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- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.



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Hazard Specific Annex D Attachment 2 Large Coach or Bus Accident Checklist

Planning:

- ☐ Coordinate with local school system officials regarding types and number of busses used.
- ☐ Coordinate with local, State and Federal officials for timely information regarding response to any school bus or motor coach accident scene.
- ☐ Coordinate with local broadcast media to ensure timely and accurate emergency information dissemination.
- ☐ Conduct hazard analysis of road infrastructure to determine the most likely scenario to involve school busses or motor coach in a major accident.
- ☐ Coordinate and plan at least one exercise (tabletop or practical) every six years, as a minimum.
- ☐ Coordinate with schools, daycare centers, hospitals, etc. in the area in proper precautions and emergency actions prior to an accident involving their transportation assets.
- ☐ Determine the availability of mobile and/or portable mortuary services.
- ☐ Coordinate with the motor coach company's (if applicable) for response and information.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter or Family Assistance Center operations, as appropriate.
- ☐ Establish or facilitate Unified Incident Command with agencies likely to respond, such as fire departments, regional hazmat teams, rescue, law enforcement, mortuary, etc.
- ☐ Ensure fire department personnel and other responders meet or exceed OSHA 1910.120.
- ☐ Ensure responders are trained in bus or motor coach accidents and victim extrication.

Response:

- ☐ Identify immediate response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guidelines.



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- ☐ Issue alert and warning based on operational procedure or guidelines, as warranted.
- ☐ Establish communications with responding agencies.
- ☐ Through communications with responding agencies determine as quickly as possible:
 - The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
- ☐ Evaluate overall situation based on incident information.
- ☐ Establish communications with the State agencies charge with response and investigation i.e., NC State Highway Patrol, NC DOT, NCEM.
- ☐ Establish communications with the US DOT Federal Motor Carrier Administration and/or NTSB as appropriate.
- ☐ Establish communications with and request a liaison from the school system or motor coach carrier to respond as appropriate.
- ☐ Establish ongoing reporting from the response forces, responding private agencies and utilities, as appropriate.
- ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate Family Assistance Center or shelter if needed in the appropriate area, based on shelter procedure or guideline.
- ☐ Conduct first staff briefing as soon as practical after EOC/Command post activation.
- ☐ Activate or establish rumor control through the public information officer (PIO).
- ☐ Establish a schedule for briefings.



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- ☐ Brief town/county/State agency executives.
- ☐ Provide PIO with updated information.
- ☐ Provide response forces with all updated information, as appropriate.
- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical, in coordination with school or motor coach carrier officials.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all local resource requests as well as those being forwarded to the State.
- ☐ Activate financial tracking, coordinated by the Finance Officer, as appropriate.
- ☐ Activate damage assessment and follow damage assessment guidance.
- ☐ Develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours, if required.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours, if required.

Recovery

- ☐ Gather response cost information as appropriate from on-scene agencies through the Unified Command.
- ☐ Obtain information from Red Cross regarding number of families assisted and the support required or necessary for continued operation, if any.
- ☐ Obtain from Red Cross (or other organization responsible for shelter operations) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from school system or motor coach company regarding safety, debris removal, notifications to family, etc.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.



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- Supplies used.
- Contracts issued.
- Purchase orders issued.
- Any other expenditures.
- Damages to public buildings, equipment, utilities, etc.
- Loss of life or injury of any responder.
- Documents regarding economic impact.

Notation: Most costs associated with an accident are borne by the school system or motor coach company and are billable as such. Such items as volunteer response, if not a contracted service (i.e., volunteer fire department personnel) may not be reimbursable.

- ☐ Develop or generate reports for the following, as appropriate:
 - US DOT Federal Motor Coach Administration/NTSB
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.



Jackson County Emergency Operation Plan

Hazard Specific Annex E Major Fire and Wildland Fire

I. Purpose

This annex is intended to bring focus to major firefighting situations in which multiple agencies are involved and long term environmental, economic, and temporary sheltering/housing situations may occur due to the location or nature of structural involvement of the fire.

II. Situation and Assumptions

A. Situation

1. The local fire service in Jackson County has traditionally been able to manage, along with mutual aid partners and local government entities, emergency situations.
2. A single catastrophic event or multiple events in the same general area, which collectively produce catastrophic effects, whether natural or man-made, may exceed local government's and/or day-to-day mutual aid entity's ability to respond, may pose an unusual threat to a community(ies), and may require a response from many resources.
3. Jackson County has industries that are subject to major fires due to the nature of their business i.e., furniture, textile, chemical that would require multiple agency responses and potential evacuations.
4. Multifamily/Student complexes exist within the county that if impacted by fire or hazardous materials releases would require sheltering and potential short or long-term housing needs.
5. Such an event could impact the public health, welfare, and environment or cause a severe negative impact to the local community, economic stability and viability.
6. Mutual aid agreements that provide authorization for sharing of resources under specific conditions can assist local entities in managing incidents.



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7. North Carolina Department of Agriculture, Division of Forest Resources has primary direction and control for all wildfire situations in North Carolina not located on Federal land.
8. Jackson County has approximately 74,000 acres of federal and state forest lands including portions of the Great Smoky Mountain National Park, Blue Ridge Parkway and Nantahala National Forest. In addition, the Cherokee Indian Reservation (Eastern Band of the Cherokee) has land within Jackson County that is protected by tribal and federal resources.
9. Local fire resources are charged with structural fire protection during a wildfire situation and therefore come under the coordination of the North Carolina Forest Service or US Forest Service depending on involvement.
10. Forests within Jackson County commonly consist of highly flammable species vegetative and woody material along with areas of residential development resulting in what is known as wildland urban interface.
11. Damage potential includes uncontrolled burning of grasslands, brush, woodlands, structure fire, damage to or destruction of public and private property, most seriously loss of life.

B. Assumptions

1. Jackson County residents will receive notifications of major structural fires and wildfire events through local media, NOAA weather radios, or other available government/commercial notification systems.
2. Some people who are directly threatened by a wildfire may ignore, not hear, or not understand warnings issued by the government.
3. Evacuations may occur due to impending threats or damage to structures. Mass care and human service facilities may be required.
4. The need for increased security may exist.



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5. The local fire-rescue agency will be the first tier of defense in responding to natural and man-made disasters (emergencies).
6. State resources will assist the local authority or authorities having jurisdiction, as outlined in the State Emergency Operations Plan.

III. Concept of Operations

A. General

1. Major fires involving structures typically evolve because of circumstances in which the fire has gone undetected for long periods of time and have exceeded the local fire department's capabilities upon arrival. Each fire department has multiple agreements that can quickly enhance their abilities, but any delayed response may cause rapid involvement of unaffected areas.
2. Some major fires involving industry can quickly expand due to the explosive nature of their business. These industries typically have trained fire crews who rapidly begin fire suppression efforts and will relinquish their responsibilities to the first arriving fire response agency.
3. Groups and individuals responding to major structural/wildfire emergencies will do so generally using procedures parallel to the normal day-to-day operations.
4. Early warning statements indicating conditions are favorable for wildfire fire outbreaks are issued either by the NWS office in Greenville/Spartanburg SC and/or the NC Forestry Services. Statements will include detailed descriptions of possible impacts and areas associated with the warning.
5. Additional follow-up warnings may be issued to field staff and key personnel via the Jackson County 911 Communications Center and/or the Jackson County Emergency Management Office.



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B. Specific

1. Major Structure Fires

- a. Local fire departments train and preplan for large commercial fires within their communities to include industry and large multifamily/student housing.
- b. Pre-established mutual aid agreements with automatic dispatches have been developed to support preplanned facilities.
- c. Command and control of structural firefighting falls under the jurisdiction of the local fire chief and his designated leadership. Jackson County fire services follow the NIMS Incident Command System model for management of their firefighting efforts.
- d. Jackson County Fire Marshal's staff are available to support local fire departments in coordination of fire resources and outreach to regional assets if needed.
- e. Harris Regional and Glenville-Cashiers Rescue Emergency Medical Services will provide medical aid stations on site and stand ready to treat firefighters or citizens that may be injured. Their efforts can be expanded through mutual aid agreements with rescue agencies and contiguous counties.
- f. Jackson County Emergency Management will work closely with designated agencies to provide sheltering if needed and support fire operations with logistical needs.
- g. North Carolina Emergency Management is available to coordinate with other response and recovery resources that may be needed during and post event.

2. Wildland Firefighting

- a. The NC Forestry Service and/or the NWS will issue early warning statements regarding the potential for wildfire outbreaks.



Jackson County Emergency Operation Plan

- b. The National Fire Danger Rating System (NFDRS) observations are used to determine Fire Weather Watch (FWW) and Red Flag statements.
- c. NC Red Flag Fire Alerts and a NC Burn Bans are issued by the NC Forestry Service when conditions warrant. However, these burning bans do not apply within 100' of an occupied dwelling, therefore the Jackson County Fire Marshal may have to implement other outdoor burning bans as appropriate.
- d. Fire Danger Statements are issued by the NWS when fire danger and/or occurrence is high and weather conditions are near critical levels.
- e. Emergency Management should ensure the appropriate personnel are notified once the NWS and/or NC Forestry Commission has issued a fire statement or Red Flag Alert. Conditions should be monitored, and staff should be prepared to respond to an escalation of events. Activation of the Emergency Operations Plan may be considered.
- f. Should a wildland fire occur, the NC Forestry Service is the lead agency for command-and-control operations and will use the Incident Command System to manage all fire operations.
- g. For wildland fires involving the US Forest Service areas of responsibility, the US Forest Service will be the lead agency for command-and-control operations and will use the Incident Command system to manage all fire operations.
- h. Local fire departments are charged with structural fire protection and will work under the Incident Command System within the NC Forestry or US Forest Service command and control.



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IV. Direction and Control

A. Major Structural Fire

1. The local fire chief is charged with preparation and preplanning for major fires that have potential for occurrence in their respective fire districts and ultimately direction and control of fire operations within their specific fire district(s).
2. Direction and control, during a major fire, falls to the local fire chief or their designee. This authority can be relinquished by the fire chief should an incident exceed their capabilities.
3. Jackson County Emergency Management/Fire Marshal's Office responds in a support role to provide coordination and support to the local fire service in the acquisition of resources and activation of support services.

B. Wildland Fire

1. North Carolina Forestry Service is charged through NC State Legislation for the overall direction and control of wildland fire suppression and mitigation on forest land not under the direction and control of the US Forest Service.
2. Jackson County Emergency Management/Fire Marshal's Office and fire departments have a responsibility to support wildland firefighting efforts and to provide protective actions to threatened structures due to a wildland fire.
3. The coordinated effort of all agencies will fall under the incident command structure of the NC Forest Service or US Forest Service and resource ordering/allocation will be coordinated through this same system.
4. North Carolina Emergency Management through the State Emergency Response Team is responsible for coordination and implementation of procedures to procure and deploy firefighting resources from across the State.



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V. Continuity of Government

Line of succession for agencies and officials involved in a major fire incident are in accordance with established procedures and are outlined in the functional annexes to this plan.

VI. Plan Development and Maintenance

The Emergency Management Director will coordinate with other applicable agencies in the development and maintenance of this plan as required or needed.



Jackson County Emergency Operation Plan

Hazard Specific Annex E Attachment 1 Major/Wildland Fires Checklist

Planning:

- ☐ Ensure the public is well informed regarding fire potential, especially during drought conditions.
- ☐ Coordinate with fire departments regarding response capability and the resources they will need to fight such fires.
- ☐ Coordinate with state and federal firefighting agencies as appropriate.
- ☐ Acquire planning assistance from the Fire Marshal.
- ☐ Coordinate with local planning boards and inspections departments regarding building codes and code enforcement to minimize damages that might occur from major fires.
- ☐ Conduct hazard analysis of vital facilities and the impact of a major fire on one or more of those facilities.
- ☐ Encourage facilities to incorporate fire plans and evacuation plans in their respective emergency plan.
- ☐ Ensure fire departments have conducted inspections and preplans.
- ☐ Coordinate with local broadcast media to ensure timely and accurate Emergency Alert System activation.
- ☐ Determine the availability of shelters and obtain shelter agreements if the Red Cross (or designated lead agency) has not.
- ☐ Coordinate with Red Cross, public agencies and/or the Salvation Army for shelter operations.

Response:

- ☐ Identify immediate action or response requirements.
- ☐ Immediately carry out those action requirements necessary to preserve life and/or property, including the deployment of required resources.
- ☐ Activate the EOC as appropriate.
- ☐ Organize or establish the EOC, based on operational procedure or guideline.
- ☐ Issue alert and warning based on procedure or guideline, as warranted.
- ☐ On order, evacuate affected areas with assistance from response or predetermined evacuation forces.
- ☐ Establish communications with responding agencies.
- ☐ Establish communications with Fire Marshal and/or fire scene commander.
- ☐ Establish traffic control and security with law enforcement.
- ☐ Through communications with responding agencies determine as quickly as possible:



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- The location of any established command post:
 - Has incident command been established? If not, establish incident command.
 - Has the incident commander been appointed or assumed command? Who is it?
 - Have incident communications been fully established?
 - What is the two-way radio frequency being used by incident command?
 - Number of killed or injured.
 - General boundary of the affected area.
 - The general extent of damages.
 - The general extent of power or other utility disruption.
 - Immediate needs of response forces.
 - If voluntary evacuations of the population have begun.
 - Location of any triage area.
 - Location of any congregate care area established or ad hoc.
-
- ☐ Coordinate with the fire scene commander for information.
 - ☐ Evaluate overall county situation.
 - ☐ Establish communications with the State.
 - ☐ Establish communications with and request a liaison from State Transportation and electric and gas utilities, as necessary.
 - ☐ Establish communications with area schools, medical facilities and/or businesses that might be affected.
 - ☐ Establish ongoing reporting from the response forces, private agencies, and utilities.
 - ☐ Establish command post(s) as needed.
 - ☐ Coordinate with Red Cross (or designated lead agency) the opening of appropriate number of shelters in the appropriate areas, based on shelter procedure or guideline.
 - ☐ Conduct first staff briefing as soon as practical after EOC/command post activation.
 - ☐ Activate or establish rumor control through the public information officer (PIO).
 - ☐ Establish a schedule for briefings.
 - ☐ Brief town/county/agency/utility executives.
 - ☐ Provide PIO with updated information.
 - ☐ Establish, as appropriate, a Joint Information Center (JIC) with the facility.
 - ☐ Provide response forces with updated information, as appropriate.



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- ☐ Cause public information to be released, via the public information officer (PIO) as soon as practical.
- ☐ Issue action guidance as appropriate.
- ☐ Establish 24/7 duty roster for the EOC and/or command post.
- ☐ Develop and post any required maps or diagrams.
- ☐ Activate an events log.
- ☐ Ensure all appropriate forms (ICS) are being used to track personnel and resources.
- ☐ Review and follow resource procurement procedure or guideline.
- ☐ Inventory additional resources that may be used or called upon for use.
- ☐ Activate formal resource request procedure or guideline and resource tracking.
- ☐ Coordinate all resource requests being forwarded to the State.
- ☐ Activate financial tracking system coordinated by the Finance Officer.
- ☐ Activate damage assessment and follow damage assessment procedure or guideline.
- ☐ If incident continues, develop a 12-hour incident action plan outlining actions that must be accomplished in the next 12 hours.
- ☐ Conduct a "second shift" or relieving shift briefing if you are being relieved.
- ☐ Discuss with and present to your relief, the incident action plan for the next 12 hours.

Recovery:

- ☐ Gather damage assessment information (public, housing, business) from damage assessment teams.
- ☐ Obtain information from technical sources regarding explosive effects or demolition effects duration.
- ☐ Obtain information from Red Cross (or designated lead agency) regarding number of sheltered and support necessary for continued operation.
- ☐ Obtain from Red Cross (or designated lead agency) an estimated duration period for continued shelter operations, if any.
- ☐ Obtain information from utilities regarding outages, length of repair, safety, etc.
- ☐ Assess citizen/community needs for individual assistance and/or public assistance.
- ☐ Activate local unmet needs committee if appropriate.
- ☐ Gather financial information from the Finance Officer.
- ☐ As appropriate gather additional information to include:
 - Personnel that responded and the time involved in the response.
 - Time sheets or time logs.
 - Supplies used.
 - Contracts issued.



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- Purchase orders issued.
 - Any other expenditures.
 - Damages to public buildings, equipment, utilities, etc.
 - Loss of life or injury of any responder.
 - Documents regarding economic impact.
- ☐ Develop or generate reports for the following, as appropriate:
- FEMA
 - State
 - Local elected officials
 - County/Town Managers
 - Others requiring or requesting reports
- ☐ Coordinate recovery organizations including federal and state agencies and private or volunteer relief organizations, as appropriate.
- ☐ Establish donations management based on policy and procedure or guideline.
- ☐ It will be unlikely a localized major fire event will cause a Presidential declaration of disaster, but if a Presidential declaration of disaster is made, file "Request for Public Assistance" to apply for assistance as soon as possible with the proper state or federal agency.
- ☐ Ensure public officials are made aware of the assistance application process, if applicable.
- ☐ Ensure the public is made aware, through the public information officer, of the assistance application process, if applicable.
- ☐ Perform an incident critique as soon as possible with all possible response organizations.
- ☐ Review agency and self-performance.
- ☐ Review the weaknesses of the plan.
- ☐ Correct weaknesses.
- ☐ Implement hazard mitigation or modify hazard mitigation plan accordingly.
- ☐ Brief elected officials with updated information and disaster recovery progress.