

Graham County Emergency Operations Plan

The Graham 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.





Graham County Emergency Operations Plan

Letter of Promulgation

The Graham County Emergency Operations Plan dated November 2024 is hereby authorized to be the official plan for Graham 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 governments, 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 Graham 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 Graham County or any signatory.

This plan supersedes the Graham County Emergency Operations Plan dated August 2009.

Date: _____

Graham County Commissioners _____
Jacob Nelms, Chair



Graham County Emergency Operations Plan

Forward

The Graham 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 Graham 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 Graham 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.



Graham County Emergency Operations Plan

Approvals and Concurrences

Graham County Commissioners _____ Date: _____
Jacob Nelms, Chairman

Graham County Sheriff _____ Date: _____
Brad Hoxit, Sheriff

Graham County Manager _____ Date: _____
Kim Crisp, Interim Manager

Graham County
Emergency Management _____ Date: _____
Brian Stevens, Emergency Services Director



Graham County Emergency Operations Plan

Plan Maintenance, Distribution, and Notice of Changes

The Graham 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 Graham County Emergency Management Office and in the form of two hard copies, one at the Emergency Operations Center (EOC) and one at the Graham County Emergency Management office. Graham 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.

Graham 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 Graham 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 Graham County Emergency Management.

A Letter of Agreement has been signed by the department directors and is maintained on file by Graham 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 Graham County Emergency Management, the proposing department will obtain 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 Coordinator for coordination, approval, and distribution.

Notice of Changes

Notices of change will be prepared and distributed via email by Graham 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.



Graham County Emergency Operations Plan

Record of Changes

| Change Number | Date of Change | Effective Date | Change Made By |
|---------------|----------------|----------------|----------------|
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |



Graham County Emergency Operations Plan

Instructions for Use

It is intended that this plan, when implemented, be used by Graham County response organizations and management personnel to obtain maximum use of existing resources, organizations, and systems in 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 Graham County or the region.

Appendix's

Contain 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 are 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 access needs populations, etc.
- Additional or companion plans
- State WebEOC interface



Graham County Emergency Operations Plan

Table of Contents

Basic Plan

| | |
|---|----------|
| Letter of Promulgation | BP.1 |
| Forward | BP.2 |
| Approvals and Concurrences | BP.3 |
| Plan Maintenance, Distribution, and Notice of Changes | BP.4 |
| Record of Changes | BP.5 |
| Instructions for Use | BP.6 |
| Purpose | BP.11 |
| Scope | BP.11 |
| Situation and Assumptions | BP.11 |
| Concept of Operations | BP.16 |
| Organization and Assignment of Responsibilities | BP.21 |
| Direction and Control | BP.56 |
| Continuity of Government | BP.57 |
| Administration and Logistics | BP.59 |
| Authorities and References | BP.60 |
| Addendum 1, Acronyms and Abbreviations | BP.A.1.1 |
| Addendum 2, Glossary | BP.A.2.1 |
| Appendix 1, Organizational Structure | BP.1.1 |
| Appendix 2, County Map | BP.2.1 |

Functional Annexes

| | |
|---|-------|
| Annex A Direction and Control | A.1 |
| Annex A, Attachment 1 Organizational Flow Chart | A.1.1 |
| Annex B Emergency Operations Center | B.1 |
| Annex B, Attachment 1 EOC Roles and Responsibilities Checklist | B.1.1 |
| Annex B, Attachment 2 EOC Organizational Chart | B.2.1 |
| Annex B, Attachment 3 EOC Operations Section Organizational Chart | B.3.1 |
| Annex B, Attachment 4 Emergency Operations Center Checklist | B.4.1 |
| Annex C Notification and Warning | C.1 |
| Annex C, Attachment 1 Emergency Alert System (EAS) | C.1.1 |
| Annex C, Attachment 2 Emergency Alert System (EAS) Flow Chart | C.2.1 |
| Annex D Communications | D.1 |
| Annex D, Attachment 1 Graham County Communications Network | D.1.1 |
| Annex D, Attachment 2 Communications Preparedness and Response Checklist | D.2.1 |
| Annex E Law Enforcement | E.1 |
| Annex E, Attachment 1 Law Enforcement Disaster Preparedness/Response Checklist | E.1.1 |
| Annex E, Attachment 2 Sample Vehicle Pass | E.2.1 |
| Annex E, Attachment 3 Civil Disorder Preparedness/Response Checklist | E.3.1 |
| Annex E, Attachment 4 State Law Enforcement Response to Public Disturbance Protocol | E.4.1 |



Graham County Emergency Operations Plan

| | |
|--|---------|
| Annex F. Fire and Rescue Protection Services | F.1 |
| Annex F. Attachment 1 Fire and Rescue Protection Organizational Chart | F.1.1 |
| Annex F. Attachment 2 Graham County Fire and Rescue Districts Map | F.2.1 |
| Annex F. Attachment 3 Fire Rescue Department Disaster Preparedness/Response Guidelines | F.3.1 |
| Annex G. Emergency Medical Services | G.1 |
| Annex G. Attachment 1 Emergency Medical Services Guidelines | G.1.1 |
| Annex H. Public Health | H.1 |
| Annex H. Attachment 1 Public Health Disaster Organizational Chart | H.1.1 |
| Annex H. Attachment 2 Public Health Preparedness/Response Checklist | H.2.1 |
| Annex I. Public Information | I.1 |
| Annex I. Attachment 1 Public Information Preparedness/Response Checklist | I.1.1 |
| Annex I. Attachment 2 Media Outlets Contact Information | I.2.1 |
| Annex J. Shelter and Mass Care | J.1 |
| Annex J. Attachment 1 Access and Functional Needs Sheltering | J.1.1 |
| Annex J. Attachment 1. Addendum 1 Access and Functional Needs Sheltering Functional Assessment Support Teams | J.1.1.1 |
| Annex J. Attachment 2 Shelter and Mass Care Guidelines | J.2.1 |
| Annex K. Resource Management | K.1 |
| Annex K. Attachment 1 Resource Request Flow Chart | K.1.1 |
| Annex K. Attachment 2 Resource Request Guidelines | K.2.1 |
| Annex K. Attachment 3 Available Resources | K.3.1 |
| Annex L. Damage Assessment | L.1 |
| Annex L. Attachment 1 Damage Assessment Organizational Structure | L.1.1 |
| Annex L. Attachment 2 Damage Assessment Officer Guidelines | L.2.1 |
| Annex L. Attachment 3 Damage Assessment Team Member Guidelines | L.3.1 |
| Annex L. Attachment 4 Damage Assessment Form | L.4.1 |
| Annex L. Attachment 4. Addendum 1. Damage Assessment Guidelines | L.4.1.2 |
| Annex L. Attachment 5 Public Assistance Damage Assessment Form | L.5.1 |
| Annex M. Debris Management | M.1 |
| Annex M. Attachment 1 Guidelines for Debris Removal and Disposal | M.1.1 |
| Annex M. Attachment 2 Guidelines for Contractor Debris Removal and Disposal Operations | M.2.1 |
| Annex M. Attachment 2 Addendum 1 Debris Load Ticket | M.2.1.1 |
| Annex M. Attachment 2 Addendum 2 Right of Entry Agreement | M.2.2.1 |
| Annex M. Attachment 2 Addendum 3 Pre-Established Debris Contractors | M.2.3.1 |
| Annex M. Attachment 3 Establishing Construction and Demolition Debris Sites Guidelines | M.3.1 |
| Annex M. Attachment 4 Establishing Debris Management Site for Burning and Grinding Operations | M.4.1 |
| Annex M. Attachment 5 Guidelines for the Land Application of Wood Ash from Storm Debris Burn Sites | M.5.1 |
| Annex M. Attachment 6 Guidelines for Reducing the Potential for Spontaneous Combustion in Compost or Mulch Piles | M.6.1 |
| Annex M. Attachment 7 Guidelines for Closure and Restoration of Debris Management Sites | M.7.1 |
| Annex N. Recovery | N.1 |
| Annex N. Attachment 1 Administration Recovery Checklist | N.1.1 |
| Annex N. Attachment 2 Finance Department Recovery Checklist | N.2.1 |
| Annex O. Public Works | O.1 |



Graham County Emergency Operations Plan

| | |
|---|-------|
| Annex O, Attachment 1 Public Works Preparedness/Response Checklist | O.1.1 |
| Annex P, School System | P.1 |
| Annex P, Attachment 1 School Evacuation Plan | P.1.1 |
| Annex P, Attachment 2 School Emergency Action Checklist | P.2.1 |
| Annex Q, Donations Management | Q.1 |
| Annex Q, Attachment 1 Donations Management Preparedness/Response Guidelines | Q.1.1 |
| Annex R, Unmet Needs | R.1 |
| Annex R, Attachment 1 Unmet Needs Checklist | R.1.1 |
| Annex S, Animal Control and Protection | S.1 |
| Annex S, Attachment 1 Animal Control Standard Operating Guidelines | S.1.1 |
| Annex S, Attachment 2 Disaster Planning Tips for Pets, Livestock and Wildlife | S.2.1 |
| Annex T, Evacuation and Transportation | T.1 |
| Annex T, Attachment 1 Evacuation Checklist | T.1.1 |

Hazard Specific Annexes

| | |
|---|----------|
| Annex A, Hazardous Materials | HS.A.1 |
| Annex A, Attachment 1 Hazardous Materials Transportation Checklist | HS.A.1.1 |
| Annex A, Attachment 2 Hazardous Material Fixed Facility Checklist | HS.A.2.1 |
| Annex B, Flood and High-Water | HS.B.1 |
| Annex B, Attachment 1 Community Alert System | HS.B.1.1 |
| Annex B, Attachment 2 Emergency Evacuation announcement for Response Agency Use | HS.B.2.1 |
| Annex B, Attachment 3 Flood Response Standard Operating Guidelines | HS.B.3.1 |
| Annex B, Attachment 4 Listing of Graham County Flood Prone Areas | HS.B.4.1 |
| Annex C, Severe Weather | HS.C.1 |
| Annex C, Attachment 1 Severe Weather Checklist | HS.C.1.1 |
| Annex C, Attachment 2 Major Power Failure Checklist | HS.C.2.1 |
| Annex D, Transportation and Aircraft Accident | HS.D.1 |
| Annex D, Attachment 1 Aircraft Accident Checklist | HS.D.1.1 |
| Annex D, Attachment 2 Large Coach or Busses Accident Checklist | HS.D.2.1 |
| Annex E, Major Fire and Wildland Fire | HS.E.1 |
| Annex E, Attachment 1 Major/Wildland Fires Checklist | HS.E.1.1 |



Graham County Emergency Operations Plan

I. Purpose

This plan predetermines actions to be taken by the government agencies and private organizations of Graham 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 Graham 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. The Unicoi Mountains, part of the Great Smoky Mountains, form the western boundary between Graham County and Monroe County, Tennessee. The Snowbird Mountains run between the Unicoi Mountains and Red Marble Gap at the western entrance to the Nantahala Gorge, then swing north to Cheoah Bald. The Snowbird Mountains form the southern boundary of Graham, separating the county from Cherokee County. The northern section of the county is crossed by the Cheoah range and the Yellow Creek Mountains and stretches to the middle of the Little Tennessee River and Fontana Lake where Graham and Swain counties meet. (reference APPENDIX 2, COUNTY MAP).
2. Graham County has a total area of 301.65 square miles (781.3 km²), of which 291.97 square miles (756.2 km²) is land and 9.68 square miles (25.1 km²) (3.21%) is water.[10] The terrain of the county is mountainous,[11] with elevations ranging from 1,177 to 5,560 feet (359 to 1,695 m). Two-thirds of the county is the Nantahala National Forest.
3. Portions of the Eastern Band of the Cherokee (Qualla Boundary) are located in Graham County. These sections of the Qualla Boundary are non-contiguous from the primary part of the Qualla Boundary located in Swain, Jackson, Cherokee and Haywood counties. The Eastern Band of Cherokee Indians who live in Graham County form the Snowbird Cherokee community.
4. The current population, based on the 2023 Census estimates, of the county and the towns within the county is 8,052.
5. The following agencies/services, which may have expanded duties during disasters, are provided by or to Graham County:
 - a. Administration



Graham County Emergency Operations Plan

- b. Building Inspections/Damage Assessment
 - c. Cooperative Extension
 - d. Emergency Management
 - e. Emergency Medical Services
 - f. Finance
 - g. Fire Marshal
 - h. Health Department (including Mental Health)
 - i. Law Enforcement (Sheriff)
 - j. Library
 - k. Medical Examiner/Mass Fatalities Team
 - l. Planning and Development
 - m. Parks and Recreation (County and Towns)
 - n. Public Information Officer
 - o. School System
 - p. Social Services
 - q. Environmental Services (Solid Waste/Landfill Operations)
 - r. Tax Department
 - s. Graham County Transit
 - t. Volunteer Fire Rescue Departments
 - u. Water/Sewer Departments (towns)
 - v. Hospitals Servicing Graham County (Angel Hospital, Franklin NC-Erlanger Western Carolina Hospital, Murphy - Swain Community Hospital, Bryson City - Harris Regional Hospital, Sylva)
 - w. Civil Air Patrol (Via State)
 - x. Federal Emergency Management Agency
 - y. NC National Guard
 - z. NC Department of Public Safety
 - aa. Salvation Army
 - bb. National Weather Service
6. The following towns provide services that may be expanded during a disaster, or their duties may be directly impacted by the hazard:
- Town of Robbinsville-Public Works (Water and Sewer)
 - Town of Santeetlah- Public Works (Water)
 - Town of Fontana - Public Works (Water)
7. The Major Traffic Arteries are:
- Public roadways within Graham County are almost exclusively owned and maintained by the NC DOT, Division of Highways.
- a. US 129 a major two to four lane highway crosses southeast to northwest bisecting the county.



Graham County Emergency Operations Plan

- b. NC Hwy. 28 crosses east to west through northwestern portion of the county from Swain County through Fontana Village intersecting with US Hwy 129
- c. NC Hwy. 143 bisects through the southern portion of the county from Stecoah into Tennessee, also known as the Cherohala Skyway leading into the Tellico Plains.

8. Railroads

No railroads operate in Graham County

9. Graham County Airports:

Graham County has no airports within the county. Airports that support air transportation to Graham County are listed below:

Western Carolina Regional Airport, Cherokee County, Andrews

FAA Identifier: RHP
Lat/Long: 35-11-42.8270N 083-51-46.9390W
35-11.713783N 083-51.782317W
35.1952297,-83.8630386
(estimated)
Elevation: 1698.7 ft. / 517.8 m (surveyed)
Variation: 04W (2000)
From city: 2 miles W of ANDREWS, NC
Runway 8/26
Dimensions: 5500 x 100 ft. / 1676 x 30 m
Surface: asphalt, in excellent condition
Weight bearing capacity:
Single wheel: 25.0
Double wheel: 45.0

Jackson County Airport, Sylva

FAA Identifier: 24A
Lat/Long: 35-19-01.9600N 083-12-34.9330W
35-19.032667N 083-12.582217W
35.3172111,-83.2097036
(estimated)
Elevation: 2857 ft. / 870.8 m (surveyed)
Variation: 05W (2000)
From city: 3 miles SE of SYLVA, NC
Runway 15/33
Dimensions: 3210 x 60 ft. / 978 x 18 m



Graham County Emergency Operations Plan

Surface: asphalt, in good condition
Weight bearing capacity:
Single wheel: 12.5
Runway edge lights: medium intensity

Macon County Airport, Franklin

FAA Identifier: 1A5
Lat/Long: 35-13-20.3239N 083-25-11.9878W
35-13.338732N 083-25.199797W
35.2223122,-83.4199966
(estimated)
Elevation: 2034 ft. / 620 m (estimated)
Variation: 05W (2010)
From city: 3 miles NW of FRANKLIN, NC

Runway 7/25
Dimensions: 5000 x 100 ft. / 1524 x 30 m
Surface: asphalt, in excellent condition
Weight bearing capacity:
Single wheel: 30.0
Double wheel: 60.0
Runway edge lights: medium intensity

10. Gas Lines:

Natural gas lines do not run within Graham County.

Propane Gas is provided by Thompson Gas Bryson City, Freeman Gas of Robbinsville and AmeriGas of Murphy and would be identified by the user for emergency situations.

11. Sanitary Water Distribution:

The Towns of Robbinsville, Santeetlah, and Fontana provide the only public water treatment systems in the county. The Town of Robbinsville draws water from the Rock Creek Reservoir along with drilled wells. The Town of Santeetlah gets its water from Lake Santeetlah which is fed by the Cheoah River. The Town of Fontana gets its water resources from Fontana Lake which is fed by the Tennessee River. Most county residents have private wells permitted by the Graham County Health Department.

12. Graham 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



Graham County Emergency Operations Plan

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. Severe Weather (Tornadoes, Winter Storms, Latent Effect Hurricanes, High Wind)
- b. Wildland/Urban Interface Fires
- c. Agricultural Drought
- d. Power and communications Failures
- e. Mass Casualty/Transportation Incidents
- f. Hazardous Materials Releases
- g. Dam Failure
- h. Wide Area Flooding
- i. Earthquake
- j. Civil Disorder/Riots/Vandalism
- k. Landfill Fires
- l. Large Structural Fires
- m. Mass Casualty
- n. Mudslides/Landslides
- o. Other/Unknown (biological, disease, etc.)
- p. Terrorist activity
- q. Waste/wastewater spills
- r. Electromagnetic Pulse (EMP)

B. Assumptions

1. The occurrence of any one or more of the events previously listed could severely impact Graham 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 areas of 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).



Graham County Emergency Operations Plan

- 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.
 - Need for additional 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 Graham 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.

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.



Graham County Emergency Operations Plan

- B. Graham 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 threatening 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 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 Graham County to help them also be prepared.
 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 damage.
 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 the State and Federal government will be needed.
- C. Graham County provides many emergency services to the citizens of the county daily. Most of the services overlap into town government jurisdiction throughout the county. The towns depend on Graham County for services such as law enforcement, fire and rescue, code enforcement, emergency medical, social services, health, sheltering of evacuees and Emergency Management.
- D. The towns in Graham 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 Graham County community finds the need for resources outside of their own resources or current mutual aid agreements they will need to contact Graham County Emergency



Graham County Emergency Operations Plan

Management (Graham 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:

Requests for State resources will be made through Graham 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 Coordinator:

- 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 Graham County Commissioners can declare a "State of Emergency" as authorized and directed by NC General Statute 166A-19.22, to activate the Graham 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. The towns can and do independently declare a "State of Emergency" in the event of a disaster or, by resolution, can sign off on a Graham 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. Graham County will use their normal communications 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



Graham County Emergency Operations Plan

resource(s) using the Emergency Support Functions as described in the National Response Framework. Those functions (ESFs) are:

- ESF 1 Transportation
- ESF 2 Communications
- 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. Graham 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".*
- M. Graham County also adheres to the principles of "Whole Community Response" as outlined in Homeland Security Presidential Directive # 8 (HSPD-8) "Experience tells us



Graham County Emergency Operations Plan

that when the whole community comes together to tackle a challenge—and everyone plays a role—the end result is more effective.”

- N. Graham 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 Graham 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 through 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 town’s ability to respond through local resources. More detailed information on this process is outlined in the 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.

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.

Graham 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



Graham County Emergency Operations Plan

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.
- Request assistance from the State government through Emergency Management, as needed, to control an emergency.
- Ensure that pertinent information, damage assessment and other reports, are forwarded through the NCEM crises management software and the Western Region 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).



Graham County Emergency Operations Plan

- 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 the State government through the Graham County Emergency Management Coordinator, as needed, to control an emergency.
- Ensure that pertinent information, damage assessment and other reports are forwarded to Graham County Emergency Management for inclusion in the NCEM crises management software and to be shared with the Western Region 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.



Graham County Emergency Operations Plan

3. County Manager

- Ensure county agencies continually update their annexes to the Emergency Operations Plan and develop internal Standard Operating Procedures (SOGs) 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 Emergency Operations Plan through the county 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.
- 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 Graham County having hazardous materials are reporting as required.
- Additional duties are also found in the various Annexes and Procedures.

4. Town Managers/Administrators

- 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.
- Ensure that financial records of expenditures are kept during emergencies.
- Develop plans for the security of town public documents and facilities.



Graham County Emergency Operations Plan

- 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 Coordinator

- Perform assigned duties according to state statutes and local ordinances and where necessary or delegated. Act as the incident commander for all disaster operations.
- On behalf of the Graham 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.
- Develop emergency notification and recall procedures for emergency services personnel.
- Ensure weather information related to an incident or event is obtained through communication with the National Weather Service.
- 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.
- Implement the Incident Command System if not already established.



Graham County Emergency Operations Plan

- 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 Graham County Emergency Operations Center (EOC) to include primary and backup radio communications (fixed and mobile) and provide 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.
- Alert staff and activate Emergency Operations Center (for 24-hour coverage if necessary) when notified of potential or actual 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.



Graham County Emergency Operations Plan

- 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.
- Disseminate warning information through the County communications network, Graham County 911 reverse notification system (Code Red) and National Weather Service.
- 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.
- 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.
- Identify shelter facilities for short-term use which have lodging and mass feeding capabilities.



Graham County Emergency Operations Plan

- Develop procedures to activate and deactivate shelters and ensure that American Red Cross and Department of Social Services develop shelter SOGs.
- 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 forms and supplies for damage assessment teams and other departments/agencies assisting with assessment/recovery operations.
- 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.).
- Establish and equip as required Disaster Assistance Centers in coordination with the NCEM State Recovery Section when appropriate.
- 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).



Graham County Emergency Operations Plan

- 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.
- Develop a flood warning system for areas in the county subject to frequent flooding.
- Serve as the single point of contact for implementation and information regarding the National Incident Management System (NIMS).
- Coordinate Tier II reporting from Extremely Hazardous Substance (EHS) facilities and ensure compliance with reporting requirements.
- Additional duties are also found in the various Annexes and Procedures.

6. Emergency Communications Center (911) Director

- 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 Region Branch Office/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 E-911 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.



Graham County Emergency Operations Plan

- 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.
- Review and update the Communications Annex and SOGs 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 governmental 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 as requested 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 any equipment locations and areas of coverage.
- Provide for testing and exercising of the communications, warning, and alerting systems on a regular basis.



Graham County Emergency Operations 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 upon request.
- 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 (County Manager or designee)

- Prepare procedures for the conduct of public information services during disasters.
- 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, and the Emergency Management Coordinator.
- 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.



Graham County Emergency Operations Plan

- 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.
- Assist in the preparation and review of Emergency Public Information Materials for all hazards affecting the county.
- Report to the Emergency Operations Center as requested and coordinate the release of disaster related information with local agencies, state, and federal governments.
- 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 SOGs regularly.
- Additional duties are also found in the various Annexes and Procedures.



Graham County Emergency Operations Plan

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, if needed by the requested agency.
- Provide representation to the EOC or Command Post to support decision making/command and control of law enforcement resources.
- 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, Eastern Band of the Cherokee and other counties and/or municipalities during response activities.
- Coordinate with the State and National Forest Service as needed for additional assistance within the county.



Graham County Emergency Operations Plan

- Deliver necessary kits or other supplies if requested.
- Establish staging areas in conjunction with fire rescue departments and the transportation coordinator.
- Review and Update the Law Enforcement Annex and SOGs regularly.
- Additional duties are also found in the various Annexes and Procedures.

10. 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 SOGs for coordination of firefighting during emergencies.
- Prepare inventories of all fire equipment and personnel resources.
- Report to Emergency Operations Center upon activation and direct and control fire service operations.
- Direct and deploy fire 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 issues associated with technological hazards and the area's most likely to be affected by the 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.



Graham County Emergency Operations Plan

- Assist with coordination of fire control between Graham County, North Carolina Forest Service, National Forest Service (Nantahala National Forest).
- Advise on fire security during operations.
- Review and update the Fire Protection Annex and SOGs regularly.
- Additional duties are also found in the various Annexes and Procedures.

11. Radiological Officer (Emergency Management)

- Coordinate with the State of North Carolina for support from NCDENR and Hazardous Materials Regional Response Teams.
- Develop a Radiological Protection System for the county and provide 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.

12. Fire Rescue 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.



Graham County Emergency Operations Plan

- Graham County Fire Association will provide a liaison to the Emergency Operations Center when requested.
- Provide or assist in radiological and hazardous material decontamination and monitoring support.
- Maintain fire security in evacuated areas.
- Assist in debris clearance for emergency access in the disaster area.
- Rescue of injured persons during emergency operations.
- Provide trained extrication team members for victims of mass shootings in support of Graham County Sheriff's Office and supporting medical services.
- Provide a support role for emergency operations as needed for public warning and traffic control.
- Support the evacuation of special institutions along with access and functional needs individuals.
- Provide emergency back-up services to the Graham County Emergency Medical Services as appropriate to the jurisdiction.
- Review and update annexes and or procedures supporting this plan.
- Additional duties are also found in the various Annexes and Procedures
- Provide water rescue services within Graham County or as requested through mutual aid to areas outside of Graham County as appropriate to the jurisdiction's capabilities.
- Organize deployment of urban search and rescue personnel and equipment during emergency operations coordinated through the Emergency Operations Center.
- Provide for high angle rescue services.
- Provide trained extrication team members for victims of mass shootings in support of Graham County Sheriff's Office and supporting medical services.



Graham County Emergency Operations Plan

- Provide a support role for emergency operations as needed for public warning and traffic control.
- Support the evacuation of special institutions along with access and functional needs individuals.
- Rescue of injured persons during emergency operations.
- Graham County Fire Association will provide a liaison to the Emergency Operations Center, as requested, when it is activated.
- Provide search and rescue support for lost individuals and for individuals unable to evacuate due to injury.
- Provide emergency back-up services to the Graham County Emergency Medical Services as appropriate to the jurisdiction.
- Review and update annexes and or procedures supporting this plan.
- Additional duties are also found in the various Annexes and Procedures

13. Emergency Medical Services Supervisor

- Plan for coordination of emergency medical activities throughout the county during disasters.
- 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.
- Request critical incident stress debriefing (CISD) Team as needed for emergency workers and victims of the disaster.
- Recruit emergency medical staff to support shelter operations as needed.
- Support first aid and medical resources needs in disaster related facilities.



Graham County Emergency Operations Plan

- Provide for the deployment of ambulances and the transport of victims to medical facilities as requested through E-911 or the Emergency Operations Center.
- Coordinate response capabilities utilizing the emergency fire, rescue and ambulance units.
- Maintain a casualty tracking system.
- 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 SOGs regularly.
- Provide medical surveillance and medical decontamination for emergency workers at incidents involving radiological, biological, and hazardous materials.
- Additional duties are also found in the various Annexes and Procedures.

14. Public Health

- 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 request during activations and provide direction and control for emergency health operations.
- Assist with 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.



Graham County Emergency Operations Plan

- Provide for health care support at emergency support facilities and shelters.
 - 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 Graham 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.
15. Regional Hospital Disaster Coordinators (Angel Hospital, Franklin NC - Erlanger Western Carolina Hospital, Murphy - Swain Community Hospital, Bryson City - Harris Regional Hospital, Sylva)
- Provide direction and control for hospital staff during emergencies and coordination of medical resources at health care facilities.
 - Identify facilities that could be expanded into emergency treatment centers.
 - Prepare procedures for reducing patient populations.



Graham County Emergency Operations Plan

- 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.
- Assist with medical care of relocated persons at shelters and congregate care/reception centers.

16. 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.
- 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.

17. Social Services Director



Graham County Emergency Operations Plan

- 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 Coordinator.
- 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.
- Direct sheltering operations and 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.
- 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.).
- Serve as Chairperson of the Unmet Needs Committee.
- Additional duties are also found in the various Annexes and Procedures.

18. Mental Health (Appalachian Community Services)

- 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.



Graham County Emergency Operations Plan

- 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 Coordinator.
- 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.
- Coordinate with the Emergency Management Coordinator 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.



Graham County Emergency Operations Plan

19. Incident Commander (IC)

- During major incident response affecting large areas of the County, each Fire Chief will serve as IC for their district and coordinate their response efforts with the Emergency Management Coordinator.
- 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.

20. Town Water Departments

- 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 Coordinator.
- Develop mutual aid agreements with contiguous counties and regionally for engineering and utility services.
- Jointly with Graham County Emergency Management direct and deploy public works mutual aid from other jurisdictions and the State.
- Assist in large-scale debris removal operations.
- 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/town jurisdictions.
- Prepare required reports and forward them to the Emergency Operations Center.
- Assist in damage assessment operations and relay damage assessment information to the Emergency Operations Center and be familiar with FEMA Schedule of equipment rates.



Graham County Emergency Operations Plan

- Review and update the Public Works Annex and SOGs regularly.

21. Graham County Maintenance Director

- Assist in shelter marking and shelter upgrading and provide fuel and maintenance for generators, emergency vehicles and other vehicles as directed by the EOC.
- Maintain emergency power, water, and sanitation resources at vital facilities in the County during emergencies or disasters.
- Inspects emergency or disaster shelter sites for serviceability.
- Prepare required reports and forward them to the Emergency Operations Center.
- Responsible for the assessment of all open space county facilities to identify and communicate damage locations.
- Coordinate debris removal for county facilities.

22. 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.
- Finance Officer or his/her designee shall report to the Emergency Operations Center upon activation and assist the Emergency Management Coordinator in the 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.



Graham County Emergency Operations Plan

- 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.

23. Damage Assessment Officer (Tax Department/Building Inspections)

- 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.
- 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 Coordinator.
- 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 Coordinator and other county, or town agency representatives who are conducting 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 Region Branch Office and State Emergency Management Recovery Section.
- Additional duties are also found in the various Annexes and Procedures.
- Review and update the Damage Assessment Annex and SOGs regularly.



Graham County Emergency Operations Plan

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



Graham County Emergency Operations Plan

25. Graham 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.

26. American Red Cross (ARC)

- Coordinate shelter/mass care operations with the Department of Social Services (DSS).
- Provide support personnel as requested for shelter operations.
- Coordinate and provide a shelter-stocking plan for ARC shelters.
- Provide trained shelter managers and staff to handle the day-to-day needs of evacuees 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 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.



Graham County Emergency Operations Plan

- Inspect shelter sites for serviceability annually or after disaster use.
 - Additional duties are also found in the various Annexes and Procedures.
27. Volunteer Support Agencies (including but not limited to Salvation Army, Graham Outreach Ministries, Habitat for Humanity, United Way)
- Provide support personnel for counseling services for disaster victims.
 - Provide appropriately trained personnel, as available, to support response teams.
 - 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.
28. R.A.C.E.S (Amateur Radio Services)
- Coordinate and provide communications for outlying areas and shelter operations with the Graham County Emergency Operations Center.
 - Additional duties are also found in the various Annexes and Procedures.
29. Cooperative Extension Service
- 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.



Graham County Emergency Operations Plan

- Coordinate animal issues (lost, recovered, stranded, etc.) regarding livestock.
- Support FEMA Public Assistance Centers when needed post disaster.
- Provide food preparation guidance in coordination with the Public Information Officer.
- Coordinate releases of public information with the Public Information Officer and the Health Department.
- Additional duties are also found in the various Annexes and Procedures.

30. Animal Control (Sheriff's Office, Public Health and Emergency Management)

- 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 supporting the private non-profit animal response teams to disaster shelter operations in support of evacuation of 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.

31. Hazardous Materials Coordinator (Fire Marshal)

- Plan and develop procedures for response and coordination of hazardous materials incidents throughout the county.



Graham County Emergency Operations Plan

- 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.
- 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.
- 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.

32. Solid Waste Director (Graham County Sanitation Department)

- Serve as debris management coordinator to the Emergency Operations Center on issues dealing with debris materials generated by the disaster.
- Develop an emergency plan dealing with solid waste issues and debris disposal in a disaster.
- Operate sites capable of receiving and, if possible and as warranted, processing debris through State Contracts.
- Develop permitted debris staging site(s) in coordination with North Carolina Department of Environmental Quality (NC DEQ) and North Carolina Department of Transportation.
- 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



Graham County Emergency Operations Plan

- 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 Emergency Management Coordinator. 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 of Commissioners (or their designee), Emergency Management Coordinator and staff from 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.
- 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 governments will relocate to facilities within their jurisdictions capable of providing emergency operations. If needed, the County EOC will help support this.



Graham County Emergency Operations Plan

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 Councils 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 Coordinator and department/agency heads with emergency responsibilities are shown in the appropriate procedure.

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 Coordinator.
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.



Graham County Emergency Operations Plan

2. Records of expenditures and obligations incurred during emergency operations by towns located in Graham 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 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. Graham 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. Graham 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 North Carolina Emergency Management WEBEOC software and routed to the Western Region Branch Office/Western Regional Coordination Center of North Carolina



Graham County Emergency Operations Plan

Emergency Management. The Branch Office Staff will review such requests and if not available in the region or resource cache assigned to the Western Regional Branch 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

Upon the date of approval or promulgation of this plan and its applicable policies, procedures, annexes or attachments, and upon declaring a state of emergency to exist in Graham County, this Emergency Operations Plan shall have the effect of law.

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



Graham County Emergency Operations Plan

- 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
- 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
- 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. Graham County Authorities and References used in the development of the plan include:

- Graham County Emergency Management Ordinance



Graham County Emergency Operations Plan

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



Graham County Emergency Operations Plan

Basic Plan Addendum 1 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 |



Graham County Emergency Operations Plan

| | |
|--------|--|
| DOH | US Department of Health |
| 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 |



Graham County Emergency Operations Plan

| | |
|--------|--|
| IC | Incident Commander |
| 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 |
| NCDENR | NC Department of Environment and Natural Resources |
| 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 |



Graham County Emergency Operations Plan

| | |
|--------|--|
| NGO | Nongovernmental Organization |
| NHC | National Hurricane Center |
| 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 |



Graham County Emergency Operations Plan

| | |
|--------|--|
| SERT | State Emergency Response Team |
| SITL | Situation Unit Leader |
| 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 |



Graham County Emergency Operations Plan

Basic Plan Addendum 2 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 Graham 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



Graham County Emergency Operations Plan

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.

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



Graham County Emergency Operations Plan

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.

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.



Graham County Emergency Operations Plan

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 channel 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.

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



Graham County Emergency Operations Plan

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



Graham County Emergency Operations Plan

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.

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 in returning 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,



Graham County Emergency Operations Plan

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 daily during 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.

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



Graham County Emergency Operations Plan

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.

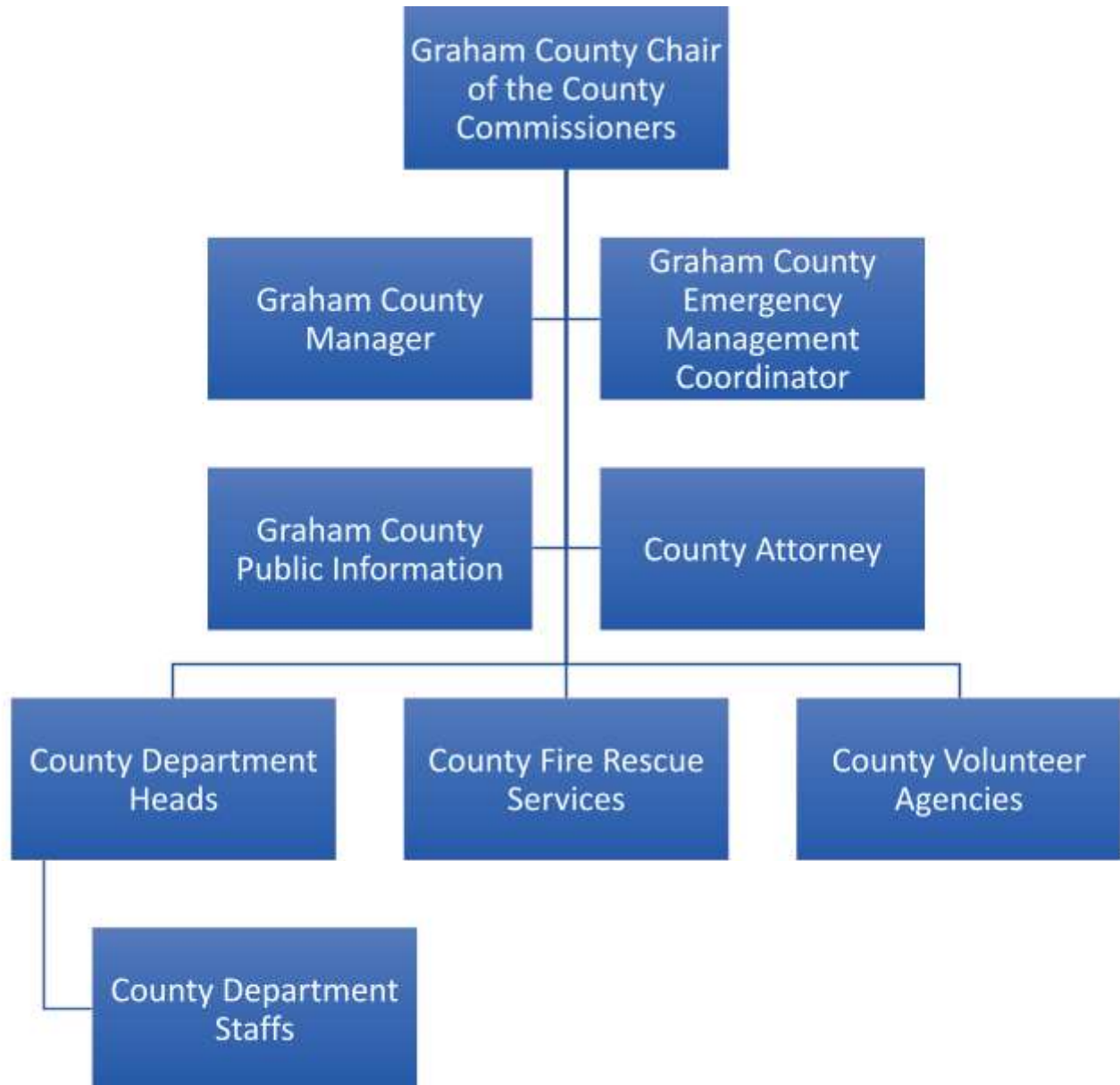
Vulnerability: The degree to which people, property, the environment, social, or economic activity are susceptible to injury, damage, disruption, or loss of life.

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).



Graham County Emergency Operations Plan

Appendix 1 Graham County Organizational Structure





Graham County Emergency Operations Plan

Appendix 2 Graham County Map

