

FOREWORD

The Vance County Emergency Operations Plan has been developed to address multiple hazards which threaten our jurisdiction. Through the use of a functional format, the plan encourages an Integrated Emergency Management Program (IEMP) approach to disasters, and fosters prompt, efficient and coordinated response operations by elements of the emergency organization. This process requires a system in which plans developed for one type of emergency are useful in other emergency situations.

This "Model Plan" presents a basic approach which serves as a summary document to the supporting sections of the plan. These supporting sections define the roles of each response agency, thereby reducing confusion, chaos and conflict during an emergency.

This plan meets the legal requirements of North Carolina General Statutes, Chapter 166-A, and provides the necessary elements to insure that local government can fulfill its legal responsibilities for emergency preparedness.

This Emergency Operations Plan, upon approval and adoption of the Vance County Board of Commissioners, replaces and supersedes all previously adopted emergency plans.

HENDERSON - VANCE COUNTY EMERGENCY OPERATIONS PLAN

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I. PURPOSE

This plan predetermines actions that should be taken by government agencies and private organizations in Vance County to reduce the vulnerabilities of people and property to disasters and establishes capabilities to respond effectively to the actual occurrence of a disaster.

II. SITUATION and ASSUMPTIONS

A. Situation

General Description:

Vance County is located in the North Central region of North Carolina, contiguous to Franklin County on the South side, to Granville County of the West side, to Warren County on the East side, and to the State of Virginia on the North side. The economy is largely dependent on agriculture, however, retail distributing and industry is playing a large role in the County. The manufacturing base includes hosiery, bedroom ensembles, food distribution and pet food. Also located in Vance County is Kerr Lake. This 50,000-acre lake extends 39 miles and continues into the state of Virginia. Kerr Lake is the principal water supply for Vance County and supplies water to many of its surrounding counties as well.

There are three municipalities within the County; the largest of these is Henderson, the County seat, with a population of 15,166. *The population of Vance County is approximately 44,582, with some seasonal fluctuations. (*Source United States Census Bureau)

The jurisdiction and its municipalities provide services that may be expanded during a disaster or their duties may be directly impacted by the hazard. These services include but may not necessarily be limited to the following:

1. Administration (Both the City of Henderson and County of Vance)
2. American Red Cross
3. County Water Authority
4. Emergency Operations
5. Finance (Both the City of Henderson and County of Vance)
6. Fire Service Agencies
7. Emergency Medical Services (Both County and Private)
8. Health Department
9. Hospital
10. Law Enforcement
11. Mental Health
12. Municipal Water and Sewer Services (City of Henderson)
13. NC Department of Transportation
14. Public Works (City of Henderson)
15. Schools
16. Social Services
17. Tax Office
18. Rescue Squad

Major traffic arteries:

1. Interstate 85
2. NC Highway 39
3. NC Highway 158 Business and Bypass
4. US Highway 1 Business and Bypass

Railroads:

CSX

Gas Lines:

Public Service Gas serves the City of Henderson and some rural residents throughout the county.

Airports:

The nearest commercial airline service at Raleigh-Durham International, approximately 40 miles from Vance County. A local airport that is located in Granville County but supported by both counties is approximately two miles from Vance County.

The County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. The County has experienced many hazards, all of which have, at some particular time, caused disruption to communities, great amounts of damage and in some cases even created casualties. Potential hazards and historical hazards (natural, technological and national security) for Vance County are:

1. Aircraft Accidents
2. Civil Disorder / Rioting
3. Drought
4. Earthquake
5. Floods
6. Forest Fires
7. Hazardous Materials
8. Hurricanes
9. Landfill Fires
10. Large Structural Fires
11. Mass Casualty Incidents
12. Gas Pipeline Break
13. Power Failure
14. Severe Bridge Damage
15. Severe Thunderstorms
16. Terrorist Activity
17. Tornados
18. Winter Storms

B. Assumptions

1. It shall be assumed and therefore understood that any of the following situations could follow the impact of any of the afore mentioned manmade or naturally occurring incidents.

- Loss of electrical power
- Damage to or the loss of commercial cellular phone service
- Damage to or the loss of traditional landline phone service
- Failure of the water distribution system
- Severance of all or a portion of the road/highway network
- Evacuation of people from the portions of the county or the entire 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 or the destruction of radio communications networks
- Economic impact
- Increased number of vermin and pests
- 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 the public

Damage to or loss vital records
 Need for damage assessment
 Need for auxiliary power
 Need for coordination of donated goods
 Contamination of private wells
 Need for law enforcement support
 Need for emergency medical and rescue support
 Need for fire protection support
 Need for additional hospital / medical support
 Over taxing of local resources
 Depth of staffing problems
 Damage to historical sites
 Loss of facilities vital to maintaining essential services
 Environmental impact to wildlife, natural resources and agricultural
 Management of reconstruction
 Coordination of staged resources
 Isolation of populations
 Presidential Disaster Declaration

2. The occurrence of one or more than one of the previously listed hazards could result in a true catastrophic disaster situation, which would grossly overwhelm local and state resources.
3. It is necessary for the County and its municipalities to plan for and to carry out disaster response and short-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.
4. Officials of Vance County and the City of Henderson 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. Emergency and disaster occurrences could result in disruption of governmental functions. This necessitates that all levels of government and departments develop and maintain standard operating guidelines to ensure continuity of government. These procedures will address depth of staffing, line of succession and mode of operation.
6. Most natural disasters will leave at least some part of the county isolated and on its own for a period of time. Families should be encouraged to train and prepare for these events and able to be self-supportive for 72 hours.

III. CONCEPT OF OPERATIONS

1. As required by North Carolina General Statute 166A-2, it is the responsibility of County/City government to organize and plan for the protection of life and property from the effects of emergencies and disasters.
2. Vance County and the City of Henderson utilize the four phases of a Comprehensive Emergency Management program in designing and implementing consequence based emergency management program.
These phases are:
 - a. **Mitigation** - Through the planning and building inspection programs the county and municipal governments use codes and standards to prevent industry from impacting on residential areas and prevent sub-standard building construction. Education of the public about potential disaster effects also prevents injury and

death from disasters. Public participation in preparedness exercises can also prevent injury and death from disasters.

- b. **Preparedness** - Through disaster planning and recognition of hazards likely to effect the area, the county and municipal 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 Vance County to help them also be prepared, such as printed materials and public education programs. Members of the public are kept informed and urged to prepare for disaster by local media and Emergency Management. Facilities vital to the operation of the county and local government have been identified. These facilities will receive priority for restoration of service.

For security reasons and preservation of local infrastructure, information regarding vital facilities is restricted and will be made available only to authorized personnel.

Vance County has a Comprehensive Continuity of Operations Plan to address operational continuity following not only disasters but critical incidents as well.

Records generated by each functional area of County and Municipal government should be preserved for continuity of government during times of disaster.

Planning and training are necessary and integral parts of emergency and disaster preparation and must be pre-requisite to effective emergency operations.

Coordination with adjoining jurisdictions is essential when events occur that impact beyond County or jurisdictional borders.

It is the responsibility of the elected officials to insure that all legal documents of both a public and private nature be recorded by designated officials be protected and preserved in accordance with existing laws, statutes and ordinances.

- c. **Response** - When a disaster occurs the county and municipal agencies respond either as direct assistance to the disaster area or as a support agency to the first responders on-scene. The response agencies will act within their scope of training and will call upon outside resources as needed to mitigate further damages. Additional resources are coordinated by the Vance County Emergency Operations Center.
 - 1. In significant emergencies/disasters, direction and control will be managed by the Policy/Administration Group most often through the Director of Emergency Operations.
 - 2. The Emergency Operations Center (EOC) will be staffed and operated as the situation dictates. When activated, operations are supported by ranking representatives from a number of local government, private sector and volunteer organizations to provide information, response options and recommendations to the Policy/Administration Group.
 - 3. When an emergency situation develops, the senior elected official or the designee of the jurisdiction (as defined in GS 14-288.1) may declare a State of emergency to exist within the jurisdiction (or a part thereof) and

begin implementing emergency procedures. (See Authorizations and Authorities Section).

4. The County Manager and County Emergency Operations Director will coordinate County resources. The Mayor or his designee will coordinate and control the resources of the municipality through the Emergency Operations Director.
5. The County Manager will utilize all available media outlets for the dissemination of emergency information to the public.
6. 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/or other agencies in accordance with existing mutual-aid agreements and understandings. Requests for State or Federal resources must be made through the Vance County Emergency Operations Director to the North Carolina Division of Emergency Management EOC utilizing currently established protocols.

d. **Recovery** - After the immediate short-term emergency needs of an area are controlled, the county and municipal governments begin a recovery process that may take several days to many months or years to fully complete. Response agencies will determine what impacts have been made on the community and what will need to be done to put the community back to pre-disaster conditions. Many times this effort will overwhelm the jurisdiction and assistance from State and Federal Government will be needed.

3. Vance County provides many emergency services to the citizens of the county on a daily basis. Some of the services overlap into city/town government jurisdictions. While the cities/towns within the county provide many services to their citizens, they also depend on Vance County for services such as emergency medical, social services, public health, sheltering of evacuees, and emergency management.
4. 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.
5. When needed, the Chairperson of the Vance County Board of Commissioners can declare a "State of Emergency" as directed by State Statute 166A-8, 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 City of Henderson can independently declare a "State of Emergency" in the event of a disaster or, by resolution, can sign off on a County "State of Emergency" if one is declared.
6. When a disaster overwhelms the capability of state and local governments, resources of federal departments and agencies may be needed.
7. Local governments will use their normal channels for requesting assistance and/or resources from the State Emergency Operations Center. If state resources have been exhausted, the State will arrange to provide the needed resource's using the Emergency Support Functions as described in the National Response Framework. The county and the municipalities are also signature agencies of the "Statewide Mutual Aid Agreement."

8. 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.
9. Under the National Response Framework, 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 resources.
10. Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, a Federal Coordinating Officer will be appointed as the President's representative to coordinate overall delivery of Federal assistance. Federal departments and agencies have been assigned missions to provide assistance directly to the State, under the overall direction of the Federal Coordinating Officer. The Disaster Mitigation Act of 2000, also known as the 2000 Stafford Act Amendments, are important changes in the ways in which the Federal government will provide assistance.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. PURPOSE:

This Section tasks departments within local government with emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining their own emergency standard operating guidelines for the purpose of carrying out tactical responsibilities as assigned by this response plan. Specific responsibilities are outlined below under the section entitled Assignment of Responsibilities. Responsibilities for certain organizations which are not a part of local government are also outlined.

B. ORGANIZATION:

1. Policy / Administration Group

The Vance County Policy / Administration Group consists of the following:

- a. Chairperson of the Vance County Board of Commissioners
- b. County Manager
- c. County Finance Director
- d. Emergency Operations Director
- e. Public Safety Department Heads
- f. Other designees as determined by the given event

The City of Henderson Policy / Administration Group consists of the following:

- a. Mayor of the City of Henderson
- b. City Manager
- c. City Finance Director
- d. Emergency Operations Director
- e. Public Safety Department Heads
- f. Director of Public Works
- g. Other designees as determined by the given event

2. Support Groups

Support Groups shall be made up of individuals that are able to offer specialized or unique assistance depending on the given situation. Individuals may represent County or City agencies, State agencies, volunteer organizations, the private sector or the public at large. These groups shall be assigned as needed by the Policy / Administration Group or Director of Emergency Operations on behalf of the Group.

C. ASSIGNMENT OF RESPONSIBILITIES

Responsibilities shall be assigned by discipline or individual title and are generally not agency specific. Positional responsibilities shall in general be in support of the Emergency Operations Plan and shall outline goals and responsibilities that are not incident specific. Each individual responsibility shall be maintained on a separate page and shall be signed by the responsible party(s). These individuals and their supportive personnel / agencies are responsible for the development of tactics that are in support of executing their assigned duties within the Emergency Operations Plan.

V. 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. LINE OF SUCCESSION

1. The line of succession of the Chief Elected Official is the primary position with the Vice-Chairman being the second in line and third will be the County Manager. In Municipalities, the Mayor is the primary with the Mayor Pro Tem being second in line and third will be the Town Administrator. If no Town Administrator then the next town official appointed by the Mayor.
2. Lines of succession for the Emergency Operations Director and department/agency heads with emergency responsibilities are shown in the appropriate procedure.

C. PRESERVATION OF VITAL RECORDS

1. It is the responsibility of the elected officials to insure that all legal documents of both a public and private 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.

D. 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. City/Town government will relocate to facilities within their jurisdictions capable of providing emergency operations. If needed the county EOC will help support this.

VI. ADMINISTRATION AND LOGISTICS

A. GENERAL

1. The Emergency Communications Center operates continuously 24 hours per day and is administered by the Vance County Office of Emergency Operations. Day to day operations are under the Director of Emergency Operations.
2. The operational readiness of the Emergency Operations Center is the responsibility of the Director of Emergency Operations.

B. RECORDS AND REPORTS

1. Records of expenditures and obligations during emergency operations must be maintained by County and City government officials.
2. Narratives and operational journals of response actions will also be kept.

C. CONSUMER PROTECTION

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

D. NON-DISCRIMINATION

1. 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.
2. This policy applies equally to all levels of government, contractors, and labor unions.

E. 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. Should local government resources prove to be inadequate during emergency operations, requests for assistance may be made to other jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings. Requests for State and Federal resources must be made through the local Emergency Operations Director to the Regional Coordinating Center (RCC). From there, such requests are forwarded to the State Emergency Operations Center.
3. 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.

VII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The County Manager, through the Emergency Operations Director, will insure development, annual review, and revisions, of this plan, are conducted by all officials involved. This shall include review of those portions of the plan actually implemented in an emergency.
- B. This plan shall be exercised in accordance with the Federal Emergency Management Agency (FEMA) four-year exercise plan guidance as well as the requirements defined by the North Carolina Division of Emergency Management utilizing approved HSEEP (Homeland Security Exercise and Evaluation) guidance to insure a readiness posture for those who have an emergency responsibility.

VIII. AUTHORITIES AND REFERENCES

I. PURPOSE

This section provides legal references and authorizations to support actions that may be taken in the event of an emergency/disaster situation.

II. SITUATION AND ASSUMPTIONS

A. Situation

- 1. Actions taken during emergency/disaster events require that legal guidelines are followed to assure protection of the general public and to maintain law and order in the County/Municipality.
- 2. Decisions implemented during times of disaster will sometimes have a negative economic impact on the County/Municipality or portions thereof.
- 3. Verbal and written mutual aid agreements exist between some agencies within Vance County and its municipalities.

B. Assumptions

- 1. Some actions taken during emergency events will be unpopular with the general public.
- 2. Actions implemented will be based on the safety and welfare of the overall population, but may be unpopular with specific groups.

III. CONCEPT OF OPERATIONS

A. Selected references are on file in the County Emergency Management Office. These include:

- 1. N.C.G.S. 166-A (Emergency Management Act)
- 2. Vance County Emergency Ordinance
- 3. Proclamation of a State of Emergency (including description of Imposition of Prohibitions and Restrictions)
- 4. Termination of a State of Emergency

5. Statewide Mutual Aid Agreement (Signed 10/15/97 by Vance County)
- B. Complete information pertaining to Authorizations and Authorities will be maintained in a reference book, accessible for reference during times of emergency. This reference will include:
1. NC Emergency Management Act, N.C.G.S. 166-A
 2. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707 (the Stafford Act)
 3. Vance County Emergency Management Ordinance
 4. Proclamation of a State of Emergency
 5. Mutual Aid Agreements for Fire and Rescue
 6. Mutual Aid Agreements with Municipalities
 7. Agreements with American Red Cross
 8. Agreements with County School System
 9. North Carolina Oil Spill Act
 10. Emergency Planning and Community Right-to-Know Act (SARA Title III)
 11. OSHA 1910.120
 12. FAA Authority (FAR) to close airspace over disaster area
 13. Model Ordinance concerning Price Gouging
 14. Civil Defense Act of 1950, Public Law 81-920
 15. NC Governors Executive Order 73
 16. Local Emergency Planning Committee Bylaws and Roster
 17. Statewide Mutual Aid Agreement (Signed 10/15/97 by Vance County)
- C. Agencies tasked with responsibilities under the Emergency Operations Plan will be responsible for providing copies of any Mutual Aid Agreements to the Emergency Management Office.