



MADISON COUNTY EMERGENCY OPERATIONS PLAN

Updated: January 28, 2009

FOREWORD

The Madison County Emergency Operations Plan was developed to address multiple hazards, which threaten our county and the municipalities. Through use of a functional format, the document 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 operational capability can be established by addressing broadly applicable functions.

This document presents a basic plan, which serves as a summary to functional annexes and attachments. The annexes define who will do what and when in emergency situations. 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.

This document meets the requirements of FEMA planning guidance, SLG 101 and the legal responsibilities identified in North Carolina General Statutes, Chapter 166-A, and meets the compliance objectives of the National Incident Management System (NIMS). It provides all the necessary elements to ensure that local government can fulfill its legal responsibilities for emergency preparedness and when necessary, integrate with State and Federal response forces.

INSTRUCTIONS FOR USE

It is intended that this plan, when implemented, be used by Madison County response organizations to obtain maximum use of existing resources, organizations, and systems in their response to emergencies and disasters that could and/or have occurred in the county, including Incident Command.

The format utilized is:

Basic Plan: To be used by chief executives and policy officials. A glossary of terms is also included.

Annexes: Address the specific functions for use by the operational managers.

Attachments: Contain technical information, details, and methods (such as standard operating procedures and checklists) for use by emergency response personnel. Each section of the plan contains a purpose statement for that section. All individuals with assigned responsibilities should be familiar with the entire plan, however, added emphasis must be given to those sections for which they are responsible. While all circumstances cannot be addressed, the content of this plan should be used as a guide for those things that do occur but not specifically addressed herein.

Copies of this plan are distributed to the following:

- Madison County Managers Office
- Madison County Emergency Management Office
- Towns of:
 - Hot Springs
 - Marshall
 - Mars Hill
- Madison County Sheriff's Department
- Madison County Emergency Medical Services
- Madison County Department of Social Services
- Madison County Health Department
- NC Highway Patrol
- NC Crime Control and Public Safety, Division of Emergency Management
- Madison County Fire Marshal
- Madison County Public Schools
- NC Forest Service
- US Forest Service
- Madison County Fire Departments
- Communications Center (911)

MADISON COUNTY EMERGENCY OPERATIONS PLAN BASIC PLAN

I. PURPOSE

This plan predetermines actions to be taken by the government agencies and private organizations of Madison 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. SITUATION AND ASSUMPTIONS

A. Situation

1. Madison County is located in the Northwestern section of the state. It is bound on the East by Yancey County, and South by Buncombe County, on the North by Unicoi, Green and Cocke Counties of Tennessee, and on the West by Haywood County. The current population of the county and the municipalities within the county is 20,069* (*Source- USCB 2000). The projected population by 2010 is 22,129. Madison County is within the North Carolina Emergency Management Western Branch area and within Federal Emergency Management Region IV.
2. Major traffic arteries are:

Interstate 26, US.19, US.23, US. 25-70, NC 231, NC 209, NC 63, NC 208, NC 212. There is one major gas or fuel pipeline in the county. Railways consist of single and double tracks of the Norfolk Southern system from the Tennessee line to the Buncombe County line.
3. Many hazards exist within or near the county which have the potential to cause disasters of such magnitude as to warrant centralization of the direction and control (EOC) function in order to conduct effective and efficient emergency operations. Potential hazards (natural, technological and civil disturbances) for Madison County include but are not limited to:
 - Terrorist attack and civil disturbance
 - Major Fires (Forest and Urban)
 - Severe Winter Storms
 - Hazardous Materials
 - Communications and Power Failure
 - Flooding
 - Earthquake
 - Tornado
 - Drought
 - Landslides
 - High Winds
 - Mass Casualty (plane crash, bus accidents, weapons of mass destruction)
 - Agriculture / Damage or Loss
4. Direction and control of normal day-to-day emergencies is performed by senior on-scene emergency response personnel (i.e. law enforcement, fire, rescue, EMS) in accordance with local ordinances, policies, procedures and incident command.
5. The Towns of Hot Springs, Marshall and Mars Hill within the county may exercise independent direction and control of their own emergency resources, outside resources assigned to the town by the County EOC, and resources secured through existing mutual aid agreements with other municipalities. Requests for state/federal government assistance will be directed to the County EOC (Emergency Management Coordinator) as needed.

6. Centralized countywide direction and control (EOC activation) is desirable when one or more of the following situations occur:
 - there exists an imminent threat to the public safety/health on a large scale;
 - extensive multi-agency/jurisdiction response and coordination are necessary to resolve or recover from the emergency situation;
 - local resources are inadequate/depleted and significant mutual aid, state and/or federal resources must be utilized to resolve the emergency situation;
 - the disaster affects multiple political jurisdictions within the county which are relying on the same emergency resources to resolve the emergency situation;
 - local emergency ordinances are implemented to control the emergency situation.
7. The County Emergency Operations Center serves as the central direction and control point for countywide emergency response activities.
8. The primary County Emergency Operations Center (EOC) is located in the Madison County Communications Center.
9. In the event the primary EOC is inoperable, an alternate EOC will be established in the Mars Hill Fire Department, located in Mars Hill.
10. The County Warning Point (Communications Center) will normally initiate notification and warning.
11. Broadcast media will be relied upon to assist in the dissemination of public information and warning to the general public.
12. Operational telephone and/or radio communications may be utilized to notify public officials, EOC staff, emergency personnel and others as required.
13. Emergency services vehicles are available for warning the general public.
14. Numerous federal and state law enforcement agencies are available to support local law enforcement agencies within the county, in the event these services need to be expanded.
15. Fire prevention, control and rescue operations are daily problems faced by fire service personnel. Several hazards become more significant during emergency situations including hazardous materials accidents and industrial fires.
16. In an emergency there is frequently a need for manpower and equipment to remove obstructions or clear a way to an accident site for emergency debris removal and for restoration of essential utilities.
17. Depending on the nature of a disaster, complications may include general health problems, traumatic injury and communicable diseases, contamination of food and water and mental health issues.
18. Several emergency situations may require evacuation of part of the county. Small-scale, localized evacuations may be needed as a result of a hazardous materials incident, major fire, or other incident. Large-scale evacuation may be needed in the event of a countywide disaster.
19. A hazard and demographic analysis has been completed which identifies the types of threats, the areas and the population in the county that are most vulnerable to these threats. Facilities and populations that pose special problems have also been identified.
20. An evacuation may require substantial physical resources for transportation, communications and traffic control. Available public and private resources have been identified.

21. Large scale disasters may necessitate rapid evacuation of hospitals, nursing and non-ambulatory populations.
22. There are several emergencies for which shelters may be required including severe storms, tornadoes, floods, hazardous material accidents, landslides and fires.
23. An initial damage assessment will provide a basis for the determination of actions and resources needed, as well as the establishment of priorities, the allocation of local government resources in the disaster area during the early stages of the recovery effort, and what, if any, outside assistance will be required to restore the affected area to pre-disaster conditions.

B. Assumptions

1. Officials of Madison County are aware of the possible occurrence of an emergency or major disaster and their responsibilities in the execution of this plan. They will fulfill these responsibilities as required.
2. Implementation of this plan will reduce or prevent the loss of lives and damage to property.
3. The EOC will be activated upon the threat or occurrence of a major emergency/disaster and designated personnel will report to the EOC in a timely fashion.
4. The County EOC facility and equipment is adequate for coordinating countywide emergency operations.
5. Sufficient procedures have been developed to effectively direct and control disaster operations/recovery.
6. Emergency operations and coordination at all levels of government will be carried out according to plans and procedures.
7. The communications system will survive and/or withstand the effects of a disaster.
8. Current forms of the communications system may necessitate augmentation in order to provide sufficient warning to the general public and special populations, and receive emergency calls for service.
9. Local print and broadcast media will cooperate in broadcasting and publishing disaster related instructions to the public.
10. Demand for information will be very heavy, therefore, sufficient staff will be trained.
11. Existing fire and rescue personnel and equipment will be able to cope with most emergency situations through the use of existing mutual aid agreements. When additional support is required, assistance will be obtained from regional, state and federal agencies.
12. The Towns of Hot Springs, Marshall and Mars Hill Public Works and Madison County Maintenance Departments have a limited but immediate capability to provide emergency services for debris removal, restoration of essential utilities and shelter upgrading.
13. A large scale emergency may result in increased demands on hospitals, EMS and health/medical personnel.
14. Most injured persons will be transported to medical facilities by people other than medical personnel.
15. Resources available through area and regional medical, health and mortuary services may be provided through mutual aid agreements.

16. When local resources can no longer meet the demand of the situation, state agencies will be contacted to provide additional resources and/or to assume control of the response.
17. Catastrophic disasters may affect large areas of the county and medical resources may be damaged, destroyed, or unavailable.
18. Sufficient warning time will normally be available to evacuate the threatened population.
19. The principal mode of transportation will be private vehicles.
20. Particular areas of the county, or special populations within the county, will need additional time to accomplish an evacuation.
21. The public will both receive and understand official information related to evacuation. The public will act in its own interest and will evacuate dangerous areas promptly when advised to do so.
22. If there is sufficient advanced warning, some residents will evacuate prior to being advised to do so by public officials.
23. Most evacuees will seek shelter with relatives or friends rather than accept public shelter.
24. Some residents may refuse to evacuate regardless of warnings.
25. Some people will lack transportation. Others who are ill or disabled may require vehicles with special transportation capabilities.
26. Sufficient in-county sheltering exists to meet the needs of an evacuation during emergencies or disaster.
27. Implementing damage assessment procedures will expedite relief and assistance for those adversely affected.

III. CONCEPT OF OPERATIONS

A. General

1. As required by NCGS 166A-2, it is the responsibility of county government to protect life and property from the effects of hazardous events.
2. The County Emergency Operations Center (EOC) will be staffed and operated as the situation dictates.
3. The Chairman or Mayor of the jurisdiction will direct evacuation and shelter activation as necessary or delegate that responsibility to Emergency Management.
4. The primary Emergency Alert System (EAS) Station is WHBK-AM radio located in Marshall, North Carolina.
5. The Chairman of the County Commissioners, or his representative, will be in contact with WHBK-AM during times of emergency.
6. As the emergency situation develops, the Chairman or Mayor (as defined in GS 14-288.1) of the jurisdiction may declare a State of Emergency to exist within the jurisdiction (or a part thereof) and begin implementing emergency procedures.
7. The Chairman of the County Commissioners, assisted by the County Manager and County Emergency Management Coordinator, will coordinate and control county resources and advise municipalities of needs or progress.

8. Termination of a State of Emergency shall be declared by the authority by which it was proclaimed. (Reference Attachment 2, Proclamation Terminating a County State of Emergency).

B. Comprehensive Emergency Management

1. *Mitigation*: Mitigation activities are those designed to either prevent the occurrence of an emergency or minimize the potentially adverse effects of an emergency. Some mitigation activities include development of public health and zoning/building code ordinances and enforcement of those regulations on a day-to-day basis.
2. *Preparedness*: Preparedness activities, programs, and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.
3. *Response*: Response activities and programs are designed to address the immediate effects of the onset of an emergency or disaster and help to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, mass care, and other similar operations.
4. *Recovery*: Recovery activities involve restoring systems to emergency operating conditions or to normal. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may continue for many years.

C. National Response Framework

1. The National Response Framework is the federal document outlining the disaster response structure of the Federal Government.
2. The National Response Framework establishes the basis for 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.
3. Under the plan, departments and agencies having various authorities and resources have been assigned primary and support agency responsibilities for various Emergency Support Functions.
4. These Emergency Support Functions (ESFs) will work in concert with state agencies to provide the needed resource(s).
5. 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.
6. When a disaster overwhelms the capability of state and local governments, resources of the federal departments and agencies may be needed.
7. Local governments will use their normal channel for requesting assistance and/or resources, (i.e. through the Emergency Management Branch Office to the State EOC). If state resources have been exhausted, the State will attempt to provide the needed resource(s) using the Emergency Support Functions as described in the National Response Framework.

D. National Incident Management System (NIMS)

1. The Madison County Commissioners adopted, by formal resolution, the National Incident Management System (NIMS) as the jurisdiction's official all-hazards, incident response system. A copy of this formal resolution is available from the Clerk to the Board of County Commissioners. The NIMS is a comprehensive national approach to incident management. The NIMS is defined as a consistent nationwide approach for federal, state, tribal and local governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size or complexity.
2. The NIMS outlines a standard incident management organization called the Incident Command System (ICS) that established five functional areas: command, operations, planning, logistics and finance/administration for management of all major incidents. This is reflected in our Direction and Control Annex and within this Basic Plan.
3. The NIMS establishes objective criteria for local government annually. Since 2005, Madison County has met, exceeded or implemented the following objectives:
 - ✓ Adopted the Incident Command System and trained emergency responders in the Incident Command System at the level appropriate to their emergency response position.
 - ✓ Completed IS-700.A and IS-800.B for managers and response supervisors.
 - ✓ Approved, by formal resolution of the Board of Commissioners, the local adoption of the National Incident Management System.
 - ✓ Appointed the Emergency Management Coordinator as the single point of contact for NIMS implementation.
 - ✓ Determined which NIMS requirements already have been met for this Emergency Operations Plan.
 - ✓ Eliminated, where possible, the use of "ten-codes" and other communications codes in joint local, state and federal responses. "Ten-codes" may continue to be used by some agencies in local operations only.
 - ✓ Completed transition of *all* local response services to ICS and continues to train personnel (ICS 200, 300, 400).
 - ✓ Implemented an improved resource inventory along with typing, tracking and accountability methodology and improved and updated its Resource Manual and through the Resource Management Annex of this plan, has taken steps to avoid deployment of personnel/resources that may respond to a request that bypassed official resource coordination efforts.
 - ✓ Assigned jurisdictional Incident Commanders whenever possible or practical based on ICS principles.
 - ✓ Continues to follow the guidelines published by the NIMS Integration Center and incorporate such criteria and guidance into emergency operations at all levels.
 - ✓ Continues to revise and update this Emergency Operations Plan, standard operating procedures (SOPs), and standard operating guidelines (SOGs) to incorporate NIMS and National Response Framework (NRF) components, principles and policies, to include planning, training, response, exercises, equipment, evaluation, and corrective actions.
 - ✓ Continues to include preparedness organizations, elected and appointed officials, non-governmental organizations and the private sector in the development of this plan.
 - ✓ Has addressed special needs and implemented a process through public information to communicate information to non-English speaking persons.
 - ✓ Continues to include non-governmental response organizations (NROs) and the private sector in exercises and actual events.
 - ✓ Using this electronic format, is now capable of sharing information to other local, state and federal agencies regarding the emergency operations of the County.
 - ✓ Utilizes an EOC and a field credentialing system to ensure proper authorization and access to an incident including those agencies utilized in mutual aid.

E. State of North Carolina Role and Support

Requests for state resources will be made through the Madison County Emergency Management Coordinator to the NC Division of Emergency Management State Emergency Operations Center (1-800-858-0368) or the Western Branch Office of the NC Division of Emergency Management.

The State Emergency Response Team (SERT) will be fully or partially activated as necessary to support the County's requests. Additionally, it is expected SERT may have a role in most, if not all disasters. The NC Division of Emergency Management will provide support to the Madison County Emergency Management Coordinator. This support includes, but is not limited to:

- *On-scene response by the Area Coordinator or designee.*
- *Assistance with dissemination of emergency public information.*
- *Relay of information from state and federal agencies.*
- *Coordination of state agencies during events.*
- *Transmittal and tracking of resource requests.*
- *Assistance with planning, training and recovery operations.*
- *Interface and training with the State's EOC computer software (WebEOC).*

IV. DIRECTION AND CONTROL

- A. Direction and Control provides for an efficient response to an emergency by coordinating all response and recovery activities through one central location.
- B. 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 Chairman, County Commissioners, or designee will decide whether to activate the EOC. The overall direction and control of emergency activities in a crisis situation is vested with the Chairman, County Commissioners.
- C. Upon declaration of an emergency the Chairman of County Commissioners, County Manager, and EMC will operate from the EOC.
- D. Initially, emergency operations will be conducted locally with little or no outside assistance or coordination.
- E. On-site direction and control will be established by the senior officers of the emergency service having primary responsibility for the situation utilizing the Incident Command System (ICS) and the principles of the National Incident Management System (NIMS).
- F. In accordance with the Madison County Emergency Management Ordinance, during declared states of local emergency, this plan, its annexes, procedures and attachments, have the effect of law*. (*Madison County Emergency Management Ordinance, Section 6.1)

V. ASSIGNMENT OF RESPONSIBILITIES

A. Purpose

This section assigns to departments within local government emergency functions in addition to their normal duties. It is the responsibility of that department to develop emergency standard operating guidelines/procedures. Specific responsibilities are outlined under the section entitled Assignment of Responsibilities.

B. General Concepts

1. In addition to normal daily activities, departments within local government also have responsibilities which fall outside their scope of work during time of emergency.
2. During times of emergency, it may be necessary to activate the County Emergency Operations Center.
3. It is the responsibility of the Madison County Emergency Management Coordinator to activate and maintain the EOC.
4. Prior to emergency activation, departments within local government as well as municipalities within the county, may be requested to designate a representative(s) to respond to and carry out emergency functions for that department at the EOC.
5. Specific county and municipal agencies have certain responsibilities to carry out during time of emergency.

C. Organization

As detailed in the Direction and Control Annex of this plan, Madison County conducts emergency / disaster operations in keeping with the National Incident Management System (NIMS) and Incident Command. Following ICS structure, there are five basic groups that operate in the Emergency Operations Center. They are:

1. The Command Group

- a. The Madison County Emergency Policy/Administrative Group consists of the following:
 - Madison County Commission Chairman/Designee
 - County Manager
 - County Finance Officer
 - Emergency Management Coordinator
 - Sheriff
- b. Towns of Hot Springs, Marshall and Mars Hill Emergency Policy/Administrative Group may consist of:
 - Mayor
 - City Council
 - City Clerk
 - Police Chief
 - Fire Chief
 - Superintendent of Public Works
 - Designees as Necessary

Responsibilities of *all* potential representatives for the municipalities are not included in this portion of the Emergency Operations Plan.

2. The Operations Group

The Operations Group consists of representatives from predetermined governmental and volunteer agencies. This group is tasked with the implementation of Command Group decisions. These agencies include, but are not limited to:

- County Fire Marshal
- Emergency Medical Services
- Fire Departments
- Rescue Squads
- Sheriff / Law Enforcement

- Utilities
- Maintenance
- Public Works
- Hospitals
- Health Department
- Public Information

3. The Logistics Group

The Logistics Group consists of representatives from predetermined governmental and volunteer agencies. This group is tasked with the implementation of Command Group decisions. These agencies include, but are not limited to:

- Communications
- American Red Cross
- Department of Social Services
- Transportation
- Schools
- Receiving and Distribution
- Information Technology
- Mental Health
- Amateur Radio Emergency Services

4. The Planning Group

The Planning Group consists of representatives from predetermined governmental and volunteer agencies. This group is tasked with the planning portion of Command Group decisions. These agencies include, but are not limited to:

- Damage Assessment Officer
- Animal Control
- Cooperative Extension
- Utilities representatives
- Solid Waste / Debris Management
- Inspections
- Tax Department
- Designees as Necessary

5. The Finance Group

The Finance Group consists of representatives from the finance and purchasing department. This group is tasked with the finance implementation and expense management portion of Command Group decisions, as well as expense recovery.

- Finance Director
- Purchasing

D. Assignment of Responsibilities

Responsibilities outlined below are inclusive, but are not limited to those specifically listed for each position. Additional positions and responsibilities may be incorporated by the authority of the Chairman of the Board of County Commissioners prior to, during and following any declared emergency or disaster.

1. ***Chairman, County Commissioners / Mayors of Hot Springs, Marshall and Mars Hill***

- Carry out appropriate provisions of North Carolina General Statutes, in addition to local ordinances relating to emergencies.
- Request assistance from State government through the EM Coordinator, as needed, to control an emergency.
- Perform direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction.
- Declare and terminate a State of Emergency when appropriate.
- Issue and terminate an evacuation order when appropriate.
- Request the assumption of State direction and control of the State of Emergency or evacuation, if required.
- Assure the protection of public documents and public facilities during the emergency.
- Nominate a Local Emergency Planning Committee (LEPC) as identified in Title III of the Superfund Amendments and Reauthorization Act of 1986 and in accordance with the policies of the North Carolina State Emergency Response Commission (NC SERC).
- Provide general assistance to the State in minimizing the adverse social and economic aspects of energy supply disruptions by encouraging recommended conservation programs both in the public and private sectors.

2. ***County Manager***

- Ensure County agencies develop and continually update emergency plans and Standard Operating Procedures (SOPs) to respond to emergencies.
- Ensure that exercises and tests of the emergency systems are conducted on a periodic basis.
- Ensure that representatives for EOC staff are designated (e.g. Health Director, Public Information Officer, Social Services Director, etc.) to report to the EOC upon activation to provide direction and control.
- Ensure that information and reports are forwarded through the NCDEM Western Branch Office to the State Division of Emergency Management regarding an emergency.
- Provide for maintaining a current internal notification/recall roster.
- Report to the EOC upon activation and assist the Emergency Management Coordinator in the direction and control of resource management operations.
- Implement direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction on behalf of the governing body.
- Ensure through the Chairperson of the LEPC, that County facilities with hazardous materials are properly identified, are reporting as required, and have appointed a Facility Emergency Coordinator to represent them on the LEPC.

- Provide administrative support to the Local Emergency Planning Committee as required.

3. **Public Information Officer**

- Establish procedures for the flow of information to the public in a disaster which shall include the Emergency Alert System (EAS).
- 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 public information materials for all hazards affecting the county.
- Provide rumor control and publicize the telephone number of a rumor control line where official disaster information can be obtained by the public.
- Clear information as appropriate with the County Manager and/or Emergency Management Coordinator before release to the media.
- Ensure that public information materials for visually impaired and non-English speaking groups are disseminated.
- Ensure that all sources of information being received are authenticated and verified for accuracy.
- Establish public information and education programs on sheltering.
- Assist in handling inquiries and informing families about places of contact for missing relatives.
- Maintain working relationships with the media and a current list of radio stations, television stations and newspapers to be used for public information releases.
- Conduct a public information campaign to disseminate disaster assistance information as necessary.
- Develop media advisories for the public.

4. **Finance**

- Ensure that financial records of expenditures are kept during emergencies.
- Establish and maintain a separate account of disaster related expenditures and expenses.
- Provide for the procurement of additional protective equipment, instruments, antidotes, and clothing for use in a hazardous chemical environment.
- Develop procedures for initiating and maintaining financial accounting records for all agencies during emergencies and record such expenses in accordance to FEMA Public Assistance forms.
- Develop procedures for the procurement and delivery of essential resources and supplies on a timely basis.

5. ***Emergency Management Coordinator***

- Perform assigned duties according to state statutes and local ordinances.
- Responsible for planning in accordance with federal and state guidelines and coordinating of emergency operations within the jurisdiction.
- Maintain current inventories of public information resources.
- Ensure regular drills and exercises are conducted to test the functions of the EOP annually.
- Identify resources (county and private) and maintain current inventories of County-owned resources including sources and quantities and develop mutual aid agreements to control these resources.
- Request funding for maintaining equipment for response to emergencies and hazards within the county.
- Establish and equip the County Emergency Operations Center (EOC) to include primary and backup radio communications (fixed and mobile), and provide for operations on a continuous basis as required.
- Ensure adequate training for the Emergency Management organization.
- Ensure means are available within the jurisdiction to gather necessary information, i.e. fuel storage facilities, major distributors and end-user status, during the energy emergency status.
- 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.
- Coordinate exercises and tests of the emergency systems within the jurisdiction.
- Maintain liaison with utility companies to arrange for back-up water, power and telephone service during emergencies.
- Alert and activate, as required, the County Emergency Management organization when informed of an emergency within the county.
- Receive requests for assistance from municipalities within the county and direct aid to areas where needed.
- Coordinate damage assessment teams conducting field surveys.
- Maintain listing of medical facilities.
- Collect data and prepare damage assessment reports.
- Provide for the storage, maintenance, and replenishment/replacement of essential equipment and materials (medical supplies, food and water, etc.).
- When requested, provide resources for special or critical facilities.
- Set priorities on available resources and implement resource controls to restore essential services.

- Develop a schedule for testing, maintaining and repairing EOC and other emergency equipment.
- Develop and maintain the EOC Standard Operating Procedure including an activation checklist and notification /recall roster.
- Establish and maintain coordination with other jurisdictional EOCs as appropriate.
- Provide for adequate coordination of recovery activities among private, state, and federal agencies/organizations.
- 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.
- Assist the PIO in disseminating public information during emergencies.
- Identify and develop procedures for potential evacuation areas in accordance with the County's hazard analysis.
- Identify population groups requiring special assistance during evacuation (e.g. senior citizens, the very ill and disabled, nursing homes, prison populations, etc.) and assure that they have evacuation procedures in place.
- Establish Disaster Assistance Centers if appropriate.
- Initiate the return of the population as soon as conditions are safe at the direction of the Chairman, Board of County Commissioners.
- Initiate the upgrading and marking of shelters.
- Identify and survey mass care shelter facilities which have lodging and mass feeding capabilities.
- Develop procedures to activate and deactivate shelters and ensure that ARC and DSS develop shelter SOPs.
- Assist with designating facilities and arranging for the shelter needs of institutionalized or special needs groups.
- Designate shelter facilities in the reception area with the shortest commuting distance to the hazardous area for essential workers and their families.
- Appoint a Damage Assessment Officer to coordinate overall damage assessment operations.
- Secure resources to support and assist with damage assessment activities (maps, tax data, cameras, identification, report forms, etc.).
- Establish a Utilities Liaison to coordinate information flow between the EOC and affected utilities.
- Assist with identification and notification of applicants that may be eligible for Public Assistance programs.

- Develop a flood warning system for areas in the county subject to frequent flooding.
- Coordinate resource use under emergency conditions and provide a system to protect these resources.
- Support the LEPC in maintaining liaison with facility emergency coordinators to ensure availability of current information concerning hazards and response to an incident.
- Ensure a critique of incident responses to assess and update procedures as needed.
- Serve as the Community Emergency Coordinator as identified in SARA, Title III.
- Assist the area staff and the energy policy council in obtaining the essential data for implementation of contingency plans.
- Assure coordination of planning efforts between jurisdictions (municipalities, counties, facilities, etc.) including the development of notification/warning, response, and, remediation procedures for covered facilities.
- Alert all emergency support services to the dangers associated with technological hazards and fire during emergency operations.
- Advise decision makers on the hazards associated with hazardous materials.

6. **Radiological Officer**

- Develop county radiological protection procedures.
- Identify available protective equipment, instruments and clothing needed to perform assigned tasks in a hazardous chemical or radiological environment.
- Coordinate with emergency service chiefs to ensure training of response personnel.
- Provide a system of controlling the exposure of personnel within the jurisdiction to hazardous substances to include dose records.
- Ensure that radiological monitors are available to provide data to the EOC.
- Develop listing of warning equipment, locations and area of coverage.

7. **Damage Assessment Officer** (County/City Building Inspectors)

- Train personnel in damage assessment organization, techniques, and reporting procedures.
- Develop, review and annually update procedures for damage reporting and accounting.
- Recruit damage assessment team members.
- Maintain a current damage assessment team notification/recall roster.
- Provide a system for submission of accurate, detailed and timely Initial Damage Assessment Reports to the EMC.

- Inspect shelters to determine the need for emergency repairs, pest control, sanitation, or other protective measures.

8. **Communications Director**

- Ensure off-duty/volunteer staff can be called on short notice to supplement on-duty personnel.
- Operate message center at the County EOC.
- Ensure information pertinent to the emergency/disaster situation is provided to the EOC.
- Develop and maintain equipment, methods and procedures for communications between the EOC and on-scene emergency resources.
- Receive warning information from the National Warning System (NAWAS) or the Division of Criminal Information (DCI) and other official sources.
- Establish procedures to control two-way radio communications between the EOC and other forces, such as hospitals, mass care facilities and amateur communications networks.
- Prepare authentication charts and devices for use during an emergency.
- Identify potential sources of additional equipment and supplies.
- Provide radio repair capabilities and maintenance operations under emergency conditions.
- Provide for warning procedures for special locations such as schools, hospitals, nursing homes, major industries and institutions.
- Coordinate communications net with surrounding counties, the State and the County during disasters.
- Ensure that communication procedures are established for the use of logs, message forms and message control.
- Develop procedures for obtaining and restoring telephone services during emergencies.
- Test and maintain communications equipment on a regularly scheduled basis.
- Provide for regular testing of the emergency generators.
- Provide for radio system compatibility and networking.

9. **Sheriff**

- Plan for conducting traffic control and other law enforcement operations throughout the county during disasters.
- Provide backup communications for EOC through mobile units if possible.
- Provide transportation for EOC personnel under emergency conditions, as warranted/necessary.

- Provide direction and control for law enforcement operations.
- Assist in warning and notifying the affected population of an existing or impending emergency.
- Assist in evacuation of the disaster area and movement to shelter.
- Provide security and protection for the damaged area and critical facilities and control access to affected areas.
- Relocate and house prisoners when necessary during periods of evacuation.
- Coordinate additional law enforcement support with State Highway Patrol, other counties and the Towns of Hot Springs, Marshall and Mars Hill during response activities.
- Identify primary and alternate evacuation routes and the traffic control mechanisms needed to ensure proper utilization of those routes.
- Establish staging areas in conjunction with fire departments, rescue squads and the County Transportation Director for evacuation.
- Direct reentry traffic into the evacuated area during recovery.
- Identify primary and alternate evacuation routes and the traffic control mechanisms needed to ensure proper use of the routes.
- Advise the Emergency Management Coordinator of roadway conditions and support the removal of disabled vehicles or other blocks to evacuation.

10. *Towns of Hot Springs, Marshall and Mars Hill Police Departments*

- Maintain law and order within local jurisdiction.
- Provide mobile units for warning operations.
- Provide security for essential facilities within the town.
- Coordinate activities with the Sheriff.

11. *County Fire Marshal*

- Plan for coordination of fire fighting operations throughout the county in time of disaster.
- In conjunction with law enforcement and the Transportation Coordinator, establish staging areas.
- Support the evacuation of special institutions and handicapped/disabled individuals.
- Provide search and rescue services support.
- Maintain fire security in evacuated areas.
- Survey shelter sites for fire safety.
- Analyze fire potential and identify fire service requirements.

- Develop mutual aid agreements.
- Prepare inventories of all fire equipment and personnel resources.
- Report or send designee to the EOC upon activation and coordinate with fire fighting operations.
- Assist in warning and notifying the affected population of an existing or impending emergency.
- Coordinate fire fighting aid from other counties to the disaster site.
- Provide hazardous material decontamination and monitoring support and assist in the initiation of legal actions against parties responsible for release of hazardous materials.
- Provide fire protection for emergency shelters.
- Provide support personnel (volunteers) to assist in traffic control and damage assessment operations.
- Respond to and investigate all structure fires as the fire chief has determined cause and origin.

12. ***Incident Commander (IC)***

- Activate elements of the Incident Command System as needed.
- Manage on-site incident operations.
- 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.

13. ***Emergency Medical Services Coordinator***

- Plan for coordination of ambulance activities throughout the county during disasters.
- Develop mutual aid agreements.
- Coordinate with hospital disaster coordinators on use of medical facilities within the county for mass casualty incidents.
- Maintain liaison with American Red Cross (ARC) and other volunteer service agencies to support first aid and supplement medical resources in shelters and other disaster situations.
- Maintain a casualty tracking system.
- Implement a management system such as Incident Command System (ICS) as needed.
- Set procedures for treatment of contaminated patients.
- Set procedures for decontamination of patients and equipment.

- Direction and control of mass casualty incidents as a result of a disaster.

14. Social Services Director

- Plan for coordination of social services operations during disaster.
- Coordinate with medical/health care facilities (e.g. nursing homes, rest homes, etc.) to ensure development of emergency procedures in conjunction with appropriate agencies.
- Develop mutual aid agreements.
- 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.
- Develop a crisis shelter stocking plan for DSS shelters.
- Train and provide shelter managers and personnel to operate DSS shelters.
- Identify evacuees within DSS shelters with special needs.
- Coordinate DSS mass feeding at shelters.
- Assist ARC in recruiting shelter staff.
- Maintain current internal notification/recall rosters.
- Report to EOC upon activation to assist in shelter operations.
- Coordinate with health, mental health and other volunteer/non-volunteer agencies, both public and private to provide support personnel during sheltering.
- Maintain listing of nursing homes and send updated copies to the EOC / EMC.

15. Amateur Radio Emergency Services

- Provide communications between EOC and shelters and otherwise as directed.

16. Health Director

- Develop procedures for emergency public health operations and act as a liaison for mental health care.
- Plan for inspection of food and water in shelters and issuance of instructions for decontamination, distribution and usage.
- Coordinate environmental health activities for waste disposal, refuse, food, water control and vector/vermin control and sanitation.
- Provide support personnel to staff shelters.
- Coordinate with the Mental Health Coordinator to provide crisis counselors at shelters.
- Provide space as available for temporary hospital/medical treatment facilities.

- Develop mutual aid agreements.
- Develop and implement health awareness and public information programs regarding personal health.
- Report to the EOC upon activation and provide direction and control for emergency health operations.
- Provide for medical needs of special needs population.
- Provide continuous health inspections and immunizations when appropriate to evaluate, detect, prevent and control communicable disease as well as the distribution of exposure inhibiting or mitigating drugs.
- Assist in determining hazardous chemical or radiation levels for emergency workers and determine appropriate exposures.
- Assume responsibility for the identification of medical debris, provide technical information and assist in the clean up and disposal to comply with state and federal safety and infection control standards as may be required to dispose of or prepare for shipment to the State Public Health Laboratory in Raleigh.

17. *Medical Center Disaster Coordinator*

- 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 (e.g., discharge of less critically ill patients).
- Implement hospital's 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.
- Dispatch triage physician and team to disaster site as requested.
- Arrange for the restocking of medical supplies and equipment during the recovery phase.
- Provide for medical care of relocated persons at shelters and congregate care/reception centers.

18. *Medical Examiner*

- Respond to notifications of fatalities from local authorities and establish an adequate morgue.
- Issue press releases in conjunction with the Public Information Officer.
- Develop procedures for the recovery, identification, registration and disposition of the dead. These procedures should include use of professionals and volunteers to sort, document, identify dead and the establishment of a morgue.

- Determine cause of death and issue death certificates.
- Notify next-of-kin and release remains and personal effects of the deceased to appropriately qualified persons.
- Coordinate with funeral directors, ambulance services, pathologists, ARC, dentists, X-ray technicians and law enforcement in a mass casualty incident.

19. *Mental Health Coordinator*

- Develop procedures to provide mental health services during emergencies.
- Provide crisis intervention training for personnel assigned to mental health service teams.
- Provide sites as available for temporary clinics.
- Assist ARC with inquiries and inform families on status of individuals injured or missing.
- Maintain a 24-hour Crisis Line during periods of evacuation.
- Identify evacuees in reception centers and shelters who have experienced mental stress and provide them with mental health services.
- Arrange for debriefings or psychological support for emergency workers and disaster victims.

20. *Superintendent of Schools*

- Support transportation operations during evacuation and return.
- Provide personnel to support evacuation and shelter operations.
- Plan for transportation of county residents in a disaster, including special population groups (handicapped, elderly, etc.).
- Coordinate transportation operations, and keep EOC advised of status.
- Provide school facilities for temporary medical treatment facilities and shelters, as needed.
- Maintain school transportation resources and provide for fuel support when refueling is necessary.
- Direct the evacuation of school populations.
- Coordinate with law enforcement, fire departments, rescue squad and transportation authority on designating staging areas, pick-up points and routes.
- Obtain additional transportation resources, as needed from adjacent jurisdictions, the State and private sources.
- Develop mutual aid agreement and evacuation plan with the Madison County Transportation Authority Director.

21. American Red Cross Disaster Services Coordinator

- Provide support personnel as requested.
- Coordinate with the Madison County Department of Social Services in providing shelter/mass care.
- Develop a crisis shelter stocking plan for ARC shelters.
- Provide shelter managers to operate ARC shelters.
- Train shelter managers and staff for shelter operations.
- Arrange for staffing of ARC shelters and feeding of evacuees.
- Identify evacuees within ARC shelters with special needs.
- Provide shelter management supplies.
- Follow established mass care procedures.
- Provide food for emergency workers and patients.
- Answer inquiries and inform families on status of individuals injured or missing.

22. Madison County Maintenance Director / Towns of Hot Springs, Marshall and Mars Hill Public Works

- Prepare procedures to provide public works/county maintenance functions during emergencies (e.g., roads, streets, water and utility services).
- Develop and maintain resource lists with source, location and availability of equipment, fuel and operational personnel to support response/recovery operations.
- Develop mutual aid agreements.
- Assist in decontamination operations.
- Jointly with Department of Transportation (DOT) direct and dispatch public works/county maintenance mutual aid from other jurisdictions.
- Conduct debris clearance operations.
- Store and provide fuel for emergency vehicles.
- Prepare required reports and forward to the EOC.
- Maintain emergency power, water and sanitation resources at vital facilities in the county during emergencies.
- Assist in damage assessment operations and relay damage assessment information to the EOC.
- Prepare to upgrade and mark public shelters as directed by the Emergency Management Coordinator.

- Plan for emergency repair and restoration of vital facilities and utilities during disasters.

23. Solid Waste Director

- Serves as the debris management coordinator.
- Keep the EOC advised of solid waste issues.
- Maintain household trash disposal policy and procedures.
- Coordinate all C and D operations at the county landfill site.
- Anticipate landfill capacity and capability to store and dispose of debris.

VI. CONTINUITY OF GOVERNMENT

A. General

1. 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.
2. 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 County Board of Commissioners proceeds from the Chairman to the members of the Board in accordance with County policy.
2. Lines of succession for the Emergency Management Coordinator and department or /agency heads with emergency responsibilities are shown in the appropriate annexes.

C. 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 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 EOC during times of emergency, if necessary.
2. If the primary EOC is determined inoperable, the governing body will relocate to the alternate EOC facility as needed.

VII. ADMINISTRATION AND LOGISTICS

A. General

1. The Emergency Services dispatching operations center operates continuously 24 hours per day and is administered by the Communications Director.

2. The operational readiness of the EOC is the responsibility of the Emergency Management Coordinator.

B. Records and Reports

1. Records of expenditures and obligations during emergency operations must be maintained by county and town governments.
2. Narratives and operational journals of response actions will 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 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. 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 will be made to other jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings.
3. Requests for state and federal resources must be made through the local Emergency Management Coordinator to the Area Office. From there, such requests are forwarded to the State EOC.
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.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. The County Manager will ensure development and annual review of this plan is conducted by all officials involved and will coordinate necessary revision efforts. That shall include review of those portions of the plan actually implemented in an emergency.
- B. Updates, changes, modifications, additions, deletions and/or corrections to this plan may be determined to be administrative in nature and may not require approval of the Madison County Board of Commissioners or the re-approval or promulgation of the entire plan. Decisions regarding such shall be made by the Emergency Management Coordinator in coordination and consultation with the County Manager. If the County Manager feels the updates, changes, modifications, additions, deletions and/or corrections to this plan are of such significance that Board action is advised, the Emergency Management Coordinator shall prepare appropriate documentation and submit the documentation through normal channels to the Board of Commissioners for consideration. Emergency updates, changes, modifications, additions,

deletions and/or corrections to this plan and/or any policy, procedure or annex that is part of this plan, may be made as an interim measure with approval of Chairman of the Board of Commissioners without prior consent or approval of the entire Board sitting in either regular or emergency session.

C. Testing the plan

1. Exercise schedules for this plan are developed and maintained by the Emergency Management office. Exercises shall be in accordance with local, state, and federal policies and, when possible, coordinated with the Western Branch Office of N.C. Division of Emergency Management.
2. The types of exercises shall include, but not be limited to tabletop, functional and full scale exercises. There must be at least one full scale exercise every five (5) years. An actual occurrence may be substituted for an exercise provided it adequately tested response functions addressed in this plan and a critique of the event was conducted.

X. AUTHORITIES AND REFERENCES

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

- National Security Decision Directive #259
- Public Law 93-288 as amended by Public Law 100-707
- N.C. General Statutes, Chapter 166A
- N.C. Executive Order 73
- N.C. General Statutes 115C-242 (6)
- N.C. General Statutes Article 36A of Chapter 14
- N.C. Executive Order 43
- N.C. General Statutes 147-33
- Madison County Emergency Management Ordinance
- Madison County State Ordinance
- National Response Framework
- National Incident Management System Compliance Objectives
- FEMA SLG 101

XI. ATTACHMENTS

- Attachment 1, [Madison County Emergency Management Ordinance](#)
Attachment 2, [Madison County State of Emergency Ordinance](#)
Attachment 3, [Part 1, Proclamation of a County State of Emergency](#)
Attachment 3, [Part 2, Proclamation Terminating a County State of Emergency](#)

Attachment 1

MADISON COUNTY EMERGENCY MANAGEMENT ORDINANCE

Ordinance Number _____

The County of Madison ordains, The Madison Emergency Management Agency.

Section 1. Short Title

This Ordinance shall be known and may be cited and referred to as “Emergency Management Ordinance for the County of Madison”.

Section 2. Intent and Purpose

It is the intent and purpose of this Ordinance to establish an office that will ensure the complete and efficient utilization of all of the County of Madison’s resources to combat disaster resulting from enemy actions or other disasters as defined herein:

- a) Madison County Office of Emergency Management will be the coordinating agency for all activity in connection with Emergency Management. It will be the instrument through which the Madison Board of Commissioners may exercise the authority and discharge the responsibilities vested in them during disaster emergencies.

This Ordinance will not relieve any County Department of the moral responsibilities or authority given to it in the County Charter or by local ordinances, nor will it adversely affect the work of any volunteer agency organized for relief in disaster emergencies.

Section 3. Definitions

The following definitions shall apply in the interpretation of this article:

- a) “Emergency Management” is the basic government functions of maintaining the public peace, health and safety during an emergency. This term shall include plans and preparations for protection and relief, recovery and rehabilitation from effects of an attack by the forces of an enemy nation or the agents thereof, or a disaster as defined herein. It shall not, however, include any activity that is the primary responsibility of the military forces of the United States.
- b) “Attack” shall mean direct or indirect assault against the County of Madison, its government, its environs, or of the nation, by the forces of a hostile nation or the agents thereof, including assault by bombing, conventional or nuclear, chemical or biological warfare, terrorism or sabotage.
- c) “Disaster” includes but is not limited to actual or threatened enemy attack, sabotage, extraordinary fire, flood, storm, epidemic, accident, chemical spill or other impending or actual calamity endangering or threatening to endanger health, life or property of constituted government.
- d) “Emergency: Management Forces” shall mean the employees, equipment and facilities of all County departments, boards, councils, institutions and commissions and in addition, it shall include all volunteer personnel, equipment and facilities contributed by, or obtained from, volunteer persons or agencies.
- e) “Volunteer” shall mean contributing a service, equipment or facilities to the Emergency Management agency without remuneration.
- f) “Emergency Management Volunteer” shall mean any person duly registered, identified and appointed by the Coordinator of the Madison County Emergency Management Agency and assigned to participate in the Emergency Management Activity.

- g) "Coordinator or Director" shall mean the Coordinator of the Madison County Emergency Management Agency, appointed as prescribed in this Ordinance.
- h) "Regulations" shall include plans, programs and other emergency procedures deemed essential to emergency management.

Section 4. Organization and Appointments

The organization shall consist of the following:

1. An agency of Emergency Management within the executive department of the Madison County Government under the direction of the Madison County Board of Commissioners. The agency head of the Madison County Emergency Management Agency shall be known as the Coordinator or Director and such assistants and other employees as are deemed necessary for the proper functioning of the agency will be appointed.
 - a) The employees and resources of all Madison County departments, boards, institutions, and councils shall participate in the emergency management activities. Duties assigned to County departments shall be the same as or similar to the normal duties of the department, where possible.
 - b) Volunteer personnel and agencies offering service to and accepted by the County.
2. The Madison County Board of Commissioners shall appoint a Coordinator of the Madison County Emergency Management Agency who shall be a person well versed and trained in planning operations involving the activities of many different agencies which will operate to protect the public health, safety and welfare in the event of danger from enemy action or disaster as defined in this Ordinance.
3. The Coordinator shall designate and appoint Deputy Coordinators to assume the emergency duties of the Coordinator in the event of his absence or inability to act.

Section 5. Day to Day Duties and Responsibilities of the Coordinator

1. The Coordinator shall be responsible to the Madison County Board of Commissioners in regard to all phases of emergency management activity. The Coordinator shall be responsible for the planning, coordination and operation of the Emergency Management activities in Madison County. The Coordinator shall maintain liaison with the State and Federal authorities and the authorities of nearby political subdivisions so as to ensure the most effective operation of the Emergency Management plans. The Coordinator's duties shall include, but not be limited to, the following:
 - a) Coordinating the recruitment of volunteer personnel and agencies to augment the personnel and facilities of the County of Madison for Emergency Management purposes.
 - b) Development and coordination of plans for the immediate use of all facilities, equipment, manpower and other resources of the county for the purpose of minimizing or preventing damage to persons and property; and protecting and restoring to usefulness governmental services and public utilities necessary for the public health, safety, and welfare.
 - c) Negotiating and concluding agreements with owners or persons in control of building or other property for the use of such building or other property for the Emergency Management purposes and designating suitable buildings as public shelters.
 - d) Through public informational programs, educating the populace as to actions necessary and required for the protection of their persons and property in case of enemy attack or disaster as defined herein, either impending or present.
 - e) Conducting public practice alerts to ensure the efficient operation of the Emergency Management forces and to familiarize residents with Emergency Management regulations, procedures and operations.

- f) Coordinating the activity of all public and private agencies engaged in Emergency Management activities.

Section 6. Emergency Management Plans

1. Comprehensive Emergency Management plans shall be adopted and maintained by resolution of the Madison County Board of Commissioners. In the preparations of these plans as it pertains to county organization, it is intended that the services, equipment and facilities and personnel of all existing departments and agencies shall be utilized to the fullest extent. When approved, it shall be the duty of all departments and agencies to perform the functions assigned by these plans and to maintain their portions of the plans in a current state of readiness at all times. These plans shall have the effect of law whenever a disaster, as defined in this Ordinance, has been proclaimed.
2. The Coordinator shall prescribe in the emergency plans those positions within the disaster organization, in addition to his own, for which lines of succession are necessary. In each instance, the responsible person will designate and keep on file with the Coordinator a current list of three (3) persons as successors to his position. The list will be in order of succession and will as nearly as possible designate persons best capable of carrying out all assigned duties and functions.
3. Each service chief and department head assigned responsibility in the plans shall be responsible for carrying out all duties and functions assigned therein. Duties will include the organization and training of assigned employees and, where needed, volunteers. Each chief shall formulate the Standing Operating Procedure to implement the plans for his service.
4. Amendments to these plans shall be submitted to the Coordinator. If approved, the Coordinator will then submit the amendments to the Madison County Board of Commissioners with his recommendation for their approval. Such amendments shall take effect 30 days from the date of approval.
5. When a required competency or skill for a disaster function is not available within government, the Coordinator is authorized to seek assistance from persons outside of government. The assignment of duties, when of a supervisory nature, shall also include the granting of authority for the persons so assigned to carry out such duties prior to, during, and after the occurrence of a disaster. Such services from persons outside of government may be accepted by local government on a volunteer basis. Such citizens shall be enrolled as Emergency Management volunteers.

Section 7. No Municipal or Private Liability

1. This Ordinance is an exercise by the County of Madison of its governmental functions for the protection of the public peace, health, and safety, and neither the County of Madison nor agents and representatives of same, or any individual, receiver, firm, partnership, corporation, association, or trustee, or any of the agents thereof in good faith carrying out, complying with or attempting to comply with any order, rule or regulation promulgated pursuant to the provisions of this Ordinance shall be liable for any damage sustained to persons or property as the result of said activity.
2. Any person owning or controlling real estate or other premises who voluntarily and without compensation grants the County of Madison the right to inspect, designate and use the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual, impending or practice disaster situation shall not be civilly liable for the death of, or injury to, any persons on or about such real estate or premises under such license, privilege or other permission or for loss of, or damage to, the property of such person.

Section 8. Violations

It shall be a misdemeanor for any person to violate any of the provisions of this Ordinance or plans issued pursuant to the authority contained herein, or to willfully obstruct, hinder or delay any member of the Emergency Management organization as herein defined in the enforcement of the provisions of this Ordinance or any plan issued thereunder.

Section 9. Severability

Should any provision of this Ordinance be declared invalid for any reason, such declaration shall not affect the validity of other provisions of this Ordinance, as a whole, it being the legislative intent that the provisions of this Ordinance shall be severable and remain valid notwithstanding such declaration.

Section 10. Conflicting Ordinances, Orders, Rules, and Regulations Suspended

At all times when the orders, rules and regulations made and promulgated pursuant to this Article shall be in effect, they shall supersede all existing ordinances, orders, rules and regulations insofar as the latter may be inconsistent therewith.

Section 11. Applicability Extension

The undersigned municipalities hereby ratify this Ordinance and adopt it as their own including all forms and conditions specified herein.

Section 12. Effective Date

This Ordinance shall take effect on the _____ day of _____, 20____

Mayor, City of Hot Springs Chairman _____

Mayor, City of Marshall Chairman _____

Mayor, City of Mars Hill Chairman _____

County Board of Commissioners _____

Attachment 2

MADISON COUNTY STATE OF EMERGENCY ORDINANCE

AN ORDINANCE AUTHORIZING THE PROCLAMATION OF A STATE OF EMERGENCY AND THE IMPOSITION OF PROHIBITIONS AND RESTRICTIONS DURING A STATE OF EMERGENCY

Under the authority of Article 36A of Chapter 14, Chapter 166A, and Chapter 153A of the North Carolina General Statutes, the County of Madison ordains:

Section 1. State of Emergency; Restrictions Authorized

(a) A State of Emergency shall be deemed to exist whenever during times of public crisis, disaster, rioting, catastrophe, or similar public emergency, for any reason public safety authorities are unable to maintain public order or afford adequate protection for lives, safety or property, or whenever the occurrence of any such condition is imminent.

(b) In the event of an existing or threatened State of Emergency endangering the lives, safety, health and welfare of the people within Madison County or any part thereof, or threatening damages to or destruction of property, the Chairperson of the Board of Commissioners of Madison County is hereby authorized and empowered under Section 14-288.13 and 166A-8 to issue a public proclamation declaring to all persons the existence of such a State of Emergency, and, in order to more effectively protect the lives and property of people within the county, to place in effect any or all of restrictions hereinafter authorized.

(c) The Chairperson is hereby authorized and empowered to limit by the proclamation the application of all or any part of such restrictions to any area specifically designated or described within the county and to specific hours of the day or night; and to exempt from all or any part of such restrictions, while acting in the line of and within the scope of their respective duties, law enforcement officers, firemen and other public employees, rescue squad members, doctors, nurses, employees of hospitals and other medical facilities, on-duty military personnel, whether state or federal, on-duty employees of public utilities, public transportation companies, and newspaper, magazine, radio broadcasting, and television broadcasting corporations operated for profit and such other classes of persons as may be essential to the preservation of public order and immediately necessary to serve the safety, health, and welfare needs of people within the county.

Section 2. Proclamation Imposing Prohibitions and Restrictions

(a) The Chairperson of the Board of Commissioners of Madison County by proclamation may impose the prohibitions and restrictions specified in sections 3 through 8 of this Ordinance in the manner described in those sections. The Chairperson may impose as many of those specified prohibitions and restrictions as he finds are necessary, because of an emergency, to maintain an acceptable level of public order and services, and to protect lives, safety, and property. The Chairperson shall recite his findings in the proclamation.

(b) The proclamation shall be in writing. The Chairperson shall take reasonable steps to give notice of the terms of the proclamation to those affected by it and shall post a copy of it in the County Courthouse. The Chairperson shall send reports of the substance of the proclamation to the mass communications media which serves the affected area. The Chairperson shall retain a text of the proclamation and furnish certified copies of it upon request.

Section 3. Evacuation

The Chairperson may direct and compel the evacuation of all or part of the population of the County of Madison, to prescribe routes, modes of transportation, and destination in connection with evacuation; and to control ingress and egress of a disaster area, the movement of persons within the area, and the occupancy of premises therein. Details of the evacuation may be set

forth or amended in a subsequent proclamation, which shall be well publicized.

Section 4. Curfew

(a) The proclamation may impose a curfew prohibiting in certain areas and during certain periods the appearance in public of anyone who is not a member of an exempted class. The proclamation shall specify the geographical area or areas and the period during each 24-hour day to which the curfew applies. The Chairperson may exempt from some or all of the curfew restrictions classes of people whose exemption the Chairperson finds necessary for the preservation of the public health, safety, and welfare. The proclamation shall state the exempted classes and the restrictions from which each is exempted.

(b) Unless otherwise specified in the proclamation, the curfew shall apply during the specified period each day until the Chairperson by proclamation removes the curfew.

Section 5. Restrictions on Possession, Consumption, or Transfer of Alcoholic Beverages

The proclamation may prohibit the possession or consumption of any alcoholic beverage including beer, wine, and spirituous liquor other than on one's own premises, and may prohibit the transfer, transportation, sale or purchases of any alcoholic beverage within the area of the county described in the proclamation. The prohibition, if imposed, may apply to transfers of alcoholic beverages by employees of Alcoholic Beverage Control stores as well as by anyone else within the geographical area described.

Section 6. Restriction on Possession, Transportation, and Transfer of Dangerous Weapons and Substances

(a) The proclamation may prohibit the transportation or possession off one's own premises, or the sale or purchase of any dangerous weapon or substance. The Chairperson may exempt from some or all of the restrictions classes of people whose possession, transfer, or transportation of certain dangerous weapons or substances is necessary to the preservation of the public's health, safety, or welfare. The proclamation shall state the exempted classes and the restrictions from which each is exempted.

(b) "Dangerous weapon or substance" means:

(1) Any deadly weapon, ammunition, explosive, incendiary device, radioactive material or device as defined in G.S. 14-288.8 (c) (5), gasoline, or other instrument or substance designed for a use that carries a threat of serious bodily injury or destruction of property.

(2) Any other instrument or substance that is capable of being used to inflict serious bodily injury or destruction of property, when the circumstances indicate that there is some probability that such instrument or substance will be so used.

(3) Any part or ingredient in any instrument or substance included above when the circumstances indicate a probability that such a part or ingredient will be so used.

(c) If imposed, the restrictions shall apply throughout the jurisdiction of the county or such part thereof as designated in the proclamation.

(d) A violation of this section shall be punishable as provided in G.S. 14-288.7.

Section 7. Restrictions on Access to Areas

(a) The proclamation may prohibit obtaining access or attempting to obtain access to any area designated in the manner described in this section in violation of any order, clearly posted notice, or barricade indicating that access is denied or restricted.

(b) Areas to which access is denied or restricted shall be designated by the Sheriff and his subordinates or other law enforcement officer when directed in the proclamation to do so by the Chairperson. When acting under this authority, the Sheriff and his subordinates may restrict or deny access to any area, street, highway or location within the county if that restriction or denial

of access or use is reasonably necessary to promote efforts being made to overcome the emergency or to prevent further aggravation of the emergency

Section 8. The Proclamation May Prohibit or Restrict:

- (a) Movements of people in public places;
- (b) The operation of offices, business establishments, and other places to or from which people may travel or at which they may congregate; and,
- (c) other activities or conditions the control of which may be reasonably necessary to maintain order and protect lives or property during the State of Emergency, within the area designated in the proclamation.

Section 9. Removal of Prohibitions and Restrictions

The Chairperson shall by proclamation terminate the entire declaration of emergency or remove any of the prohibitions and restrictions when the emergency no longer requires them, or when directed to do so by the Board of Commissioners.

Section 10. Superseding and Amendatory Proclamations

The Chairperson in his/her discretion may invoke the restrictions authorized by this Ordinance in separate proclamations, and may amend any proclamation by means of a superseding proclamation in accordance with the procedures set forth in Section 2.

Section 11. Termination of Proclamation

Any proclamation issued under this Ordinance shall expire five days after its last imposition unless sooner terminated in writing under the same procedures set forth in Section 2 for proclamations.

Section 12. In Case of Absence or Disability of Chairperson

In case of the absence or disability of the Chairperson, the Vice-Chairperson of the Board of Commissioners, or such other person as may be designated by the Board of Commissioners, shall have and exercise all of the powers herein given the Chairperson.

Section 13. Penalty for Violation

Except as provided in Section 6, any person violating any prohibition or restriction imposed by a proclamation authorized by this Ordinance shall be guilty of a misdemeanor, punishable upon conviction by a fine not exceeding fifty dollars (\$50.00) or imprisonment not exceeding 30 days, as provided by G.S. 14-4.

Section 14. Repeal of Conflicting Ordinances

All ordinances in conflict with the provisions of this Ordinance are hereby repealed.

Section 15. Territorial Applicability

This Ordinance shall apply within the corporate limits of any municipality, or within any area of the county over which the municipality has jurisdiction to enact general police-power ordinances, fully and to the same extent as elsewhere in the county.

Section 16. Validity

If any section, subsection, sentence, clause, or phrase of this Ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this Ordinance. The Board of Commissioners hereby declares that it would have passed this Ordinance and each section, subsection, clause, and phrase thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses, or phrases be declared invalid.

Section 17. Effective Date of Ordinance

This Ordinance shall take effect on the day of __ day of _____, _____

Chairman, Madison County Board of Commissioners _____

Attachment 3 – Part 1
PROCLAMATION OF A COUNTY STATE OF EMERGENCY

Section 1. Pursuant to County Ordinance _____ and Chapter 166-A of the General Statutes and Article 36A, Chapter 14 of the General Statutes, I have determined that a State of Emergency as defined in County Ordinance _____ exists in the County of Madison.

Section 2. I, therefore, proclaim the existence of a State of Emergency in the County of Madison.

Section 3. I hereby order all county law enforcement officers and employees and all other emergency management personnel subject to my control to cooperate in the enforcement and implementation of the provisions of the County emergency ordinances which are set forth below.

Section 4. Evacuation. I have determined that, in the best interest of public safety and protection, it is necessary to evacuate the civilian population from the County of Madison. Citizens are free to use any type of transportation, but they are to use _____ in leaving the county. Evacuation is to occur as soon as possible. Further proclamation concerning evacuation will be issued as needed.

Section 5. Curfew. Unless a member of the County's law enforcement agency or the emergency management program, every person who is located within a _____ radius of _____ is to be inside a house dwelling from the hours of _____ to _____.

Section 6. No Alcoholic Beverages. There shall be no sale, consumption, transportation, or possession of alcoholic beverages during the State of Emergency in the County of Madison, except possession or consumption is allowed on a person's own premises.

Section 7. No firearms, ammunition, weapons or explosives shall be allowed during the State of Emergency; there shall be no sale or purchase of any type of firearm or ammunition, or any possession of such items along with any type of explosive off owner's own premises.

Section 8. Execution of Emergency Plan. All civilians and emergency management personnel are ordered to comply with the emergency reaction plan.

Section 9. This proclamation shall become effective immediately. Proclaimed this the ___ day of _____ at (a.m.) (p.m.).

CHAIRMAN, MADISON COUNTY BOARD OF COMMISSIONERS

Attachment 3 – Part 2
PROCLAMATION FOR TERMINATION OF A COUNTY STATE OF EMERGENCY

Section 1. On _____, at _____ (am/pm), I determined and proclaimed a local State of Emergency for the County of Madison.

Section 2. On _____, at _____ (am/pm) I ordered the evacuation of all civilians from the area, imposed a curfew, prohibited alcoholic beverages, firearms, ammunition and explosives, and ordered the execution of the emergency reaction plan.

Section 3. I have determined that a State of Emergency no longer exists in the County of Madison.

Section 4. I thereby terminate the proclamation of a local State of Emergency and all of the restrictions and orders therein.

Section 5. This proclamation is effective immediately.

Proclaimed this the ____ day of _____, at _____ (am/pm).

CHAIRMAN, MADISON COUNTY BOARD OF COMMISSIONERS