Winston-Salem/Forsyth County

Emergency Operations Plan

Prepared By:
Winston-Salem / Forsyth County
Office of Emergency Management
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This Winston-Salem/Forsyth County Emergency Operations Plan (EOP) has been approved by the Forsyth County Board of Commissioners and the Winston-Salem City Council by Resolutions adopted on April 26, 2010 and on July 19, 2010, respectively. Additionally, this EOP has been approved by all municipal boards within Forsyth County, as identified in Appendix 5, by Resolutions adopted on or before October 28, 2010.

This Emergency Operations Plan shall be effective upon its full execution by all entities covered thereby and supersedes all previous editions of the plan.

Mayor, City of Winston-Salem

Chair, Forsyth County Board of Commissioners

Manager, City of Winston-Salem

Manager, Forsyth County (FC PIO)

Attorney, City of Winston-Salem

Attorney, Forsyth County

Assistant City Manager (Public Works Department), Winston-Salem

Emergency Management Director

Chief, Winston-Salem Fire Department

Chief, Winston-Salem Police Department

Chief, Kernersville Fire Department

Chief, Kernersville Police Department

Chief Financial Officer, Winston-Salem

Chief Financial Officer, Forsyth County

Chief Information Officer, Winston-Salem

Director, Forsyth County Management Information Systems

Director, Emergency Services, Forsyth County

Director, Forsyth County Public Health

Basic Plan

October 2010
APPROVAL AND IMPLEMENTATION
CONTINUED

Director, Forsyth County Social Services

Director, Kernersville Public Works

Director, Forsyth County Animal Control

Director, Forsyth County Cooperative Extension

Director, Forsyth County General Services

Director, Winston-Salem/Forsyth County Inspections

Director, Winston-Salem/Forsyth County Purchasing

Director, Marketing & Communications (W-S PIO)

Director, Public Safety Communications (W-S)

Manager, Forsyth County Communications

Executive Director, North West North Carolina Chapter, American Red Cross

Sheriff, Forsyth County

General Manager, Winston-Salem Transit Authority

Superintendent, Winston-Salem/Forsyth County School System

Basic Plan

October 2010
PROMULGATION STATEMENT

The Winston-Salem/Forsyth County Emergency Operations Plan was developed to prevent, prepare for, respond to, recover from natural or man-made disasters or hostile military or paramilitary action which threaten its jurisdiction, and ensure a coordinated and organized response to those hazards. The Winston-Salem/Forsyth County Office of Emergency Management has been charged with coordination of all emergency management activities and is legally authorized to serve as the coordinating agency for execution of this Plan within Forsyth County.

Included herein is the revised All Hazard Emergency Operations Plan for Winston-Salem and Forsyth County. This plan supersedes any previous Emergency Operations Plan promulgated for this purpose. It provides a framework in which Winston-Salem and Forsyth County and other local governmental entities within the County can plan and perform their respective functions during an emergency or disaster.

This plan coordinates with the National Response Framework and North Carolina Emergency Operations Plan. It is consistent with the National Incident Management System requirements, the provisions of North Carolina General Statute Chapter 166A, and the provisions of the respective Winston-Salem and Forsyth County Codes of Ordinances. It contains all the necessary elements to insure that the local governments comply with their legal responsibilities to minimize the adverse effect of any type disaster.

This plan will be reviewed and recertified annually by the Director of the Winston-Salem/Forsyth County Office of Emergency Management. All participants are requested to advise the Winston-Salem/Forsyth County Office of Emergency Management of any changes which might impact its usefulness.

Winston-Salem/Forsyth County Office of Emergency Management, Director

Date

MARCH 7, 2011

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<td>9-27-2010 / 3-7-2011</td>
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I. LEGAL AUTHORITY

A. Federal

1. Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121
2. Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116
5. National Response Framework
6. Federal Radiological Emergency Response Plan
7. National Oil and Hazardous Substances Pollution Contingency Plan

B. State

1. North Carolina General Statues, Chapter 166A
2. North Carolina General Statues 115C-242(6)
3. North Carolina General Statues Article 36A of Chapter 14
5. North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement

C. Local

1. City Code of Ordinance Chapter 18
2. City Code of Ordinance Chapter 38-2
3. Forsyth County Code of Ordinances Section 15-2
II. PURPOSE

This Basic Plan outlines Winston-Salem’s and Forsyth County’s approach to emergency management. It provides general guidance for emergency management activities and sets forth the responsibilities of local governments and other organizations that support emergency operations in prevention, mitigation, preparedness, response, and recovery from natural or man-made emergencies and disasters. The plan describes the roles of Winston-Salem’s and Forsyth County’s emergency response agencies and coordinates emergency response responsibilities within Forsyth County.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>ARC</td>
<td>American Red Cross</td>
</tr>
<tr>
<td>ARES</td>
<td>Amateur Radio Emergency Services</td>
</tr>
<tr>
<td>CFR</td>
<td>Code of Federal Regulations</td>
</tr>
<tr>
<td>EMAC</td>
<td>Emergency Management Assistance Compact</td>
</tr>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>EPI</td>
<td>Emergency Public Information</td>
</tr>
<tr>
<td>ESF</td>
<td>Emergency Support Function</td>
</tr>
<tr>
<td>FBI</td>
<td>Federal Bureau of Investigation</td>
</tr>
<tr>
<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
</tr>
<tr>
<td>GA</td>
<td>General Annex</td>
</tr>
<tr>
<td>Hazmat</td>
<td>Hazardous Material</td>
</tr>
<tr>
<td>IA</td>
<td>Incident Annex</td>
</tr>
<tr>
<td>IC</td>
<td>Incident Commander</td>
</tr>
<tr>
<td>ICP</td>
<td>Incident Command Post</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>MAA</td>
<td>Mutual Aid Agreement</td>
</tr>
</tbody>
</table>
B. Definitions

1. Emergency Operations Center (EOC)

   Specially equipped facility from which government officials exercise direction and control and coordinate necessary resources in an emergency situation.

2. Emergency Public Information (EPI)

   Information that is disseminated to the public via the news media before, during, and/or after an emergency or disaster.

3. Emergency Situation

   As used in this plan, this term is intended to describe a range of situations, from an incident to a major disaster. It includes the following:

   a. Incident

   An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

      1) Involves a limited area and/or limited population.
      
      2) Evacuation or in-place sheltering is typically limited to the immediate area of the incident.
      
      3) Warning and public instructions are provided in the immediate area, not community-wide.
      
      4) One or two local response agencies or departments acting under an IC normally handle incidents. Requests for resource support are normally handled through agency and/or departmental channels.
5) May require limited external assistance from other local response agencies or contractors.

b. Emergency

An emergency is a situation that is larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

1) Involves a large area, significant population, or important facilities.

2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

3) May require community-wide warning and public instructions.

4) Requires a sizable multi-agency response operating under an IC.

5) May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.

6) The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident.

c. Disaster

A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its organizational resources. Characteristics include:

1) Involves a large area, a sizable population, and/or important facilities.

2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

3) Requires community-wide warning and public instructions.

4) Requires a response by all local response agencies operating under one or more ICs.

5) Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.

6) The EOC will be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
2. Hazard Analysis

A document published separately from this plan that identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property, or the environment. (Ref. Winston-Salem/Forsyth County Hazard Mitigation Plan)

3. Hazardous Material (Hazmat)

A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and reactivity, has the capability for inflicting harm during an accidental occurrence. It can be toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when improperly managed. Hazmats include toxic substances, certain infectious agents, radiological materials, and other related materials such as oil, used oil, petroleum products, and industrial solid waste substances.

4. Mutual Aid Agreements

Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction or organization are insufficient or inappropriate for the tasks that must be performed to control the situation.

5. Standard Operating Guidelines (SOG)

Recommended methods for accomplishing a task or set of tasks. SOGs are typically prepared at the department or agency level.

6. Standard Operating Procedures (SOP)

Approved methods for accomplishing a task or set of tasks. SOPs are typically prepared at the department or agency level.

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IV. SITUATION AND ASSUMPTIONS

A. Situation

Winston-Salem/Forsyth County is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties, and damaging or destroying public or private property. A summary of the major hazards is provided in Figure 1. More detailed information is provided in the Hazard Analysis of the W-S/FC Hazard Mitigation Plan, published separately.
### Figure 1: HAZARD SUMMARY

<table>
<thead>
<tr>
<th>HAZARD TYPE:</th>
<th>LIKELIHOOD OF OCCURRENCE*</th>
<th>ESTIMATED IMPACT ON PUBLIC HEALTH &amp; SAFETY</th>
<th>ESTIMATED IMPACT ON PROPERTY</th>
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<tr>
<td></td>
<td>(SEE BELOW)</td>
<td>LIMITED MODERATE MAJOR</td>
<td>LIMITED MODERATE MAJOR</td>
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<tr>
<td><strong>NATURAL</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DROUGHT</td>
<td>Possible</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
</tr>
<tr>
<td>EARTHQUAKE</td>
<td>Unlikely</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>FLOODS</td>
<td>Highly Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
</tr>
<tr>
<td>HURRICANE/COASTAL STORMS</td>
<td>Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
</tr>
<tr>
<td>SEVERE THUNDER STORMS</td>
<td>Highly Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
</tr>
<tr>
<td>TORNADO</td>
<td>Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>WILDFIRE</td>
<td>Highly Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>WINTER STORM/ICE</td>
<td>Highly Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td><strong>TECHNOLOGICAL</strong></td>
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<td></td>
<td></td>
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<tr>
<td>DAM FAILURE</td>
<td>Possible</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>HAZMAT/OIL SPILL (FIXED SITE)</td>
<td>Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>HAZMAT/OIL SPILL (TRANSPORT)</td>
<td>Highly Likely</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>MAJOR STRUCTURAL FIRE</td>
<td>Possible</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>NUCLEAR FACILITY INCIDENT</td>
<td>Unlikely</td>
<td>N/A</td>
<td>N/A</td>
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<tr>
<td>WATER SYSTEM FAILURE</td>
<td>Unlikely</td>
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<tr>
<td><strong>SECURITY</strong></td>
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<tr>
<td>CIVIL DISORDER</td>
<td>Possible</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
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<tr>
<td>TERRORISM</td>
<td>Possible</td>
<td>➡️➡️</td>
<td>➡️➡️</td>
</tr>
</tbody>
</table>

*LIKELIHOOD OF OCCURRENCE: UNLIKELY, POSSIBLE, LIKELY, OR HIGHLY LIKELY

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**B. Assumptions**

1. Winston-Salem/Forsyth County will continue to be exposed to and subject to the impact of those hazards described above, as well as, lesser hazards and others that may develop in the future.

2. It is possible for a major disaster to occur at any time, and at any place. In many cases, dissemination of warning to the public and implementation of increased readiness.
measures may be possible. However, some emergency situations occur with little or no warning.

3. Outside assistance will be available in most emergency situations. Since it takes time to summon external assistance, it is essential for this jurisdiction to be prepared to carry out the initial emergency response on an independent basis.

4. Proper mitigation actions, such as floodplain management, and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, and conducting periodic emergency drills and exercises can improve this jurisdiction’s readiness to deal with emergency situations.

V. CONCEPT OF OPERATIONS

A. Objectives

The objectives of Winston-Salem/Forsyth County emergency management program are to protect public health and safety and preserve public and private property.

B. General

1. It is the responsibility of Winston-Salem/Forsyth County officials to protect public health and safety and preserve property from the effects of hazardous events. This involves having the primary role in identifying and mitigating hazards, preparing for and responding to, and managing the recovery from emergency situations that affect the community.

2. It is impossible for government to do everything that is required to protect the lives and property of the population. Citizens of Winston-Salem/Forsyth County have the responsibility to prepare themselves and their families to cope with emergency situations and manage their affairs and property in ways that will aid the government in managing emergencies. Local officials will assist citizens in carrying out these responsibilities by providing public information and instructions prior to and during emergency situations.

3. Local government is responsible for organizing, training, and equipping local emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and contracting for emergency services.

4. To achieve the necessary objectives, an emergency program has been organized that is both integrated (employs the resources of government, organized volunteer groups, and businesses) and comprehensive (addresses mitigation, preparedness, response, and recovery). This plan is one element of the preparedness activities.

5. This plan is based on an all-hazard approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation and is
not a collection of plans for specific types of incidents. For example, the warning annex addresses techniques that can be used to warn the public during any emergency situation, whatever the cause.

6. Departments and agencies tasked in this plan are expected to develop and keep current SOGs/SOPs that describe how emergency tasks will be performed. Departments and agencies are charged with insuring that the training and equipment necessary for an appropriate response are in place.

7. This plan is based upon the concept that the emergency functions that must be performed by many departments or agencies generally parallel some of their normal day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Because personnel and equipment resources are limited, some routine functions that do not contribute directly to the emergency may be suspended for the duration of an emergency. The personnel, equipment, and supplies that would normally be required for those functions will be redirected to accomplish emergency tasks.

C. Operational Guidance

1. Initial Response

   Emergency responders are likely to be the first on the scene of an emergency situation. They will normally take charge and remain in charge of the incident until it is resolved or others who have legal authority to do so assume responsibility. They will seek guidance and direction from local officials and seek technical assistance from state and federal agencies and industry where appropriate.

2. Implementation of the Incident Command System (ICS)

   a. Utilizing NIMS, the first local emergency responder to arrive at the scene of an emergency situation will implement the ICS and serve as the IC until relieved by a more senior or more qualified individual. The IC will establish an incident command post (ICP) and provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.

   b. For some types of emergency situations, a specific incident scene may not exist in the initial response phase and the EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. As the potential threat becomes clearer and a specific impact site or sites identified, an ICP may be established, and direction and control of the response transitioned to the IC.

3. Source and Use of Resources
a. Winston-Salem/Forsyth County will use its own resources to respond to emergency situations, purchasing supplies and equipment if necessary, and request assistance if the resources are insufficient or inappropriate. State law provides that the county should be the first channel through which a municipality requests assistance when its resources are exceeded. If additional resources are required, the following options exist:

1) Summon those resources available pursuant to mutual aid agreements.
2) Summon emergency service resources that have been contracted.
3) Request assistance from volunteer groups active in disasters.
4) Request assistance from industry or individuals who have resources needed to deal with the emergency situation.

b. When external agencies respond to an emergency situation within this jurisdiction, it is expected that the external agency will conform to the guidance and direction provided by the Winston-Salem/Forsyth County IC or EOC.

D. Incident Command System

1. Utilizing NIMS, Winston-Salem/Forsyth County intends to employ ICS in managing emergencies. ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand.

2. The IC is responsible for carrying out the ICS function of command—managing the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the IC and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different departments or agencies may be assigned to separate staff sections charged with those functions.

3. An IC using response resources from one or two departments or agencies can handle the majority of emergency situations. Departments or agencies participating in this type of incident response will normally obtain support through their own department or agency.

4. In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.
E. Incident Command System (ICS)—Emergency Operations Center (EOC) Interface

1. For major emergencies and disasters, the EOC will be activated. When the EOC is activated, it is essential to establish a division of responsibilities between the ICP and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.

2. The IC is generally responsible for field operations, including:
   a. Isolating the scene.
   b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
   c. Warning the population in the area of the incident and providing emergency instructions to them.
   d. Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.
   e. Implementing traffic control arrangements in and around the incident scene.
   f. Requesting additional resources from the EOC.
   g. Tracking on-scene resources and costs

3. The EOC is generally responsible for:
   a. Providing resource support for the incident command operations.
   b. Issuing community-wide warning.
   c. Issuing instructions and providing information to the general public.
   d. Organizing and implementing large-scale evacuation.
   e. Organizing and implementing shelter and mass care arrangements for evacuees.
   f. Coordinating traffic control for large-scale evacuations.
   g. Requesting assistance from the State and other external sources.
   h. Tracking resources and costs coordinated by the EOC.

4. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one incident command operation may be established. If this situation occurs,
it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

F. State, Federal, and Other Assistance

1. State and Federal Assistance

   a. If local resources are inadequate to deal with an emergency or disaster situation, assistance from the State will be requested. State assistance furnished to local governments is intended to supplement and not substitute local resources such as mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts.

   b. Requests for state assistance should be made to NCEM. In essence, state emergency assistance to local governments begins at the county level and the key person to validate a request for, obtain, and provide that state assistance and support is the NCEM Central Branch Manager. This official has the authority to utilize all state resources within the district to respond to a request for assistance, with the exception of the National Guard. Use of National Guard resources requires approval of the Governor.

   c. A request for state assistance must be made by the Winston-Salem/Forsyth County Office of Emergency Management and may be made by telephone, fax, or email.

   d. The NCEM Central Branch Office will forward requests for assistance that cannot be satisfied by state resources within the area to the State EOC for action.

2. Other Assistance

   a. If resources required to control an emergency situation are not available within the State, the Governor may request assistance from other states pursuant to the Emergency Management Assistance Compact (EMAC) or from the federal government through the Federal Emergency Management Agency (FEMA).

   b. For major emergencies and disasters for which a Presidential declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments. The National Response Plan (NRP) describes the policies, planning assumptions, concept of operations, and responsibilities of designated federal agencies for various response and recovery functions.

   c. FEMA has the primary responsibility for coordinating federal disaster assistance. No direct federal assistance is authorized prior to a Presidential emergency or disaster declaration, but FEMA has limited authority to stage initial response resources near the disaster site and activate command and control structures prior to a declaration and the Department of Defense has the authority to commit its resources to save lives prior to an emergency or disaster declaration.
G. Emergency Authorities

1. Key federal, state, and local legal authorities pertaining to emergency management are listed in Section I of this plan.

2. State statutes and City and County Ordinances Relating to Emergency Management provide local government, boards and the chief elected officials, with a number of powers to control emergency situations. If necessary, these powers will be invoked during emergency situations. These powers include:
   
a. State of Emergency

   In the event of riot or civil disorder, the Chairman of County Commissioners or the Board of County Commissioners, and Municipal Mayors may determine and proclaim a State of Emergency for this jurisdiction and impose prohibitions and restrictions to control the situation.

b. Disaster Declaration

   When an emergency situation has caused severe damage, injury, or loss of life or it appears likely to do so, the Chairman of County Commissioners or the Board of County Commissioners and Municipal Mayors may by executive order or proclamation declare a local state of emergency. The Chairman of County Commissioners and Municipal Mayors may subsequently issue orders or proclamations referencing that declaration to invoke certain emergency powers granted the Governor on an appropriate local scale in order to cope with the disaster. These powers include:

   1) Using all available resources of government to cope with the disaster.

   2) Restricting the movement of people and occupancy of premises.

   3) Prohibiting the sale or transportation of certain substances.

   4) Prohibiting and/or restricting 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.

   A local disaster declaration activates the recovery and rehabilitation aspects of this plan. A local disaster declaration is required to obtain state and federal disaster recovery assistance.

c. Authority for Evacuations

   State law does not authorize the Governor or local officials to issue mandatory evacuation orders. State and local officials may recommend evacuation of threatened or stricken areas.
H. Activities by Phases of Emergency Management

This plan addresses emergency actions that are conducted during all four phases of emergency management.

1. Mitigation

This jurisdiction will conduct mitigation activities as an integral part of the emergency management program. Mitigation is intended to eliminate hazards, reduce the probability of hazards causing an emergency situation, or lessen the consequences of unavoidable hazards. Mitigation is primarily a pre-disaster activity, although mitigation may also occur in the aftermath of an emergency situation with the intent of avoiding repetition of the situation.

2. Preparedness

Preparedness activities will be conducted to develop the response capabilities needed in the event of an emergency. Among the preparedness activities included in the emergency management program are:

a. Providing emergency equipment and facilities.

b. Emergency planning, including maintaining this plan, its annexes, and appropriate SOGs/SOPs.

c. Conducting or arranging appropriate training for emergency responders, emergency management personnel, other local officials, and volunteer groups who assist this jurisdiction during emergencies.

d. Conducting periodic drills and exercises to test emergency plans and training.

3. Response

This jurisdiction will respond to emergency situations effectively and efficiently. The focus of most of this plan and its annexes is on planning for the response to emergencies. Response operations are intended to resolve an emergency situation while minimizing casualties and property damage. Response activities include warning, emergency medical services, firefighting, law enforcement operations, evacuation, shelter and mass care, EPI, search and rescue, as well as other associated functions.

4. Recovery

If a disaster occurs, this jurisdiction will carry out a recovery program that involves both short-term and long-term efforts. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal state. The federal government, pursuant to the Stafford Act, provides the vast majority of disaster recovery assistance. The recovery process includes assistance to individuals, businesses, and to government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris
VI. ORGANIZATION AND COORDINATION OF RESPONSIBILITIES

A. Organization

1. General

Most departments and agencies of local government have emergency functions in addition to their normal day-to-day duties. During emergency situations, the normal organizational arrangements are modified to facilitate emergency operations. Winston-Salem and Forsyth County governmental organization for emergencies includes an executive group, response tier, and support tier. Appendix 2 depicts the emergency organization.

2. Executive Group

The Executive Group provides guidance and direction for emergency management programs and for emergency response and recovery operations. The Executive Group includes the Chairman of the County Commissioners, Municipal Mayor(s), County and City Manager(s), County and City Attorney(s), the Public Information Officer, and the Emergency Management Director.

3. Response Tier

The Response Tier includes the IC and those departments, agencies, and groups with primary emergency response actions. The IC is the person in charge at an incident site.

4. Support Tier

The Support Tier includes departments and agencies that support and sustain emergency responders and also coordinate emergency assistance provided by organized volunteer organizations, business and industry, and other sources.

5. Volunteer and Other Services

This group includes organized volunteer groups and businesses who have agreed to provide certain support for emergency operations.

B. Coordination of Responsibilities

1. General

For most emergency functions, successful operations require a coordinated effort from a number of departments, agencies, and groups. To facilitate a coordinated effort, elected and appointed officials, departments and agency heads, and other personnel work
together to plan and coordinate specific emergency functions. Generally, primary responsibility for an emergency function will be coordinated by an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be responsible for coordinating specific emergency functions.

2. The individual having primary responsibility for an emergency function is responsible for assisting the EMD in ensuring preparation and maintenance of the portion of the emergency plan that addresses that function. Plan and annex responsibilities are outlined in Appendix 4. Listed below are general responsibilities of the Executive Group, Emergency Services, Support Services, and other Support Agencies. Additional specific responsibilities can be found in the functional annexes to this Basic Plan.

3. Executive Group Responsibilities

a. It will be the responsibility of the Chairman of the County Commissioners and Municipal Mayors to:

   1) Establish objectives and priorities for the emergency management program and provide general policy guidance on the conduct of that program.

   2) Monitor the emergency response during disaster situations and provide direction where appropriate.

   3) With the assistance of the Public Information Officer, keep the public informed during emergency situations.

   4) With the assistance of the staff, initiate a local State of Emergency, request that the Governor declare a state of emergency, or invoke the emergency powers of government when necessary.

   5) With the assistance of the staff, terminate a local State of Emergency.

   6) Request assistance from other local governments or the State when necessary.

b. It will be the responsibility of the County and City Managers to:

   1) Implement the policies and decisions of the governing body relating to emergency management.

   2) Assign emergency management program tasks to departments and agencies.

   3) Ensure that departments and agencies participate in emergency planning, training, and exercise activities.

   4) Coordinate the operational response of local emergency services.

   5) Authorize activation of the EOC.
c. It will be the responsibility of the Emergency Management Director to:

1) Serve as the staff advisor to the Chairman of the County Commissioners and Municipal Mayors on emergency management matters.

2) Keep the Chairman of the County Commissioners and Municipal Mayors apprised of the preparedness status and emergency management needs.

3) Coordinate local planning and preparedness activities and the maintenance of this plan.

4) Arrange appropriate training for local emergency management personnel and emergency responders, to include NIMS.

5) Coordinate periodic emergency exercises to test emergency plans and training.

6) Recommend and coordinate activation of the EOC when required.

7) Manage the EOC, develop procedures for its operation, and conduct training for those who staff it.

8) Perform day-to-day liaison with the state emergency management staff and other local emergency management personnel.

9) Coordinate with organized volunteer groups and businesses regarding emergency operations.

4. Common Responsibilities

It will be the responsibility of all covered entities and their agencies and organizations to provide all emergency and support services to:

1) Provide personnel, equipment, and supplies to support emergency operations upon request.

2) Develop and maintain SOGs and SOPs for assigned emergency tasks.

3) Provide trained personnel to staff the ICP and EOC and conduct emergency operations.

4) Report information regarding emergency situations and damage to facilities and equipment to the IC or the EOC.

5. Emergency Services Responsibilities

a. It will be the responsibility of the IC to:
1) Manage emergency response resources and operations at the incident site command post to resolve the emergency situation.

2) Determine and implement required protective actions for response personnel and the public at an incident site.

b. Warning

1) The responsibility of disseminating timely and accurate warnings to the public and government officials in the event of an emergency situation will be coordinated by the Chairman of County Commissioners and Municipal Mayors consistent with the Warning Annex to this plan and supporting SOGs and SOPs as prepared by the assigned Public Information Officers.

2) Emergency warning tasks to be performed include:
   a) Receive information on emergency situations.
   b) Alert key local officials of emergency situations.
   c) Disseminate warning information and instructions to the public through available warning systems.
   d) Disseminate warning and instructions to special facilities such as schools and hospitals.
   e) Communicate/coordinate with the State Warning Point.

c. Communications

1) Primary communications responsibility will be coordinated by the Communication Centers’ Directors and Managers consistent with the Communications Annex to this plan and supporting SOGs and SOPs as prepared by the assigned Communications Directors.

2) Emergency communication tasks to be performed include:
   a) Identify the communications systems available with the local area and determine the connectivity of those systems.
   b) Develop plans and procedures for coordinated use of the various communications systems available in this jurisdiction during emergencies.
   c) Determine and implement means of augmenting communications during emergencies, including support by volunteer organizations.
   d) Prepare and maintain SOGs/SOPs in support of this annex.
3) The Emergency Management Director will prepare and maintain the Communications Annex to this plan.

d. Firefighting

1) Primary firefighting responsibility will be coordinated by the City Fire Chief and the County Emergency Services Director consistent with the Fire Services Annex to this plan and supporting SOGs and SOPs as prepared by the municipal fire chiefs and County Emergency Services Director.

2) Emergency firefighting tasks to be performed include:

   a) Fire prevention activities.
   b) Fire detection and control.
   c) Hazmat response.
   d) Terrorist incident response.
   e) Evacuation support.
   f) Post-incident reconnaissance and damage assessment.
   g) Fire safety inspection of temporary shelters.
   h) Prepare and maintain fire resource inventory.
   i) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Firefighting Annex to this plan.

e. Law Enforcement

1) Primary law enforcement responsibility will be coordinated by the Sheriff’s Office and the Municipal Police Departments consistent with the Law Enforcement Annex to this plan and supporting SOGs and SOPs as prepared by municipal police chiefs and Sheriff.

2) Emergency law enforcement tasks to be performed include:

   a) Maintenance of law and order.
   b) Traffic control.
   c) Terrorist incident response.
   d) Provision of security for vital facilities, evacuated areas, and shelters.
e) Access control for damaged or contaminated areas.

f) Warning support.

g) Prepare and maintain law enforcement resource inventory.

h) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Law Enforcement Annex to this plan.

f. Animal Response

1) Primary responsibility for animal response will be coordinated by the County Animal Control Director consistent with the Animal Response Annex to this plan and supporting SOGs and SOPs as prepared by the Animal Control Director.

2) Emergency animal response tasks to be performed include:

   a) Maintenance of a Forsyth County Animal Response Team.

   b) Identify emergency shelter sites for pets.

   c) Ensure proper decontamination of animals, if/when necessary.

   d) Prepare and maintain animal response resource inventory.

   e) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Animal Response Annex to this plan.

g. Public Health and Medical Services

1) Primary responsibility for public health and medical services will be coordinated by the Forsyth County Health Department and Forsyth County Emergency Services consistent with the Public Health and Medical Annex to this plan and supporting SOGs and SOPs as prepared by the Public Health Director and County Emergency Services.

2) Emergency public health and medical services tasks to be performed include:

   a) Coordinate health and medical care and EMS support during emergency situations.

   b) Provide public health information and education.

   c) Ensure inspection of food and water supplies.
d) Develop emergency public health regulations and orders.
e) Coordinate collection, identification, and interment of deceased victims.
f) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Public Health and Medical Services Annex to this plan.

h. Direction and Control

1) Primary responsibility for direction and control will be coordinated by the Chairman of County Commissioners and Municipal Mayors consistent with the Direction and Control Annex to this plan and supporting SOGs and SOPs as prepared by the Emergency Management Director.

2) Emergency direction and control tasks to be performed include:

a) Direct and control local operating forces.

b) Coordinate the evacuation of areas at risk.

3) Emergency direction and control task to be performed by the County and City Managers includes assigning representatives, by title, to report to the EOC and develop procedures for crisis training.

4) Emergency direction and control tasks to be performed by the EMD include:

a) Maintain coordination with neighboring jurisdictions

b) Maintain the EOC in an operating mode or be able to convert the designated facility space into an operable EOC rapidly (within 1.5 hrs).

c) Develop and identify the duties of the staff, use of displays and message forms, and procedures for EOC activation.

5) The Emergency Management Director will prepare and maintain the Direction and Control Annex to this plan and supporting SOP’s.

i. Search and Rescue

1) The primary search and rescue responsibility will be coordinated by the County Fire Administrator and Municipal Fire Chiefs consistent with the Search and Rescue Annex to this plan and supporting SOGs and SOPs as prepared by municipal fire chiefs and County Emergency Services Director.

2) Emergency search and rescue tasks to be performed include:

a) Coordinate and conduct search and rescue activities.
b) Identify requirements for specialized resources to support rescue operations.

c) Coordinate external technical assistance and equipment support for search and rescue operations.

d) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Search and Rescue Annex to this plan.

j. Hazardous Materials Response

1) The primary hazardous materials response responsibility will be coordinated by the County Fire Administrator and Municipal Fire Chiefs consistent with the Hazardous Materials Response Annex to this plan and supporting SOGs and SOPs as prepared by municipal fire chiefs and County Emergency Services Director.

2) Emergency hazardous materials response tasks to be performed include:

   a) In accordance with Occupational Safety and Health Administration (OSHA) regulations, establish ICS to manage the response to Hazmat incidents.

   b) Establish the hazmat incident functional areas (e.g., Hot Zone, Warm Zone, Cold Zone, etc.)

   c) Determine and implement requirements for personal protective equipment for emergency responders.

   d) Initiate appropriate actions to control and eliminate the hazard in accordance with established hazmat response guidance and SOPs.

   e) Determine areas at risk and which public protective actions, if any, should be implemented.

   f) Determine when affected areas may be safely reentered.

   g) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Hazardous Materials Response Annex (ESF-10) to this plan.

k. Evacuation

1) Primary evacuation responsibility will be coordinated by the Chairman of County Commissioners and Municipal Mayors consistent with the Evacuation Annex to this plan and supporting SOG’s and SOP’s as prepared by the Emergency Management Director.
2) Emergency evacuation tasks to be performed include:

   a) Identify areas where evacuation has already taken place or where it is necessary and determine population at risk.

   b) Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements.

   c) Develop simplified planning procedures for ad hoc evacuations.

   d) Perform evacuation planning for special needs facilities (schools, hospitals, nursing homes, and other institutions).

3) The Emergency Management Director will prepare and maintain the Evacuation Annex to this plan.

I. Cyber Incident

1) Primary cyber incident responsibility will be coordinated by the County and City MIS Directors consistent with the Cyber Incident Annex to this plan and supporting SOG’s and SOP’s as prepared by the Emergency Management Director.

2) Emergency cyber incident tasks to be performed include:

   a) Coordinate and carry out defensive anti-cyber terrorism activities, including technological intelligence, protection of hardware and software data, and public awareness activities.

   b) Identify and advise of significant cyber threats.

   c) Implement protection and security programs that reduce the impact of cyber incidents.

3) The Emergency Management Director will prepare and maintain the Cyber Incident Annex to this plan.

m. Terrorism Incident

1) Primary terrorism incident responsibility will be coordinated by the Sheriff’s Office and Municipal Police departments consistent with the Terrorism incident Annex to this plan and supporting SOG’s and SOP’s as prepared by municipal police chiefs and Sheriff.

2) Emergency terrorism incident tasks to be performed include:

   a) Coordinate and carry out defensive anti-terrorist activities, including criminal intelligence, investigation, protection of facilities, and public awareness activities.
b) Coordinate and carry out offensive counter-terrorist operations to neutralize terrorist activities.

c) Ensure required notification of terrorist incidents is made to state and federal authorities.

d) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Terrorist Incident Annex to this plan.

6. Support Services Responsibilities

a. Emergency Public Information—See Warning Annex

1) Primary emergency public information responsibility will be coordinated by the Winston-Salem Marketing & Communications Director and the Public Information Officer (PIO) identified by the Forsyth County Manager’s Office consistent with the Warning Annex to this plan and supporting SOG’s and SOP’s as prepared by assigned Public Information Officers.

2) Emergency public information tasks to be performed include:

a) Compile and release information and instructions for the public during emergency situations and respond to questions relating to emergency operations.

b) Provide information to the media and the public during emergency situations.

c) Arrange for media briefings.

d) Compile print and photo documentation of emergency situations.

e) Coordinate the activation and operations of the Joint Information Center (JIC)

f) Prepare and maintain SOGs/SOPs in support of this appendix.

3) The Emergency Management Director will prepare and maintain the Warning Annex to this plan.

b. Transportation

1) The primary transportation responsibility will be coordinated by the Winston-Salem Department of Transportation consistent with the Transportation Annex to this plan and supporting SOGs and SOPs as prepared by the Director of Winston-Salem Department of Transportation.
2) Emergency transportation tasks to be performed include:
   
   a) Identify local public and private transportation resources and coordinates their use in emergencies.
   
   b) Coordinate deployment of transportation equipment to support emergency operations.
   
   c) Establish and maintains a reserve pool of drivers, maintenance personnel, parts, and tools.
   
   d) Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.
   
   e) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Transportation Annex to this plan.

c. Public Works and Engineering

   1) Primary public works and engineering responsibility will be coordinated by the County General Services and City Public Works Departments consistent with the Public Works and Engineering Annex to this plan and supporting SOGs and SOPs as prepared by the County General Services Director and the municipal public works directors.

   2) Emergency public works and engineering tasks to be performed include:

   a) Protect government facilities and vital equipment where possible.
   
   b) Assess damage to streets, bridges, traffic control devices, and other public facilities.
   
   c) Direct temporary repair of vital facilities.
   
   d) Restore damaged roads and bridges.
   
   e) Restore waste treatment and disposal systems.
   
   f) Arrange for debris removal.
   
   g) Provide general damage assessment support.
   
   h) Provide building inspection support.
   
   i) Provide specialized equipment to support emergency operations.
   
   j) Support traffic control and search and rescue operations.
k) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Public Works and Engineering Annex to this plan.

d. Shelter and Mass Care

1) Primary shelter and mass care responsibility will be coordinated by the Forsyth County Department of Social Services consistent with the Shelter and Mass Care Annex to this plan and supporting SOGs and SOPs as prepared by Forsyth County Department of Social Services.

2) Emergency shelter and mass care tasks to be performed include:

   a) Perform emergency shelter and mass care planning.

   b) Coordinate and conduct shelter and mass care operations with other departments, relief agencies, and volunteer groups.

   c) Coordinate and conduct shelter and mass care operations for special needs populations.

   d) Prepare and maintain SOGs/SOPs in support of this annex.

   e) Identify emergency feeding sites.

   f) Identify sources of clothing for disaster victims.

   g) Secure emergency food supplies.

   h) Coordinate special care requirements for disaster victims such as the aged, special needs individuals, and others.

   i) Coordinate the provision of disaster mental health services to disaster victims, emergency workers, and/or others suffering trauma due to the emergency incident/disaster.

3) The Emergency Management Director will prepare and maintain the Shelter and Mass Care Annex to this plan.

e. Agriculture & Natural Resources

1) Primary agriculture and natural resources responsibility will be coordinated by the County Extension Director consistent with the Agriculture and Natural Resources Annex to this plan and supporting SOGs and SOPs as prepared by the Emergency Management Director.

2) Emergency agriculture and natural resources tasks to be performed include:
a) Identify sources for heavy and specialized equipment support for agricultural operations.

b) Coordinate damage assessment of agricultural commodities and facilities.

3) The Emergency Management Director will prepare and maintain the Agriculture and Natural Resources Annex to this plan.

f. Damage Assessment

1) Primary damage assessment responsibility will be coordinated by the City/County Inspections Department consistent with the Damage Assessment Annex to this plan and supporting SOGs and SOPs as prepared by City/County Inspections Director.

2) Emergency damage assessment tasks to be performed include:

   a) Establish and train a damage assessment team, in conjunction with the Emergency Management Director, using local personnel. Coordinate the efforts of that team with state and federal damage assessment personnel who may be dispatched to assist this jurisdiction.

   b) Assess and compile information on damage to public and private property and needs of disaster victims and formulate and carry out programs to fill those needs.

   c) Compile information for use by the elected officials in requesting state or federal disaster assistance.

   d) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Damage Assessment Annex to this plan.

g. Logistics Management

1) Primary logistics management responsibility will be coordinated by the Emergency Management Department consistent with the Logistics Management Annex to the plan and supporting SOGs and SOPs as prepared by the Emergency Management Director.

2) Emergency logistics management tasks to be performed include:

   a) Maintain an inventory of emergency resources.

   b) During emergency operations, locate supplies, equipment, and personnel to meet specific needs.
c) Maintain a list of suppliers for supplies and equipment needed immediately in the aftermath of an emergency.

d) Coordinate transportation, sorting, temporary storage, and distribution of resources during emergency situations.

e) Establish staging areas for resources, if required.

f) Prepare and maintain SOGs/SOPs in support of this annex.

3) The Emergency Management Director will prepare and maintain the Logistics Management Annex to this plan.

h. Private Sector Coordination

1) Primary private sector coordination responsibility will be coordinated by the Emergency Management Department consistent with the Private Sector Coordination Annex to the plan and supporting SOGs and SOPs as prepared by the Emergency Management Director.

2) Emergency private sector coordination tasks to be performed include:

   a) Coordinate incident response planning with the private sector through the Local Emergency Planning Committee (LEPC)

   b) Coordinate incident management functions with the private sector and local government.

   c) Identify risks and develop contingencies to enhance overall readiness of the private sector.

3) The Emergency Management Director will prepare and maintain the Private Sector Coordination Annex to this plan.

i. Volunteer and Donations Management

1) The primary volunteer and donations management responsibility will be coordinated by the Emergency Management Department consistent with the Volunteer and Donations Management Annex to this plan and supporting SOGs and SOPs as prepared by the Emergency Management Director.

2) Emergency volunteer and donations management tasks to be performed include:

   a) Compile resource requirements.

   b) Solicit donations to meet known needs.
c) Establish and implement procedures to receive, accept or turn down offers of donated goods and services, and provide instructions to donors of needed goods or services.

d) Establish a facility to receive, sort, and distribute donated goods.

3) The Emergency Management Director will prepare and maintain the Donations Management Annex to this plan and supporting SOPs.

j. Departments and agencies not responsible for coordinating a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the chief elected official.

2. Volunteer and Other Services

Volunteer Groups. The following are local volunteer agencies capable of providing disaster relief services and traditionally have coordinated their efforts with the local government:

1) NWNC Chapter, American Red Cross

Provides shelter management, feeding at fixed facilities and through mobile units, first aid, replacement of eyeglasses and medications, provision of basic clothing, and limited financial assistance to those affected by emergency situations. The Red Cross also provides feeding for emergency workers.

2) The Salvation Army (TSA)

Provides emergency assistance to include mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance, and the warehousing and distribution of donated goods including food, clothing, and household items. It also provides referrals to government and private agencies for special services.

3) Radio Amateur Civil Emergency Service (RACES)

RACES provides amateur radio support for emergency operations, including communications support in the EOC.

4) Community Organizations Active in Disasters (COAD)

The purpose of COAD is to bring together community organizations at all levels who are, or desire to be, active in disaster, including relevant businesses and government agencies, to foster more efficient and effective service to people affected by disaster through cooperation, coordination, communication and collaboration.
5) Volunteer Organizations Active in Disasters (VOAD)

The purpose of VOAD is to bring together community organizations at all levels who are, or desire to be, active in disaster, including relevant businesses and government agencies, to foster more efficient and effective service to people affected by disaster through cooperation, coordination, communication and collaboration.

VII. DIRECTION AND CONTROL

A. General

1. The Chairman of County Commissioners and Municipal Mayors of the affected jurisdictions are responsible for establishing objectives and policies for emergency management and providing general guidance for emergency and disaster response and recovery operations. During emergency and disasters, he/she may carry out those responsibilities from the EOC.

2. The County and Municipal Manager(s) of the affected jurisdictions will provide overall direction of the strategic response of all departments. During major emergencies and disasters, he/she will normally carry out those responsibilities from the EOC.

3. The Emergency Management Director will manage the EOC.

4. The IC, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response at the incident site(s).

5. During emergency and disaster operations, County and municipal department heads retain administrative and policy control over their respective employees and equipment. However, personnel and equipment will carry out mission assignments directed by the IC. Each department and agency is responsible for having its own operating procedures to be followed during emergency and disaster response operations, and interagency procedures, such as common communications protocol, may be adopted to facilitate coordinated effort.

6. If county-wide resources are insufficient or inappropriate to deal with an emergency or disaster situation, assistance from other jurisdictions, organized volunteer groups, or the State may be requested. The process for requesting State or federal assistance is covered in section V.F of this plan. Mutual aid resources are expected to conform to the general guidance and direction provided by the senior decision-makers of the affected jurisdiction.
B. Emergency Facilities

1. Incident Command Post

Except when an emergency or disaster situation threatens, but has not yet occurred, and those situations for which there is no specific hazard impact site (such as a severe winter storm or area-wide utility outage), an ICP or command posts will be established in the vicinity of the incident site(s). As noted previously, the IC will be responsible for directing the emergency response and managing the resources at the incident scene(s). The IC will maintain communication and coordination with the EOC, if activated.

2. Emergency Operations Center

When major emergencies and disasters have occurred or appear imminent, the City/County EOC, which is located at the Public Safety Center, 725 North Cherry St., Winston-Salem will be activated.

3. The following individuals are authorized to activate the EOC at the recommendation of the EMD:
   a. Chairman of the County Commissioners
   b. Municipal Mayors of the affected area
   c. County Manager or Municipal Managers

4. The general functions of the EOC are to:
   a. Assemble accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.
   b. Working with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
   c. Provide resource support for emergency operations.
   d. Suspend or curtail government services, recommend the closure of schools and businesses, and cancellation of public events.
   e. Organize and activate large-scale evacuation and mass care operations.
   f. Provide emergency information to the public.

5. Representatives of those departments and agencies responsible for coordinating emergency functions in this plan will staff the EOC. EOC operations are addressed in the Direction and Control Annex. The interface between the EOC and the ICP is described in paragraph V.E above.
6. The Alternate City/County EOC is located at Forsyth County Fire Department, 3000 Aviation Drive, Winston-Salem. This facility will be used if the primary EOC becomes unusable.

7. A mobile command and control vehicle may be used as an ICP.

C. Continuity of Government

1. The line of succession for the Chairman of the County Board of Commissioners is:
   a. Vice-Chair
   b. Member of the board in order of greatest length of service
   c. In the event of two members of equal tenure, the chairman will designate the order

2. The line of succession for the County Manager is:
   a. Deputy County Manager
   b. County Manager Designee
   c. County Manager Designee

3. The line of succession for the Mayor is:
   a. Mayor Pro-Tem
   b. In accordance with individual municipal procedures

4. The line of succession for the City Manager is in accordance with individual municipal procedures.

5. The line of succession for the Emergency Management Department is:
   a. On-Call Emergency Management Coordinator
   b. Plans & Operations Coordinator

6. The line of succession for each department and agency head shall be in accordance with the SOPs established by those departments and agencies.

VIII. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

Should local resources prove to be inadequate during an emergency or disaster, requests will be made for assistance from other local jurisdictions, other agencies, and industry in
accordance with existing mutual-aid agreements and contracts and those agreements and contracts created during the emergency or disaster. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by authorized officials and should be in writing whenever possible. Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.

B. Reports

1. Hazmat Spill Reporting

If this jurisdiction is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill shall make the required report. See the Hazardous Materials Response Annex, for more information.

2. Initial Emergency Report

This short report should be prepared and transmitted by the EMD when an on-going emergency incident appears likely to worsen and assistance from other local governments or the State may be needed.

3. Situation Report

A daily situation report should be prepared and distributed by the EOC during major emergencies or disasters. In addition, periodic situation reports will be submitted to NCEM via WebEOC in accordance with state requirements.

4. Other Reports

Several other reports covering specific functions are described in the annexes to this plan.

C. Records

1. Record Keeping for Emergency Operations

The affected jurisdiction is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with the established local fiscal policies and standard cost accounting procedures.

   a. Activity Logs

      The ICP and the EOC shall maintain accurate logs recording key response activities, including:

      1) Activation or deactivation of emergency facilities.
2) Emergency notifications to other local governments and to state and federal agencies.

3) Significant changes in the emergency situation.

4) Major commitments of resources or requests for additional resources from external sources.

5) Issuance of protective action recommendations to the public.

6) Evacuations.

7) Casualties.

8) Containment or termination of the incident.

b. Incident Costs

All department and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain an estimate of annual emergency or disaster response costs that can be used in preparing future department or agency budgets.

c. Emergency or Disaster Costs

For major emergencies or disasters, all departments and agencies participating in the emergency or disaster response shall maintain detailed records of costs for emergency operations to include:

1) Personnel costs, especially overtime costs

2) Equipment operations costs

3) Costs for leased or rented equipment

4) Costs for contract services to support emergency operations

5) Costs of specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.

2. Preservation of Records

a. In order to continue normal government operations following an emergency or disaster situation, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each
department or agency responsible for coordination of an emergency function or preparation of annexes to this plan will include protection of vital records in its SOPs.

b. If records are damaged during an emergency or disaster situation, the affected jurisdiction will seek professional assistance to preserve and restore them.

D. Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices often occur in the aftermath of a disaster. Such complaints will be referred to the County or City Attorneys Offices, who will refer such complaints to the Consumer Protection Division of the Office of the Attorney General.

E. Post-Incident and Exercise Review

The Emergency Management Director is responsible for organizing and conducting an after action conference following the conclusion of a significant emergency or disaster event/incident or exercise. The after action conference will entail both written and verbal input from all appropriate participants, and be summarized in an After Action Report. Where deficiencies are identified, an individual, department, or agency will be assigned responsibility for correcting the deficiency and a due date shall be established for that action.

IX. PLAN DEVELOPMENT AND MAINTENANCE

A. Plan Development

The Emergency Management Director is responsible for the overall development and completion of the Emergency Operations Plan, including annexes. The Chairman of the County Commissioners and Municipal Mayors are responsible for approving and adopting this plan.

B. Distribution of Planning Documents

1. The Emergency Management Director shall determine the distribution of this plan and its annexes.

2. The Basic Plan should include a distribution list (See Appendix 1 to this plan) that indicates who receives copies of the basic plan and the various annexes to it. In general, individuals who receive annexes to the basic plan should also receive a copy of this plan, because the Basic Plan describes the emergency management organization and basic operational concepts.
C. Review

The Basic Plan and its annexes shall be reviewed annually by local officials. The Emergency Management Director will establish a schedule for annual review of planning documents by those responsible for coordinating emergency functions.

D. Update

1. This plan will be updated based upon deficiencies identified during actual emergency situations and exercises and when changes in threat hazards, resources and capabilities, or government structure occur.

2. The Basic Plan and its annexes must be revised or updated by a formal change at least every five years. Responsibility for revising or updating the Basic Plan is assigned to the Emergency Management Director. Responsibility for revising or updating the annexes to this plan is outlined in Section VI.B, Coordination of Responsibilities, as well as in each annex.

3. The Emergency Management Director is responsible for distributing all revised or updated planning documents to all departments, agencies, and individuals tasked in those documents.

4. The Emergency Management Director is responsible for submitting copies of planning documents to county/State/other governmental agencies as directed by law.

X. REFERENCES


2. National Response Framework


4. Forsyth County Code

5. City of Winston-Salem Code of Ordinances

XI. APPENDICES

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<thead>
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<td>Appendix 1</td>
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<td>Organization for Emergency Management System</td>
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Distribution List

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APPENDIX 2
Organization for Emergency Management System

County Chairman/Mayor

County/City Manager

Emergency Management Director / EOC

Response Tier

Law Enforcement

Fire Services

Animal Response

Public Works & Engineering

Support Tier

Communications

Transportation

Public Health & Medical Services

Search & Rescue

HazMat Response

Agriculture & Natural Resources

Shelter & Mass Care

ARC (COAD)

Private Sector

Volunteer & Other Services

Incident Commander

-------- Coordination

Information Systems

Damage Assessment

Coordination
APPENDIX 2 - continued
Organization for Emergency Management

Incident Commander

- Public Information
  - Safety
  - Liaison

- Operations Section
  - Geographic Branches
  - Functional Branches
- Planning Section
  - Units
- Logistics Section
  - Units
- Finance & Administration Section
  - Units

- Functional Branches
  - Information & Intelligence
## APPENDIX 3
### Emergency Management Functional Responsibilities

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P – Indicates primary responsibility
S – Indicates support responsibility
GA – General Annex
ESF – Emergency Support Function
SA – Support Annex
IA – Incident Annex
### Annex Coordination Responsibilities

#### GENERAL ANNEX

<table>
<thead>
<tr>
<th>Annex</th>
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<tbody>
<tr>
<td>GA 1</td>
<td>Direction &amp; Control</td>
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<td>GA 2</td>
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#### EMERGENCY SUPPORT FUNCTION

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<td>2-Communications</td>
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<tr>
<td>3-Public Works &amp; Engineering</td>
<td>General Services/Public Works Directors</td>
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<td>4-Fire Services</td>
<td>Fire Chiefs/Fire Administrator</td>
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<td>5-Law Enforcement</td>
<td>Police Chiefs/County Sheriff</td>
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<td>6-Shelter &amp; Mass Care</td>
<td>Department of Social Services Director</td>
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<td>7-Animal Response</td>
<td>County Animal Control Director</td>
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<td>8-Public Health &amp; Medical</td>
<td>Health &amp; Medical Services</td>
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<td>9-Search &amp; Rescue</td>
<td>Fire Chiefs/Fire Administrator</td>
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<td>10-Hazardous Materials Response</td>
<td>Fire Chiefs/Fire Administrator</td>
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<td>11-Agriculture &amp; Natural Resources</td>
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#### SUPPORT ANNEX

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<tr>
<td>SA 1</td>
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<td>SA 2</td>
<td>Logistics Management</td>
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<td>SA 3</td>
<td>Private Sector Coordination</td>
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<td>SA 4</td>
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#### INCIDENT ANNEXES

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<td>IA 1</td>
<td>Cyber Incidents</td>
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<tr>
<td>IA 2</td>
<td>Terrorism Incidents</td>
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WHEREAS, natural phenomena such as floods, tornadoes, ice, droughts, earthquakes, and man-made disasters such as radioactive and other hazardous accidents/emergencies, aircraft accidents, or major electric power failures may constitute a threat to the general welfare; and

WHEREAS, the North Carolina Emergency Management Act of 1977 and the North Carolina Hazardous Materials Emergency Response Act (NCGS 166A-1 through 166A-29) confers upon local governing boards comprehensive powers to be exercised in providing for the protection of the lives and property of their citizens against both man-made and natural disasters; and

WHEREAS, the effective preparation for emergency situations requires extensive initial planning, continuing revision of plans, and coordination of emergency management responsibilities prior to the occurrence of an emergency and the training of personnel in order to ensure a smooth, effective application of governmental functions to emergency operations; and

WHEREAS, these emergency management responsibilities can be accomplished most effectively by those established activities of local government whose normal functions relate to emergency services, which would be needed, and supplemented when necessary by state government;

NOW, THEREFORE, be it resolved that the Winston-Salem/Forsyth County Emergency Operations Plan and its attached Appendices and Annexes, which are incorporated herein, are hereby approved and adopted.

BE IT FURTHER RESOLVED:

1. That the Director of the Winston-Salem/Forsyth County Office of Emergency Management shall have direct responsibility for the organization, administration, and operation of the City/County Emergency Management activities for the respective jurisdictions and in this capacity he/she shall act on their behalf as required in coordinating Emergency Management activities of the departments of City and County governments.

   Every officer and organization of City and County governments with Emergency Management responsibilities under the Emergency Operations Plan shall perform the said functions subject to the coordination and guidance of the Director of the Office of Emergency Management, or his/her designee, and in accordance with Emergency Management programs and policies of the City, County, Town, Village, State and Federal governments.

2. That Winston-Salem and Forsyth County departments shall provide operational support and personnel for local Emergency Management activities in emergency situations as coordinated by the Director of the Office of Emergency Management.
3. That the department heads of City and County governments shall review the Emergency Operations Plan, and develop policies, measures, and activities required to carry out their respective responsibilities under the said plan.

4. That the head of each department or office of City and County governments charged with Emergency Management responsibilities shall designate personnel from said department or office to perform liaison with all other components of City and County governments on matters pertaining to Emergency Management activities.

5. That the department heads of City and County governments assigned emergency management functions shall prepare procedures to procure from governmental and private sources all materials, manpower, equipment, supplies, and services which would be needed to carry out these assigned functions.

6. That the Director of the Office of Emergency Management is hereby authorized to update and periodically revise this plan to the end that it will be at all times current and consistent with the functions, duties, and capabilities of a given department or agency.

7. That during a local state of emergency or any disaster in Forsyth County as defined in G.S. Chapter 166A, the Emergency Management Director is authorized to take such actions under the Emergency Operations Plan as deemed necessary to protect life and property and preserve critical resources.

8. The following powers to impose necessary prohibitions and restrictions are hereby delegated to the Emergency Management Director pursuant to the authority provided in G.S. 166A-7, which authorizes political subdivisions to delegate powers to an appropriate official in a local state of emergency:

   a) Prohibiting or restricting the movement of vehicles in order to facilitate the work of emergency management forces, or to facilitate the mass movement of personnel from critical areas within the County.

   b) Prohibiting or restricting the movement of persons from areas deemed to be hazardous or vulnerable to disaster.

   c) Such other prohibitions and restrictions necessary to preserve public peace, health, and safety.

   Prohibitions and restrictions under the authority above will be given widespread circulation through all avenues of the news media.

9. That this resolution is an exercise by Forsyth County and its municipalities of their governmental functions, and the provisions of G.S. 166A-14 shall apply as set forth therein, which statute is incorporated herein by reference.

   The provisions of G.S. 166A-15 shall apply to persons, firms, or corporations as provided therein, which statute is incorporated herein by reference.

10. That should any provision of this resolution or the application thereof be declared invalid for any reason, such declaration shall not affect the validity of other provisions, or of this
resolution, as a whole, it being the legislative intent that the provisions of this resolution are severable as provided by G.S. 166A-16.

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

Signatures on Next Page
APPENDIX 6
The Winston-Salem/Forsyth County Resolution Approving and Adopting Emergency Management Mutual Aid Agreement

THIS AGREEMENT, made this 28th day of October, 2010, by and among FORSYTH COUNTY, North Carolina, hereinafter referred to as the County, the CITY OF WINSTON-SALEM, hereinafter referred to as the City, the TOWN OF KERNERSVILLE, hereinafter referred to as Kernersville, the TOWN OF RURAL HALL, hereinafter referred to as Rural Hall, the TOWN OF WALKERTOWN, hereinafter referred to as Walkertown, the VILLAGE OF CLEMMONS, hereinafter referred to as Clemmons, the TOWN OF LEWISVILLE, hereinafter referred to as Lewisville, the VILLAGE OF TOBACCOVILLE, hereinafter referred to as Tobacova, the CITY OF KING, hereinafter referred to as King, and the TOWN OF BETHANIA, hereinafter referred to as Bethania and the CITY OF HIGH POINT, hereafter referred to as High Point.

WITNESSETH:

WHEREAS, it is apparent that under certain circumstances during a natural or man-caused emergency and/or disaster there might exist a need for aid and assistance beyond the capabilities of the individual units of government entering into this agreement; and

WHEREAS, the chief executives of County, the City, Kernersville, Rural Hall, Walkertown, Clemmons, Lewisville, Tobacovaillle, King, Bethania and High Point are authorized by N.C.G.S. 166A-10, with the concurrence of their respective governing bodies, to develop mutual aid agreements for reciprocal emergency management aid and assistance consistent with the state emergency management program and plans; and

WHEREAS, should any of the named units of government require the aid of the other, it is agreed that the duly authorized officer of the requesting jurisdiction should be authorized to make such request directly to the duly authorized officer(s) of the jurisdiction(s) capable of providing such aid, and that the Director of the Winston-Salem/Forsyth County Emergency Management will notify the State Director of the North Carolina Division of Emergency Management of the request for aid, to the extent necessary.

NOW, THEREFORE, pursuant to the provisions of N.C.G.S. 166A-10 and other applicable laws, the County, the City, Kernersville, Rural Hall, Walkertown, Clemmons, Lewisville, Tobacovaillle, King, Bethania and High Point hereby respectively authorize their respective Managers and such other officers of each governmental unit responsible for the needed resources, to provide emergency management aid and assistance and to use and make available resources to assist one another in natural or man-made emergency and/or disaster situations (as defined in Chapter 166A of the North Carolina General Statutes) where the need arises. The Winston-Salem/Forsyth County Office of Emergency Management, a joint agency of the County and the City, shall serve as a coordinating agency under this agreement; but it shall not be necessary for an officer of the participating jurisdictions to contact the Office of Emergency Management before invoking the terms of this agreement.

The aid and assistance which is the subject of this agreement shall include all available resources of the rendering unit which can provide relief and help to the receiving unit, including, but not limited to the furnishing or exchange of supplies, equipment, facilities, personnel and services as may be needed, the reimbursement of costs and expenses for equipment, supplies,
personnel and similar items; and on such terms and conditions as deemed necessary. The jurisdiction extending such aid may withhold resources to the extent necessary to provide reasonable and adequate protection for its community. The emergency management, firefighting, law enforcement, utility, health, or other personnel assigned to respond to a particular emergency and/or disaster situation will continue to operate under the command and control of their regular superiors, but the organizational units rendering the requested aid will come under the operational control of the authorities or officers which have been designated to direct response efforts of the jurisdiction receiving such assistance, unless otherwise specified.

Nothing in this agreement shall be construed as a contract to provide services in a non-disaster situation, and provided further that nothing in this agreement shall be construed as a waiver of the privileges and immunities available to the participating units provided by applicable law. The County, City, Kernersville, Rural Hall, Walkertown, Clemmons, Lewisville, Tobaccoville, King, Bethania and High Point agree that the jurisdiction receiving such aid will provide for the physical needs of those volunteers and personnel of the rendering jurisdiction(s), and will pay to the jurisdiction(s) rendering assistance or aid those costs and expenses which said jurisdiction(s) incur under this agreement.

This agreement shall become effective upon approval by all of the participating governmental units, and shall continue in effect from year to year; provided any participant may withdraw from the agreement by giving at least 30 days prior written notice to the other governmental units. If that occurs, the agreement will continue for so long as there are at least two participants.

IN WITNESS WHEREOF, the parties have set their hands and seals as of the date set forth above.

Signatures on Next Page
APPENDIX 6
The Winston-Salem/Forsyth County Resolution Approving and Adopting
Emergency Management Mutual Aid Agreement
(Signature Page)

FORSyth COUNTY
BOARD OF COMMISIONERS

Attest:

Chairman

Clerk of the Board
(County Seal)

CITY OF WINSTON-SALEM
BOARD OF COUNCILMEN

Attest:

Mayor

City Secretary
(City Seal)

TOWN OF KERNERSVILLE

Attest:

Mayor

Kernersville Town Clerk
(Town Seal)

TOWN OF RURAL HALL

Attest:

Mayor

Rural Hall Town Clerk
(Town Seal)
Section 15-2. State of Emergency

(a) The chairman of the board of county commissioners and the board of county commissioners, or either, shall have the authority to determine and proclaim the existence of a state of emergency; and to impose necessary prohibitions and restrictions:

1. Of movements of people in public places;
2. Or the operation of offices, business establishments, and other places to or from which people may travel or at which they may congregate;
3. Upon the possession, transportation, sale, purchase, and consumption of intoxicating liquors;
4. Upon the possession, transportation, sale, purchase, storage, and use of dangerous weapons and substances, and gasoline; and
5. Upon 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.

A state of emergency shall exist whenever, during times of public crisis, disaster, rioting, catastrophe, or similar public emergency, public safety authorities are unable to maintain public order or afford adequate protection for lives or property, or wherever the occurrence of any such condition is imminent.

(b) A proclamation under this section shall take effect immediately upon issuance unless otherwise stated in the proclamation. The chairman or board of commissioners shall immediately report the substance of applicable prohibitions and restrictions to the mass communications media serving Forsyth County, and as soon as practicable shall distribute the full text of any proclamation under this section to the mass communications media serving Forsyth County for general distribution to the public.

(c) Prohibitions and restrictions imposed by a proclamation shall expire within five (5) days next following their proclamation prior to the expiration of said five (5) days. Prohibitions and restrictions may be extended as to time or area, amended, or rescinded by proclamation of the chairman or by the board of commissioners. The chairman of the board of commissioners shall proclaim the termination of any prohibitions and restrictions extended under the authority of this section upon a determination that they are no longer necessary.

(d) Any person who violates any provision of a proclamation issued under this section shall be guilty of a misdemeanor and shall be fined not more than five hundred dollars ($500.00), or imprisoned for not more than thirty (30) days.
Section 38-2. Curfew and other restrictions authorized during state of emergency.

(a) A state of emergency shall be deemed to exist whenever, during times of great public crisis, disaster, rioting, civil disturbance, or catastrophe, or for any other reason, municipal public safety authorities are unable to maintain public order or afford adequate protection for lives, safety, health, welfare or property.

(b) In the event of a state of emergency threatening or endangering the lives, safety, health and welfare of the people within the City of Winston-Salem or threatening damage to or destruction of property, the mayor is hereby authorized and empowered to issue a public proclamation declaring to all persons the existence of such a state of emergency, and in order more effectively to protect the lives, safety, and property of people within the city, to define and impose a curfew applicable to all persons within the jurisdiction of the city.

(c) The mayor is hereby authorized and empowered to limit the application of such a curfew to any area specifically designated and described within the jurisdiction of the city and to specific hours of the day or night; and to exempt from the curfew police officers, firefighters, doctors, nurses 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 the people within the city.

(d) The mayor shall proclaim the end of such state of emergency and curfew as soon as circumstances warrant or when directed to do so by the board of aldermen.

(e) The board of aldermen shall be called into session within twenty-four (24) hours after a state of emergency has been proclaimed by the mayor.

(f) During the existence of a proclaimed state of emergency, the mayor may prohibit by proclamation any or all of the following activities:

1. Possessing off one's own premises, buying, selling, giving away, or otherwise transferring or disposing of any explosives, firearms, ammunition or blasting caps, or any dangerous weapons of any kind;

2. Selling beer, wines or intoxicating beverages of any kind, or possessing or consuming beer, wines or intoxicating beverages off one's own premises;

3. Organizing or conducting any demonstration, parade, march, vigil, or participation therein from taking place on any of the public ways or upon any public property;
(4) Buying, selling, giving away, or otherwise transferring gasoline, kerosene or any other similar petroleum products or any other combustible or inflammatory substance, except as expressly authorized by the provisions of the proclamation;

(5) Being or traveling upon any street, alley, or roadway or upon any street, alley, or roadway or upon public property, unless such travel is necessary to obtain medical assistance; or

(6) Participating or carrying on any business activity, or keeping open places of business, or entertainment and any other place of public assembly.

(g) Upon imposition of a curfew by the mayor under subsection (c) of this section, the provisions contained in subsection (f) of this section shall apply automatically unless specifically exempted.

(h) Nothing in this section shall be construed to limit the mayor’s ability to impose any or all of the restrictions outlined in subsection (f) of this section on areas of the city not subject to curfew as outlined in subsection (c) of this section.

(i) The mayor is further authorized to proclaim any other restrictions or controls not specifically enumerated in this section as may be reasonably necessary to maintain order and protect lives or property.
RESOLUTION ADOPTING THE NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) AS THE STANDARD FOR ALL INCIDENT MANAGEMENT FOR AGENCIES PROVIDING EMERGENCY RESPONSE IN FORSYTH COUNTY AND APPOINTING WINSTON-SALEM/FORSYTH COUNTY OFFICE OF EMERGENCY MANAGEMENT AS COORDINATING AGENCY TO IMPLEMENT NIMS THROUGHOUT THE COUNTY

WHEREAS, the President in Homeland Security Directive (HSPD) – 5, directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System (NIMS), which would provide a consistent nationwide approach for Federal, State and local governments to work together more effectively and efficiently to prevent, prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity;

WHEREAS, the collective input and guidance from all Federal, State of North Carolina and local homeland security partners has been, and will continue to be, vital to the development, effective implementation and utilization of a comprehensive NIMS;

WHEREAS, it is necessary and desirable that all Federal, State of North Carolina and local emergency agencies and personnel coordinate their efforts to effectively and efficiently provide the highest levels of incident management;

WHEREAS, to facilitate the most efficient and effective incident management it is critical that Federal, State of North Carolina and local organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters;

WHEREAS, the NIMS standardized procedures for managing personnel, communications, facilities and resources will improve the State’s ability to utilize federal funding to enhance local and state agency readiness, maintain first responder safety, and streamline incident management processes.

WHEREAS, the Incident Command System components of NIMS are already an integral part of various incident management activities throughout the County of Forsyth and the State of North Carolina, including current emergency management training programs; and

WHEREAS, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of standardized Incident Command System;

NOW, THEREFORE, BE IT RESOLVED by the Forsyth County Board of Commissioners, that the National Incident Management System (NIMS) is hereby adopted as the standard for incident management for all agencies involved in emergency response within the County of Forsyth.

BE IT FURTHER RESOLVED that the Winston-Salem/Forsyth County Office of Emergency Management is hereby appointed to act as the coordinating agency to implement the NIMS system throughout the county.
NORTH CAROLINA STATEWIDE EMERGENCY MANAGEMENT MUTUAL AID AND ASSISTANCE AGREEMENT
Revision - February 2004

THIS AGREEMENT IS ENTERED INTO BETWEEN THE NORTH CAROLINA DEPARTMENT OF CRIME CONTROL AND PUBLIC SAFETY, AND ITS DIVISION OF EMERGENCY MANAGEMENT OF THE STATE OF NORTH CAROLINA AND BY EACH OF THE ENTITIES THAT EXECUTES AND ADOPTS THE UNDERSTANDINGS, COMMITMENTS, TERMS, AND CONDITIONS CONTAINED HEREBIN:

WHEREAS, the State of North Carolina is geographically vulnerable to a variety of natural disasters;

WHEREAS, Chapter 166A of the North Carolina General Statutes, entitled the North Carolina Emergency Management Act, recognizes this vulnerability and provides that its intended purposes are to:

(1) Reduce vulnerability of people and property of this State to damage, injury, and loss of life and property;

(2) Prepare for prompt and efficient rescue, care, and treatment of threatened or affected persons;

(3) Provide for the rapid and orderly rehabilitation of persons and restoration of property; and

(4) Provide for cooperation and coordination of activities relating to emergency and disaster mitigation, preparedness, response, and recovery;

WHEREAS, in addition to the State, the Federal Emergency Management Agency (FEMA) has recognized the importance of the concept of coordination between the State and local governments;

WHEREAS, under Chapter 166A and other chapters of the North Carolina General Statutes, entities entering into mutual aid and assistance agreements may include provisions for the furnishing and exchanging of supplies, equipment, facilities, personnel and services; and

WHEREAS, the entities which have chosen to become signatories to this Agreement wish to provide mutual aid and assistance amongst one another at the appropriate times; THEREFORE, pursuant to G.S. 166A-10(b), these entities agree to enter into this Agreement for reciprocal emergency management aid and assistance, with this Agreement embodying the understandings, commitments, terms, and conditions for said aid and assistance, as follows:

Section I. DEFINITIONS

"Agreement" means this document, the North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement.

"Aid and assistance" includes personnel, equipment, facilities, services, supplies, and other resources.

"Authorized Representative" means a party's employee who has been authorized, in writing by that party, to request, to offer, or to otherwise provide assistance under the terms of this Agreement. The list of Authorized Representatives for each party executing this Agreement shall be attached to the executed copy of this Agreement. (In the event of a change in personnel, unless otherwise notified the presumption will be that the successor to that position will be the authorized representative.)

"Disaster" means an occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, resulting from any natural or man-made accidental, military, or paramilitary cause.

"Local Agency" means a county agency charged with coordination of all emergency management activities for its geographical limits pursuant to G.S. 166A-7.

"Party" means a governmental entity which has adopted and executed this Agreement.

"Provider" means the party which has received a request to furnish aid and assistance from another party in need (the "Recipient").

"Recipient" means the party setting forth a request for aid and assistance to another party (the "Provider").
Section II. INITIAL RECOGNITION OF PRINCIPLE BY ALL PARTIES; AGREEMENT PROVIDES NO RIGHT OF ACTION FOR THIRD PARTIES

As this is a reciprocal contract, it is recognized that any party to this Agreement may be requested by another party to be a Provider. It is mutually understood that each party’s foremost responsibility is to its own citizens. The provisions of this Agreement shall not be construed to impose an unconditional obligation on any party to this Agreement to provide aid and assistance pursuant to a request from another party. Accordingly, when aid and assistance have been requested, a party may in good faith withhold the resources necessary to provide reasonable and adequate protection for its own community, by deeming itself unavailable to respond and so informing the party setting forth the request.

Given the finite resources of any jurisdiction and the potential for each party to be unavailable for aid and assistance at a given point in time, the parties mutually encourage each other to enlist other entities in mutual aid and assistance efforts and to enter into such agreements accordingly. Concomitantly, the parties fully recognize that there is a highly meritorious reason for entering into this Agreement, and accordingly shall attempt to render assistance in accordance with the terms of this Agreement to the fullest extent possible.

Pursuant to G.S. 166A-14 and as elaborated upon in Section X of this Agreement, all functions and activities performed under this Agreement are hereby declared to be governmental functions. Functions and activities performed under this Agreement are carried out for the benefit of the general public and not for the benefit of any specific individual or individuals. Accordingly, this Agreement shall not be construed as or deemed to be an agreement for the benefit of any third parties or persons and no third parties or persons shall have any right of action under this Agreement for any cause whatsoever. All immunities provided by law shall be fully applicable as elaborated upon in Section X of this Agreement.

Section III. PROCEDURES FOR REQUESTING ASSISTANCE

Mutual aid and assistance shall not be requested unless the resources available within the stricken area are deemed inadequate by Recipient. When Recipient becomes affected by a disaster and deems its resources inadequate, it may request mutual aid and assistance by communicating the request to Provider, indicating the request is made pursuant to this mutual aid agreement. The request shall be followed as soon as practicable by a written confirmation of that request, including the transmission of a proclamation of local state of emergency under G.S. 166A-8 and Article 36 A of Chapter 14 of the NC General Statutes, and a completed form describing its projected needs in light of the disaster. All requests for mutual aid and assistance shall be transmitted by the party’s Authorized Representative or to the Coordinator of the Local Agency as set forth below.

A. METHOD OF REQUEST FOR MUTUAL AID AND ASSISTANCE: Recipient shall set forth requests by means of one of the two options described as follows:

(i) REQUESTS ROUTED THROUGH THE RECIPIENT’S LOCAL AGENCY: Recipient may directly contact the Local Agency, in which case it shall provide the Local Agency with the information in paragraph B of this Section (Section III). The Local Agency shall then contact other parties on behalf of Recipient to coordinate the provision of mutual aid and assistance. Recipient shall be responsible for the costs and expenses incurred by any Provider in providing aid and assistance pursuant to Section VII of this Agreement.

(ii) REQUESTS MADE DIRECTLY TO PROVIDER: Recipient may directly contact Provider’s authorized representative, setting forth the information in paragraph B of this Section (Section III). All communications shall be conducted directly between Recipient and Provider. Recipient shall be responsible for the costs and expenses incurred by any Provider in providing aid and assistance pursuant to the provisions of this Agreement as noted in Section VII of this Agreement. Provider and recipient shall be responsible for keeping Local Agencies advised of the status of response activities, in a timely manner.

(iii) RECORD OF REQUESTS TO BE PROVIDED: A record of the request for assistance shall be provided by the Recipient to the Director of the Division of Emergency Management in the NC Department of Crime Control and Public Safety, in a timely manner.

B. REQUIRED INFORMATION: Each request for assistance shall be accompanied by the following information, in writing or by any other available means, to the extent known:

1. Stricken Area and Status: A general description summarizing the condition of the community (i.e., whether the disaster is imminent, in progress, or has already occurred) and of the damage sustained to date;

2. Services: Identification of the service function(s) for which assistance is needed and the particular type of assistance needed;
3. **Infrastructure Systems:** Identification of the type(s) of public infrastructure system for which assistance is needed (water and sewer, storm water systems, streets) and the type of work assistance needed;

4. **Aid and Assistance:** The amount and type of personnel, equipment, materials, and supplies needed and a reasonable estimate of the length of time they will be needed;

*Provider’s Travelling Employee Needs*—Unless otherwise specified by Recipient, it is mutually understood that Recipient will provide for the basic needs of Provider’s traveling employees. Recipient shall pay for all reasonable out-of-pocket costs and expenses of Provider’s personnel, including without limitation transportation expenses for travel to and from the stricken area. Further, Recipient shall house and feed Provider’s personnel at its (Recipient’s) sole cost and expense. If Recipient cannot provide such food and/or housing at the disaster area, Recipient shall specify in its request for assistance that self-contained personnel are needed.

5. **Facilities:** The need for sites, structures, or buildings outside Recipient’s geographical limits to serve as relief centers or staging areas for incoming emergency goods and services; and

6. **Meeting Time and Place:** An estimated time and a specific place for a representative of Recipient to meet the personnel and resources of any Provider.

C. **STATE AND FEDERAL ASSISTANCE:** Recipient shall be responsible for coordinating requests for state or federal assistance with its (Recipient’s) Local Agency.

Section IV. **PROVIDER’S ASSESSMENT OF AVAILABILITY OF RESOURCES AND ABILITY TO RENDER ASSISTANCE**

When contacted by the Recipient/Local Agency, Provider’s authorized representative shall assess Provider’s own local situation in order to determine available personnel, equipment, and other resources. If Provider’s authorized representative determines that Provider has available resources, Provider’s authorized representative shall so notify the Recipient/Local Agency (whichever communicated the request). Provider shall complete a written acknowledgment, whether on the request form received from Recipient or on another form, regarding the assistance to be rendered (or a rejection of the request) and shall transmit it by the most efficient practical means to the Recipient/Local Agency for a final response. Provider’s acknowledgment shall contain the following information:

1. In response to the items contained in the request, a description of the personnel, equipment, and other resources available;

2. The projected length of time such personnel, equipment, and other resources will be available to serve Recipient, particularly if the period is projected to be shorter than one week (as provided in the "Length of Time for Aid and Assistance" section [Section VI] of this Agreement.)

3. The estimated time when the assistance provided will arrive at the location designated by the Authorized Representative of the Requesting Party; and

4. The name of the person(s) to be designated as Provider’s supervisory personnel (pursuant to the "Supervision and Control" section [Section V] of this Agreement.)

Where a request has been submitted to the Local Agency, the Local Agency shall notify Recipient’s authorized representative and forward the information from Provider. The Recipient/Local Agency shall respond to Provider’s written acknowledgment by executing and returning a copy of the form to Provider by the most efficient practical means, maintaining a copy for its file.

Section V. **SUPERVISION AND CONTROL**

Provider shall designate supervisory personnel amongst its employees sent to render aid and assistance to Recipient. As soon as practicable, Recipient shall assign work tasks to Provider’s supervisory personnel, and unless specifically instructed otherwise, Recipient shall have the responsibility for coordinating communications between Provider’s supervisory personnel and Recipient. Recipient shall provide necessary credentials to Provider’s personnel authorizing them to operate on behalf of Recipient.
Based upon such assignments set forth by Recipient, Provider's supervisory personnel shall:

(1) have the authority to assign work and establish work schedules for Provider's personnel. Further, direct supervision and control of Provider's personnel, equipment, and other resources shall remain with Provider's supervisory personnel. Provider should be prepared to furnish communications equipment sufficient to maintain communications among its respective operating units, and if this is not possible, Provider shall notify Recipient accordingly;

(2) maintain daily personnel time records, material records, and a log of equipment hours;

(3) shall report work progress to Recipient at mutually agreed upon intervals.

Section VI. LENGTH OF TIME FOR AID AND ASSISTANCE; RENEWABILITY; RECALL

Unless otherwise provided, the duration of Provider's assistance shall be for an initial period of seven days, starting from the time of arrival. Thereafter, assistance may be extended in daily or weekly increments as the situation warrants, for a period agreed upon by the authorized representatives of Provider and Recipient.

As noted in Section II of this Agreement, Provider's personnel, equipment, and other resources shall remain subject to recall by Provider to provide for its own citizens if circumstances so warrant. Provider shall make a good faith effort to provide at least twenty-four (24) hours advance notification to Recipient of its (Provider's) intent to terminate mission, unless such notice is not practicable, in which case as much notice as is reasonable under the circumstances shall be provided.

Section VII. REIMBURSEMENTS

Except as otherwise provided below, it is understood that Recipient shall pay to Provider all documented costs and expenses incurred by Provider as a result of extending aid and assistance to Recipient. The terms and conditions governing reimbursement for any assistance provided under this Agreement shall be in accordance with the following provisions, unless otherwise agreed in writing by Recipient and Provider. Recipient shall be ultimately responsible for reimbursement of all eligible expenses. Provider shall submit reimbursement documentation to Recipient on the forms shown in Appendix B.

A. Personnel-- During the period of assistance, Provider shall continue to pay its employees according to its then prevailing ordinances, rules, and regulations. Recipient shall reimburse Provider for all direct and indirect payroll costs and expenses including travel expenses incurred during the period of assistance, including, but not limited to, employee retirement benefits as provided by Generally Accepted Accounting Principles (GAAP). However, as stated in Section IX of this Agreement, Recipient shall not be responsible for reimbursing any amounts paid or due as benefits to Provider's personnel under the terms of the North Carolina Workers' Compensation Act (Chapter 97 of the North Carolina General Statutes).

B. Equipment-- Provider shall be reimbursed by Recipient for the use of its equipment during the period of assistance according to either a pre-established local or state hourly rate or according to the actual replacement, operation, and maintenance expenses incurred. For those instances in which costs are reimbursed by the Federal Emergency Management Agency (FEMA), the FEMA-eligible direct costs shall be determined in accordance with 44 C.F.R. 206.226. Provider shall pay for all repairs to its equipment as determined necessary by its on-site supervisor(s) to maintain such equipment in safe and operational condition. At the request of Provider, fuels, miscellaneous supplies, and minor repairs may be provided by Recipient, if practical. The total equipment charges to Recipient shall be reduced by the total value of the fuels, supplies, and repairs furnished by Recipient and by the amount of any insurance proceeds received by Provider.

C. Materials And Supplies-- Provider shall be reimbursed for all materials and supplies furnished by it and used or damaged during the period of assistance, except for the costs of equipment, fuel and maintenance materials, labor, and supplies, which shall be included in the equipment rate established in subsection B of this section (Section VII), unless such damage is caused by gross negligence, willful and wanton misconduct, intentional misuse, or recklessness of Provider's personnel. Provider's personnel shall use reasonable care under the circumstances in the operation and control of all materials and supplies used by them during the period of assistance. The measure of reimbursement shall be determined in accordance with 44 C.F.R. 206.228. In the alternative, the parties may agree that Recipient will replace, with like kind and quality as determined by Provider, the materials and supplies used or damaged. If such an agreement is made, it shall be reduced to writing and transmitted to the North Carolina Division of Emergency Management.

D. Record Keeping-- Recipient and NC Division of Emergency Management personnel shall provide information, directions, and assistance for record keeping to Provider's personnel. Provider shall maintain records and submit invoices for reimbursement by Recipient or the NC Division of Emergency Management using the format used or required by FEMA publications, including 44 C.F.R. part 13 and applicable Office of Management and Budget (OMB) Circulars.

E. Payment; Other Miscellaneous Matters as to Reimbursements-- The reimbursable costs and expenses with an itemized notice shall be forwarded as soon as practicable after the costs and expenses are incurred, but not later than sixty (60) days.
following the period of assistance, unless the deadline for identifying damage is extended in accordance with 44 C.F.R. part 206. Recipient shall pay the bill or advise of any disputed items, not later than sixty (60) days following the billing date. These time frames may be modified in writing by mutual agreement. This shall not preclude Provider or Recipient from assuming or donating, in whole or in part, the costs and expenses associated with any loss, damage, or use of personnel, equipment, and resources provided to Recipient.

Section VIII. RIGHTS AND PRIVILEGES OF PROVIDER’S EMPLOYEES

Pursuant to G.S. 166A-14, whenever Provider’s employees are rendering aid and assistance pursuant to this Agreement, such employees shall retain the same powers, duties, immunities, and privileges they would ordinarily possess if performing their duties within the geographical limits of Provider.

Section IX. PROVIDER’S EMPLOYEES COVERED AT ALL TIMES BY PROVIDER’S WORKERS’ COMPENSATION POLICY

Recipient shall not be responsible for reimbursing any amounts paid or due as benefits to Provider’s employees under the terms of the North Carolina Workers’ Compensation Act, Chapter 97 of the General Statutes, due to personal injury or death occurring during the period of time such employees are engaged in the rendering of aid and assistance under this Agreement. It is mutually understood that Recipient and Provider shall be responsible for payment of such workers’ compensation benefits only to their own respective employees. Further, it is mutually understood that Provider will be entirely responsible for the payment of workers’ compensation benefits to its own respective employees pursuant to G.S. 97-51.

Section X. IMMUNITY

Pursuant to G.S. 166A-14, all activities performed under this Agreement are hereby declared to be governmental functions. Neither the parties to this Agreement, nor, except in cases of willful misconduct, gross negligence, or bad faith, their personnel complying with or reasonably attempting to comply with this Agreement or any ordinance, order, rule, or regulation enacted or promulgated pursuant to the provisions of this Agreement shall be liable for the death of or injury to persons, or for damage to property as a result of any such activity.

Section XI. PARTIES MUTUALLY AGREE TO HOLD EACH OTHER HARMLESS FROM LIABILITY

Each party (as indemnitor) agrees to protect, defend, indemnify, and hold the other party (as indemnitee), and its officers, employees and agents, free and harmless from and against any and all losses, penalties, damages, assessments, costs, charges, professional fees, and other expenses or liabilities of every kind and arising out of or relating to any and all claims, liens, demands, obligations, actions, proceedings, or causes of action of every kind in connection with or arising out of indemnitee’s negligent acts, errors and/or omissions. Indemnitor further agrees to investigate, handle, respond to, provide defense for, and defend any such claims, etc. at indemnitee’s sole expense and agrees to bear all other costs and expenses related thereto. To the extent that immunity does not apply, each party shall bear the risk of its own actions, as it does with its day-to-day operations, and determine for itself what kinds of insurance, and in what amounts, it should carry. Each party understands and agrees that any insurance protection obtained shall in no way limit the responsibility to indemnify, keep, and save harmless the other parties to this Agreement.

Notwithstanding the foregoing, to the extent that each party does not purchase insurance, it shall not be deemed to have waived its governmental immunity by law.

SECTION XII. ROLE OF THE DIVISION OF EMERGENCY MANAGEMENT

Under this Agreement, the responsibilities of the NC Division of Emergency Management are: (1) to serve as the central depository for executed agreements, to maintain a current listing of entities with their authorized representatives and contact information, and to provide this listing to each of the entities on an annual basis; (2) to coordinate the provision of mutual aid and assistance to a requesting party, pursuant to the provisions of this Agreement; (3) to keep a record of all requests for assistance and acknowledgments; (4) to report on the status of ongoing emergency or disaster-related mutual aid and assistance as appropriate; and (5) if the parties so designate, to serve as the eligible entity for requesting reimbursement of eligible costs from FEMA and provide information, directions, and assistance for record keeping pursuant thereto.

Section XIII. AMENDMENTS

Manner—This Agreement may be modified at any time upon the mutual written consent of the Recipient and Provider.

Addition of Other Entities—Additional entities may become parties to this Agreement upon: (1) acceptance and execution of this Agreement; and (2) sending said executed copy of the Agreement to the NC Division of Emergency Management.
Section XIV. INITIAL DURATION OF AGREEMENT; RENEWAL; TERMINATION

This Agreement shall be binding for not less than one (1) year from its effective date, unless terminated upon at least sixty (60) days advance written notice by a party as set forth below. Thereafter, this Agreement shall continue to be binding upon the parties in subsequent years, unless canceled by written notification served personally or by registered mail upon the Director of NC Division of Emergency Management, which shall provide copies to all other parties. The withdrawal shall not be effective until sixty (60) days after notice thereof has been sent by the Director of the NC Division of Emergency Management to all other parties. A party’s withdrawal from this Agreement shall not affect a party’s reimbursement obligations or any other liability or obligation under the terms of this Agreement incurred hereunder. Once the withdrawal is effective, the withdrawing entity shall no longer be a party to this Agreement, but this Agreement shall continue to exist among the remaining parties.

Section XV. HEADINGS

The headings of various sections and subsections of this Agreement have been inserted for convenient reference only and shall not be construed as modifying, amending, or affecting in any way the express terms and provisions of this Agreement.

Section XVI. SEVERABILITY: EFFECT ON OTHER AGREEMENTS

Should any clause, sentence, provision, paragraph, or other part of this Agreement be adjudged by any court of competent jurisdiction to be invalid, such judgment shall not affect, impair, or invalidate the remainder of this Agreement. Each of the parties declares that it would have entered into this Agreement irrespective of the fact that any one or more of this Agreement’s clauses, sentences, provisions, paragraphs, or other parts have been so declared invalid. Accordingly, it is the intention of the parties that the remaining portions of this Agreement shall remain in full force and effect without regard to the clause(s), sentence(s), provision(s), paragraph(s), or other part(s) invalidated.

In the event that parties to this Agreement have entered into other mutual aid and assistance contracts, for example pursuant to Chapter 160A of the North Carolina General Statutes, those parties agree that to the extent a request for mutual assistance is made pursuant to this agreement, those other mutual aid and assistance contracts are superseded by this Agreement.

Section XVII. EFFECTIVE DATE

This Agreement shall take effect upon its approval by the entity seeking to become a signatory to this Agreement and upon proper execution hereof.
Section XVII. EFFECTIVE DATE

This Agreement shall take effect upon its approval by the entity seeking to become a signatory to this Agreement and upon proper execution hereof.

IN WITNESS WHEREOF, each of the parties have caused this North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement to be duly executed in its name and behalf by its chief executive officer, who has signed accordingly with seals affixed and attested with concurrence of a majority of its governing board, as of the date set forth in this Agreement.

EMERGENCY MANAGEMENT DIVISION
DEPARTMENT OF CRIME CONTROL AND PUBLIC SAFETY

BY:  
Bryan E. Beatty, Secretary  
Department of Crime Control & Public Safety  
Date: 2/14/02

WITNESS:  

BY:  
Eric Tolbert, Director  
Emergency Management Division  
Date: 2/14/02

WITNESS:

BY:  
Chief Executive Officer - Local Government Unit  
Printed Name & Title

Name of Unit:  
Date:

APPROVED AS TO PROCEDURES:

BY:  
Fred Tucker, Controller  
Department of Crime Control and Public Safety  
Date: 2/12/02

WITNESS:

Approved as to form and legality.

BY:  
Billy Ray Cameron, Deputy Secretary  
Department of Crime Control & Public Safety  
Date: 2/14/02

WITNESS:

Attorney
I. AUTHORITY

Refer to Section I of the Basic Plan for general authorities.

II. PURPOSE

The purpose of this annex is to explain how Winston-Salem/Forsyth County will direct and control those activities of government that are essential to save lives, protect property, and maintain or restore facilities and services during and following emergency situations. This annex describes the concept of operations and organization for direction and control of such operations and assigns responsibilities for tasks that must be carried out to perform the direction and control function.

III. EXPLANATION OF TERMS

EOC Emergency Operations Center
EMD Emergency Management Director
FEMA Federal Emergency Management Agency
OSHA Occupational Safety and Health Administration
IC Incident Commander
ICP Incident Command Post
ICS Incident Command System
NIMS National Incident Management System
SOG Standard Operating Guidelines
SOP Standard Operating Procedures

IV. SITUATION & ASSUMPTIONS

A. Situation

1. Winston-Salem/Forsyth County is vulnerable to many hazards, which threaten public health and safety and public or private property. See the general situation statement and hazard summary in Section IV.A of the Basic Plan.
2. The direction and control organization must be able to activate quickly at any time day or night, operate around the clock, and deal effectively with emergency situations that range from minor to catastrophic. These emergency situations include:

   a. Incident

      An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

      1) Involves a limited area and/or limited population.

      2) Evacuation or in-place sheltering is typically limited to the immediate area of the incident.

      3) Warning and public instructions are provided in the immediate area of the incident, not community-wide.

      4) Typically resolved by one or two local response agencies or departments acting under an incident commander (IC).

      5) Requests for resource support are normally handled through agency and/or departmental channels.

      6) May require limited external assistance from other local response agencies or contractors.

   b. Emergency

      An emergency is a situation that is larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

      1) Involves a large area, significant population, or critical infrastructure.

      2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

      3) May require community-wide warning and public instructions.

      4) Requires a sizable multi-agency response operating under an IC. The Emergency Operations Center (EOC) may be activated.

      5) May require some external assistance from other local response agencies, contractors, mutual aid partners, and limited assistance from state or federal agencies.
c. Disaster

A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its organic resources. Characteristics include:

1) Involves a large area, a sizable population, and/or critical infrastructure.

2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

3) Requires community-wide warning and public instructions.

4) Requires a response by most or all local response agencies. The EOC is activated, and one or more incident command posts (ICP) are established.

5) Requires significant external assistance from other local response agencies, contractors, mutual aid partners, and extensive state or federal assistance.

B. Assumptions

1. Many emergency situations occur with little or no warning. If warning is available, alerting the public, recommending suitable protective actions, taking preventative measures, and increasing the readiness of and deploying emergency response forces may lessen the impact of some emergency situations.

2. This jurisdiction's own resources will be utilized to respond to emergency situations and, if needed, request external assistance from other jurisdictions pursuant to mutual aid agreements or from the State. Since it takes time to summon external assistance, it is essential for this jurisdiction to be prepared to carry out the initial emergency response on an independent basis.

3. Emergency operations will be directed by local officials, except where state or federal law provides that a state or federal agency must or may take charge or where local responders lack the necessary expertise and equipment to cope with the incident and agree to permit those with the expertise and resources to take charge.

4. Effective direction and control requires suitable facilities, equipment, procedures, and trained personnel. Direction and control function facilities will be activated and staffed on a graduated basis as needed to respond to the needs of specific situations.

V. CONCEPT OF OPERATIONS

A. General

1. The direction and control structure for emergency operations include an on-scene control system, the Incident Command System (ICS), and a centralized direction and
control system, the EOC. These two systems may be employed individually or in combination, depending on the situation.

2. Emergency situations classified as incidents will normally be handled by an IC using response resources from one or two departments or agencies. The EOC will generally not be activated.

3. During major emergencies and disasters, the EOC will generally be activated, and one or more ICP will be established. The IC will manage and direct the on-scene response from the ICP. The EOC will mobilize and deploy resources for use by the IC, coordinate external resource and technical support, research problems, provide information to senior managers, disseminate emergency public information, and perform other tasks to support on-scene operations.

4. For some types of emergency situations, the EOC may be activated without activating an incident command operation. Such situations may include:

   a. When a threat of hazardous conditions exists, but those conditions have not yet impacted the local area. The EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. When the hazard impacts, an ICP may be established and direction and control of the response transitioned to the IC.

   b. When the emergency situation does not have a specific impact site, but rather affects a wide portion of the local area, such as an ice storm.

5. For operational flexibility, both ICS and EOC operations may be sized according to the anticipated needs of the situation. The structure of ICS is specifically intended to provide a capability to expand and contract with the magnitude of the emergency situation and the resources committed to it. The EOC will also be activated on a graduated basis.

B. Incident Command Operations

1. The first local emergency responder to arrive at the scene of an emergency situation will serve as the IC until relieved by a more senior or more qualified individual. The IC will establish an ICP, provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.

2. Utilizing NIMS, the IC is responsible for carrying out the ICS function of command – making operational decisions to manage the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the IC and one or two individuals may perform all of these functions. For more serious emergency situations, individuals from various local departments or agencies or from external response organizations may be assigned to separate ICS staff sections charged with those functions.

3. If the EOC has been activated, the IC shall provide periodic situation updates to the EOC.
4. In emergency situations where other jurisdictions or state or federal agencies are providing significant response resources or technical assistance, these agencies will be integrated into the existing ICS structure.

C. Emergency Operations Center (EOC) Operations

1. The EOC may be activated to monitor a potential emergency situation or to respond to or recover from an emergency situation that is occurring or has occurred. The EOC will be activated at a level necessary to carry out the tasks that must be performed. The level of activation may range from a situation monitoring operation with minimal staff, to a limited activation involving selected departmental representatives, to a full activation involving all departments, agencies, volunteer organizations, and liaison personnel.

2. The principal functions of the EOC are to:
   a. Monitor potential threats.
   b. Support on-scene response operations.
   c. Receive, compile, and display data on the emergency situation and resource status and commitments as a basis for planning.
   d. Analyze problems and formulate options for solving them.
   e. Coordinate among local agencies and between the state and federal agencies, if required.
   f. Develop and disseminate warnings and emergency public information.
   g. Prepare and disseminate periodic reports.
   h. Coordinate damage assessments activities and assess the health, public safety, local facilities, and the local economy.
   i. Request external assistance from other jurisdictions, volunteer organizations, businesses, or from the State.

D. Incident Command System (ICS) — Emergency Operations Center (EOC) Interface

1. When both an ICP and the EOC have been activated, it is essential to establish a division of responsibilities between the ICP and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.

2. The IC is generally responsible for field operations, including:
   a. Isolating the scene.
b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.

c. Warning the population in the area of the incident and providing emergency instructions to them.

d. Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.

e. Implementing traffic control arrangements in and around the incident scene.

f. Requesting additional resources from the EOC.

g. Keeping the EOC informed of the current situation at the incident site.

h. Tracking on-scene resources and costs

3. The EOC is generally responsible for:

a. Mobilizing and deploying resources to be employed by the IC.

b. Issuing community-wide warning.

c. Issuing instructions and providing information to the general public.

d. Organizing and implementing large-scale evacuation and coordinating traffic control for such operations.

e. Organizing and implementing shelter and mass care arrangements for evacuees.

f. Requesting assistance from the State and other external sources.

g. Tracking resources and costs coordinated by the EOC.

4. Transition of Responsibilities

Provisions must be made for an orderly transition of responsibilities between the ICP and the EOC.

a. From EOC to the ICP. In some situations EOC may be operating to monitor a potential hazard and manage certain preparedness activities prior to establishment of an ICP. When an ICP is established under these circumstances, it is essential that the IC receive a detailed initial situation update from the EOC and be advised of any operational activities that are already in progress, resources available, and resources already committed.

b. From the ICP to the EOC. When an incident command operation is concluded and the EOC continues to operate to manage residual response and recovery activities, it
is essential that the IC brief the EOC on any on-going tasks or operational issues that require follow-on action by the EOC staff.

5. Extended EOC Operations

While an incident command operation is normally deactivated when the response to an emergency situation is complete, it may be necessary to continue activation of the EOC into the initial part of the recovery phase of an emergency. In the recovery phase, the EOC may be staffed to compile damage assessments, assess near term needs, manage donations, monitor the restoration of utilities, oversee access control to damaged areas, and other tasks.

6. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one ICP may be established. In this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

### VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

#### A. Organization

1. The normal emergency organization, described in Section VI.A of the Basic Plan, will carry out the direction and control function during emergency situations.

2. The organization of incident command operations will in accordance with standard ICS organizational principles. The specific organizational elements to be activated for an emergency will be determined by the IC based on the tasks that must be performed and the resources available for those tasks.

3. The organization of the EOC is depicted in Tab A to Appendix 1. The EOC may be activated on a graduated basis. Department/agency/volunteer group EOC staffing requirements will be determined by the Emergency Management Director based on the needs of the situation.

#### B. Assignment of Responsibilities

1. The County Chair/Municipal Mayors will:

   a. Establish general policy guidance for emergency operations.

   b. When appropriate, issue a proclamation declaring a State of Emergency or terminating the State of Emergency.

2. The County/Municipal Managers will:

   a. Direct that the EOC be activated.
b. When appropriate, terminate EOC operations.

3. The EMD will:
   a. Develop and maintain the EOC Staff Roster and EOC operating procedures.
   b. Recommend activation of the EOC, when the situation warrants.
   c. Coordinate the activation of the EOC when directed.
   d. Serve as the EOC Manager.
   e. Advise the County/Municipal Manager(s) on emergency management activities.
   f. Coordinate resource and information support for emergency operations.
   g. Coordinate emergency planning and impact assessment.
   h. Coordinate analysis of emergency response and recovery problems and development of appropriate courses of action.

4. The IC will:
   a. Utilizing NIMS, establish an ICP and direct and control emergency operations at the scene.
   b. Determine the need for and implement public warning and protective actions at and in the vicinity of the incident site.
   c. Provide periodic situation updates to the EOC, if that facility is activated.
   d. Identify resource requirements to the EOC, if that facility is activated.

5. County Sheriff/Municipal Police Chiefs will:
   a. Provide appropriate security for ICP, Mobile Command Post, or EOC operations.

6. Departments/Agencies, and Volunteer Groups assigned responsibilities for ICP or EOC operations will:
   a. Identify and train personnel to carry out required emergency functions at the ICP and the EOC.
   b. Provide personnel to staff the ICP and the EOC when those facilities are activated.
   c. Ensure that personnel participating in ICP and EOC operations are provided with the equipment, resource data, reference materials, and other work aids needed to accomplish their emergency functions.
VII. DIRECTION & CONTROL

A. General.

The Chair of County Commissioners/Municipal Mayors will provide general guidance for the direction and control function.

B. Incident Command Operations

The first responder on the scene will take charge and serve as the IC until relieved by a more senior or qualified individual or an individual designated by the lead response agency. An ICP will normally be established at the incident scene; the IC will direct and control response forces from that command post.

C. The Operations of the Emergency Operations Center

1. The Incident Commander may initiate the request that the EOC be activated. A decision to activate the EOC; however, is made on the basis of the EMD’s recommendation.

2. The EMD will recommend activation the EOC, and determine the level of activation and staffing required based upon the situation

3. The County/City Manager may activate the EOC, and notify appropriate personnel to report to the EOC.

4. The EMD will serve as the EOC Manager.

VIII. ADMINISTRATION & SUPPORT

A. Facilities & Equipment

1. Emergency Operations Center
   a. The Winston-Salem/Forsyth County EOC is located at 725 North Cherry Street, Winston-Salem and is maintained by the EMD.
   b. The EOC is equipped with an emergency generator.
   c. Communications available at this facility include: telephone, fax, radio, amateur RACES radio, computer network.

2. Alternate EOC
   a. Should the primary EOC become unusable, the alternate EOC, located at Forsyth County Fire Department, 3000 Aviation Drive, Winston-Salem, will be used to manage emergency operations.
b. Communications available at this facility include: telephone, fax, radio, amateur RACES radio, computer network.

3. Mobile Command Post

a. The IC may request that a Mobile Command Post, operated by Winston-Salem Police Department or Forsyth County Sheriff’s Office, be deployed for use as an on-scene command post.

B. Records

1. Activity Logs. The ICP and the EOC shall maintain accurate logs recording key response activities, including:

a. Activation or deactivation of emergency facilities.

b. Emergency notifications to other local governments and to state and federal agencies.

c. Significant changes in the emergency situation.

d. Major commitments of resources or requests for additional resources from external sources.

e. Issuance of protective action recommendations to the public.

f. Evacuations.

g. Casualties.

h. Containment or termination of the incident.

2. Communications & Message Logs

Communications facilities shall maintain a communications log. The EOC shall maintain a record of messages sent and received using the Emergency Operations Center Message Log.

3. Cost Information

a. Incident Costs

All departments and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain an estimate of annual emergency response costs that can be used as in preparing future department or agency budgets.

b. Emergency or Disaster Costs
For major emergencies or disasters, all departments and agencies participating in the emergency response shall maintain detailed of costs for emergency operations to include:

1) Personnel costs, especially overtime costs
2) Equipment operation costs
3) Costs for leased or rented equipment
4) Costs for contract services to support emergency operations
5) Costs of specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting reimbursement for certain allowable response and recovery costs from the state and/or federal government.

C. Reports

1. Initial Emergency Report

An Initial Emergency Report should be prepared and disseminated for major emergencies and disasters where state assistance may be required. This short report is designed to provide basic information about an emergency situation.

2. Situation Report

For major emergencies and disasters where emergency response operations continue over an extended period, a Situation Report should be prepared and disseminated daily.

D. Agreements & Contracts

Should local resources prove to be inadequate during an emergency, requests will be made for assistance from other neighboring jurisdictions, other agencies, and industry in accordance with existing mutual aid agreements and contracts.

E. Emergency Operations Center Security

1. Access to the EOC will be limited during activation. All staff members will sign in upon entry and wear their EOC staff badge.

2. Individuals who are not members of the EOC staff will be identified and their reason for entering the EOC determined. Visitors with a valid need to enter the EOC will be issued a Visitor badge by the EOC Administrative staff, which will be surrendered upon departure.
F. Media

Scheduled news conferences will be held at regular intervals. Media personnel will only be allowed access to a designated "media briefing" area in the EOC, and will be accompanied by the Public Information Officer.

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<td>1. The EMD is responsible for the development and maintenance of this annex.</td>
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<td>2. The EMD is responsible for the development and maintenance of EOC Standard Operating Procedures.</td>
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<td>B. Maintenance.</td>
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<td>This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.</td>
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APPENDIX 1
EMERGENCY OPERATIONS CENTER ORGANIZATIONAL STRUCTURE

Country Chair/Mayor/ City/County Managers

ESF 2 / ARES
- Dispatch
- Communications

EOC Manager

Executive Group/PI
- Direction & Control
- Warning

Operations Section
- ESF 1
- ESF 3
- ESF 4
- ESF 5
- ESF 6
- ESF 7
- ESF 8
- ESF 9
- ESF 10
- ESF 11
- MIS Depts. (Cyber Only)

Planning Section
- Emergency Mgmt.
- Damage Assessment
- Tax Administration

Logistics Section
- Logistics Mgmt.
- Private Sector Coordination
- Volunteer & Donations Mgmt.
- MIS Depts.

Administration/Finance Section
- EM Admin Asst.
- City/County Finance Depts.
- Purchasing

Direction & Control

Coordination
APPENDIX 2
EMERGENCY OPERATIONS CENTER ACTIVATION LEVELS

The W-S/FC EOC is activated at a level necessary to effectively respond to and recover from significant events requiring multi-agency coordination.

- **Level 4 (Normal Operations)** – Events or situations exist that are a part of normal daily city/county-wide operations.

- **Level 3 (Monitoring)** - Events or situations exist that may contribute to EOC activation. The EMD monitors the situation and places the EOC Staff on standby. Examples include severe weather watches, winter storm watches/warnings, and large-scale events.

- **Level 2 (Limited Activation)** - Events or situations exist that require EOC activation but only includes specific agencies. Examples include winter storms or localized events.

- **Level 1 (Full Activation)** - Events or situations exist that require EOC activation with all major agencies. Examples include events that affect multiple jurisdictions, WMD events, or large scale sheltering events.
I. AUTHORITY

Refer to Section I of the Basic Plan for general authorities.

II. PURPOSE

The purpose of this annex is to outline the organization, operational concepts, responsibilities, and procedures to disseminate timely and accurate warnings to the public and government officials in the event of an impending emergency situation.

III. EXPLANATION OF TERMS

A. Acronyms

EAS   Emergency Alert System
EOC   Emergency Operations Center
EMD   Emergency Management Director
FAOC  FEMA Alternate Operations Center
FEMA  Federal Emergency Management Agency
FOC   FEMA Operations Center
IC    Incident Commander
ICS   Incident Command System
LWP   Local Warning Point
NAWAS National Warning System
NIMS  National Incident Management System
NOAA  National Oceanic and Atmospheric Administration
NWS   National Weather Service
PIO   Public Information Officer
SOG   Standard Operating Guidelines
SOP   Standard Operating Procedures
B. Definitions

Area Warning Center

Area Warning Centers disseminate national and state warning messages to a multi-county area of responsibility. The State’s Area Warning Centers are operated on a round-the-clock basis by North Carolina State Highway Patrol. Each center is equipped with a variety of primary and alternate telecommunications systems.

North Carolina Division of Criminal Information (DCI)

DCI is a statewide telecommunications network connecting state and local law enforcement agencies and warning facilities. DCI is the state warning network's primary “hard copy” communications system.

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. See the general situation statement and hazard summary in Section IV.A of the Basic Plan.

2. This jurisdiction can expect to experience emergency situations that could threaten public health and safety and both private and public property and necessitate the implementation of protective actions for the public at risk.

3. Emergency situations can occur at any time. Therefore, equipment and procedures to warn the public of impending emergency situations must be in place and ready to use at any time.

4. Power outages may disrupt radio and television systems that carry warning messages and provide public instructions.

B. Assumptions

1. Timely warnings to the public of impending emergencies or those which have occurred that may save lives, decrease injuries, and reduce some types of property damage.

2. Electronic media are the primary sources of emergency information for the general public.

3. Some people who are directly threatened by a hazard may ignore, not hear, or not understand warnings issued by the government.

4. Provision must be made to provide warnings to special needs groups, such as the hearing and sight-impaired, and institutions, such as nursing homes and correctional facilities.
5. Local radio and television stations will broadcast Emergency Alert System (EAS) messages when requested by local government officials. To effectively utilize EAS, local governments and broadcasters must coordinate the procedures used to transmit warning message and instructions from local government to broadcasters.

6. The local National Oceanic and Atmospheric Administration (NOAA) Weather Radio station will broadcast weather watches and warnings issued by the National Weather Service (NWS). Weather radios are activated when such messages are broadcast.

**V. CONCEPT OF OPERATIONS**

**A. General**

1. The primary objective of a warning system is to notify key officials of emergency situations and disseminate timely and accurate warnings and instructions to the population at risk from the threat or occurrence of emergency situation. Rapid dissemination and delivery of warning information and instructions may provide time for citizens to take action to protect themselves and their property.

2. The focal point of the warning function is the Local Warning Point (LWP), which operates around the clock. The Winston-Salem/Forsyth County LWP is located in the Winston-Salem Public Safety Center. The Winston-Salem Police Communications operates the LWP.

   a. The LWP receives warning of actual or potential emergency situations from a variety of sources, including federal and state agencies, local officials, businesses, industry, the news media, and the general public. The systems by which warnings may be received by the LWP are described below and depicted in Appendix 1.

   b. The LWP will verify warning information, where necessary, and disseminate pertinent information to specific local officials and departments.

      1) For certain types of time-sensitive warnings, the LWP may be authorized to activate the local warning system and warn the public immediately. In other situations, local officials must approve activation of the warning system and determine appropriate instructions to accompany the warning before a warning is disseminated to the public.

      2) For other types of emergency situations, the EOC may be activated and assume responsibility for formulating warning messages and public instructions, which may be disseminated through LWP or provided to the media for dissemination.

   c. Once warnings are received and, where necessary, verified, warnings that affect the local area and appropriate public instructions are disseminated by the LWP. The specific systems used to disseminate warnings and provide information to the public within the local area are described below and depicted in Appendix 1.
B. Receiving Warnings

Winston-Salem/Forsyth County may receive warning of actual emergency situations or the threat of such situations from the following:

1. National and State Warning Systems

   a. The National Warning System (NAWAS) is a 24-hour nationwide, dedicated, multiple line telephone warning system linking federal agencies and the states that is used to disseminate civil emergency warnings. NAWAS is a voice communications system operated by the Federal Emergency Management Agency (FEMA) and controlled from the FEMA Operations Center (FOC) in Washington, D.C., and the FEMA Alternate Operations Center (FAOC) in Olney, Maryland. NAWAS is used to disseminate emergency warnings to state and local governments.

      Warnings originating from the FOC or FAOC will be relayed through the FEMA Regional Communications Center to the State Warning Point. The State Warning Point further disseminates the civil emergency warnings through the state EAS.


      a. Weather warning messages are issued by NWS Weather Forecast Offices and various NWS specialized weather centers, such as NWS river forecast centers, the National Severe Storms Forecast Center, and the National Hurricane Center.


3. Emergency Alert System (EAS)

   EAS is intended to provide a means for government to provide emergency warning and instructions to the public. See Section V.B.1 below for further information on EAS. This jurisdiction may receive EAS messages that contain warning information broadcast by:

      a. Federal authorities or agencies

      b. State government

      c. Other local governments

   Civil emergency warnings issued through NAWAS may also be disseminated through EAS. Incoming EAS messages may be received on commercial radio or television stations monitored by local officials.

4. State Government

   From time to time, the State Warning Point issues warning messages to local governments in specific regions of the State. For example, an advisory may be issued to inland jurisdictions along major evacuation routes when large-scale evacuations begin in
coastal areas due to a hurricane. Warnings issued by the State Warning Point are
typically transmitted by DCI to Area Warning Centers and LWPs.

5. Local Officials

Government employees may provide warning of emergency situations they have
discovered or that have been reported to their departments and been confirmed. Such
situations should be reported to the LWP through any available means of
communications.

6. Business and Industry

Companies that suffer a major fire, explosion, hazardous materials spill, or other
emergency situation that may pose a threat to public health and safety and public or
private property have a general duty to notify local officials of such occurrences. Such
notifications are generally made through the 9-1-1 system. Companies reporting
emergency situations that may pose a risk to the public are expected to recommend to
local government appropriate actions to protect people and property.

7. Federal, State, or Local Agencies

Warning of specific types of emergency situations may be received directly from
specialized government agencies, including river authorities, dam operators, the US
Coast Guard, military installations, airport authorities, and other agencies which operate
specialized facilities.

8. Citizen Warning

Citizens may also provide warning of emergency situations, generally by calling 9-1-1. It
is always advisable to confirm information on emergency situations reported by citizens
before issuing public warning regarding those situations.

C. Notification of Local Officials

When the Winston-Salem Public Safety Center, as the LWP, receives warning of an
emergency situation, it shall make notification to key local officials so they can determine
appropriate actions to deal with the situation. Notification will be made by telephone, radio,
pager, or any other means available.

D. Dissemination of Warnings to the Public

1. In the initial stages of an emergency situation, the LWP will, within the limits of the
authority delegated to it, determine if a warning needs to be issued, and formulate a
warning (using pre-scripted messages where possible), and disseminate it. Appendix 3
provides general guidelines for activation of the local warning system.

2. When the EOC has been activated, the EOC will normally determine who needs to be
warned and how it will normally formulate warning messages and public instructions.
The LWP will normally execute such warnings by activating the warning system, except
that the Public Information Officer (PIO) or the EOC may disseminate emergency public information to the media directly.

3. The systems described below will be used to issue warnings and instructions to the public. To facilitate dissemination of warning and public instructions, a set of pre-scripted warning messages and public information messages suitable for use in likely emergency situations has been developed. These pre-scripted messages may be used as written or tailored as needed for specific circumstances.

a. Emergency Alert System (EAS)

1) As a condition of licensing, all commercial radio and television stations and cable television companies must participate in EAS and use their facilities to relay warning and instructions from government to the public. Broadcasters and cable companies must carry national security warnings and messages initiated by the President; they may broadcast alerts and messages initiated by state and local governments. The Federal Communications Commission encourages licensees to broadcast state and local warning and instruction messages, but the final decision on broadcasting such messages rests with the broadcaster.

2) For obvious reasons, EAS should be used prudently. Activation of EAS by local governments is governed by the NCEM. The general guidelines for local activation of EAS include:

   a) Severity of situation.

      EAS warning will aid in reducing loss of life or substantial loss of property.

   b) Timeliness.

      Immediate public knowledge is required to avoid adverse impact.

b. Route Alerting and Door-to-Door Warning

The public may be warned by route alerting using vehicles equipped with sirens and public address systems. Route alerting may not work well in some areas, including rural areas where residences are some distance from the road or for large buildings with few external windows. Warnings may also be delivered by response personnel going door-to-door. Both of these methods are effective in delivering warning, but they are labor-intensive and time-consuming and may be infeasible for large areas.

c. NOAA Weather Radio

Pursuant to an agreement with the NWS Forecast Office in Raleigh, those local officials authorized to release EAS messages may request that the NWS activate the NOAA Weather Radio system to broadcast civil emergency messages. This system can broadcast voice messages to individuals who have a NOAA Weather Radio or receive Weather Radio broadcasts on cable television.
d. Telephone Warning/Information Systems.

1) The public may be warned by telephone using the reverse 911 system operated by the Public Safety Communications Center and the Forsyth County Fire/EMS Communications Center.

2) Warning information may also be disseminated by telephone through the Winston-Salem CityLink Contact Center.

E. Warning Special Facilities and Populations

Special populations and facilities will be warned of emergency situations by the following methods:

1. Visually-impaired:
   EAS messages on radio, NOAA Weather Radio, route alerting, door-to-door notification

2. Hearing-impaired:
   Captioned EAS messages on television, route alerting, door-to-door notification

3. Special facilities:
   EAS messages on radio/television, NOAA Weather Radio, route alerting, door-to-door notification

F. Warnings to Other Governments and Agencies

1. Local government is responsible for informing NCEM of major emergencies after time-sensitive warnings have been issued.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The Chair of County Commissioners/Mayors establishes general policies for emergency warning and fund personnel and equipment to operate the warning system.

2. The Winston-Salem Police Chief is responsible for operating the LWP and coordinating operation of the local warning system.

B. Task Assignments

1. The Chair of County Commissioners/Mayors will:

   a. Outline general policies on warning and emergency public information.
b. Approve emergency public information to be released to the public through the news media.

2. The Winston-Salem Police Chief will:
   
   a. Coordinate an adequate warning system.
   
   b. Staff and operate the LWP.
   
   c. In coordination with the EMD, develop and maintain procedures for operation of the warning system, coordinating as necessary with other departments and agencies, the NWS, local radio and television stations, cable television companies, and other organizations. See Appendix 2
   
   d. Provide for maintenance and periodic testing warning system equipment.

3. The Winston-Salem Public Safety Center will serve as the LWP and will:
   
   a. Receive and, if necessary, verify and acknowledge warnings of emergency situations.
   
   b. Make notification to local officials of emergency situations or conditions that could cause such situations as required.
   
   c. In accordance with standard operating procedures (SOPs) or when directed, activate the warning system to alert and provide instructions.
   
   d. Identify requirements for route alerting and door-to-door warning for areas where other warning systems do not adequately reach the public.
   
   e. Develop and maintain hazard specific warning procedures covering warning receipt, verification, and dissemination.

4. The EMD will:
   
   a. In coordination with the Winston-Salem Police Chief, develop operating procedures for the warning system, coordinating as necessary with other departments and agencies, the NWS, local radio and television stations, cable television companies, and other organizations.
   
   b. Assist in the development of pre-scripted warning messages and Special News Advisories.
   
   c. When the EOC is activated, assist in the development of warning messages and Special News Advisories.
   
   d. In coordination with the PIO, educate the public regarding the use of the warning system.
5. The PIO will:
   a. In coordination with the EMD and the Winston-Salem Police Chief, develop pre-
      scripted warning messages and public instructions for known hazards.
   b. When an emergency has occurred, develop warning messages and public
      instructions for the specific situation at hand.
   c. Develop procedures to facilitate the release of coordinated emergency public
      information to amplify basic information provided in warning messages.
   d. Maintain a media briefing area in the vicinity of the EOC.
   e. Periodically brief the media on local warning systems and warning procedures.
   f. Develop and disseminate educational materials relating to emergency warning to the
      public.

6. Law Enforcement will:
   
   Provide units and personnel for route alerting and door-to-door warning when requested.

7. The Fire Service will:
   
   Provide units and personnel for route alerting and door-to-door warning when requested.

8. All local government departments and agencies will:
   a. Report emergency situations that merit warning local officials or the public to the
      LWP.
   b. When requested, provide personnel and equipment to assist in route alerting or door-
      to-door warning

9. Media companies are encouraged to:
   a. Disseminate warning messages and Special News Advisories provided by local
      government to the public as rapidly as possible.
   b. Participate in periodic tests of the EAS and other warning systems.

10. Institutions, businesses, and places of public assembly are encouraged to:
    
    Monitor radio and television and/or NOAA Weather Radio receivers for warnings and
    take appropriate actions to protect their patients, students, customers, and employees.
VII. DIRECTION AND CONTROL

A. General

1. The Chair of County Commissioners/Mayors shall provide general guidance for warning activities.

2. The Winston-Salem Police Chief shall provide specific guidance for the operation of the LWP and warning systems.

3. For specific time-sensitive emergency situations, the LWP has been delegated authority to determine if a warning needs to be issued, formulate a warning if necessary (using pre-scripted messages where possible), and disseminate it.

4. For other situations, the LWP must coordinate with one of a designated set of key officials who will determine if a warning should be issued and approve the general content of any warning message that will be disseminated.

5. When the EOC has been activated, the EOC staff will normally determine who needs to be warned and how and the EMD, PIO, and other members of the staff will formulate warning messages and public instructions. The LWP will normally execute such warnings by activating the warning system, except that the PIO may disseminate emergency public information to the media directly.

B. Continuity of Government

The line of succession for the Winston-Salem Police Chief, who has administrative jurisdiction over the LWP, is:

1. Police Chief

2. Assistant Police Chief (Support Services Bureau)

3. Public Safety Communications Director

IX. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

Should local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, other agencies, and industry in accordance with existing mutual aid agreements and contracts.

B. Reports and Records

1. The LWP shall maintain activity logs recording:
a. Warnings received.

b. Key personnel notified and the actions they directed to be taken.

c. Warnings disseminated to the public and the means of that dissemination.

2. The Incident Command Post (ICP) and the EOC shall maintain logs of their activities as outlined in Section IX of the Basic Plan.

C. Maintenance of Equipment

All warning systems owned by Winston-Salem/Forsyth County will be maintained in accordance with the manufacturer’s instructions for those systems.

X. ANNEX DEVELOPMENT AND MAINTENANCE

A. Development

The EMD is responsible for working with other agencies in the development, maintenance, and improvement of this annex. Each agency tasked will develop SOGs/SOPs that address assigned tasks.

B. Maintenance

This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

XI. REFERENCES


3. North Carolina Emergency Alert System State Plan

XII. APPENDICES

Appendix 1 Warning System Diagram

Appendix 2 Emergency Alert System Operations

Appendix 3 Emergency Public Information
APPENDIX 1
LOCAL WARNING SYSTEM DIAGRAM

How Warnings Are Disseminated

National EAS Stations

FEMA Ops Center

State Primary EAS Station

State Warning Point

Local EAS Station

Area Warning Center

Local Warning Point

Citizens

Industry

Local Officials

Local News Media

Other Local Govt’s

NWS Weather Wire

EAS Messages

State System

NAWAS/TEWAS

Winston-Salem/Forsyth County Emergency Operations Plan

Warning Appendix 1-1 October 2010
APPENDIX 1-2
LOCAL WARNING SYSTEM DIAGRAM

How Warnings Are Disseminated

Local Warning Point

- National & State EAS Messages
  - Local EAS Station
  - Local NWS Station
- Telephone Warning System
  - Mobile Warning Units
  - Local Media Outlet

General Public

EAS Messages
NOAA Weather Radio
APPENDIX 2
EMERGENCY ALERT SYSTEM (EAS) PROCEDURES

A. Purpose

The purpose of the EAS is to provide real time communication, information, direction and instruction in the event of an emergency requiring public action.

B. EAS Plans

For purposes of coordinating the use of EAS, the State Emergency Communications Committee has developed a statewide EAS Plan. Local Area Emergency Communications Committees for each of the State's EAS Districts develop local EAS plans. These plans address the concept of operations for EAS, message priorities, procedures for activation of EAS, and message formats. Local plans typically designate individuals authorized to activate EAS and authentication requirements.

C. EAS Activation

1. Authority

a. The following individuals may request activation of EAS:

   1) Chair of County Commissioners/Mayors

   2) County/City Managers

   3) The EMD

   4) Sheriff/Police Chiefs

   Each individual is provided a set of code words to authenticate requests for EAS activation.

2. Methods

   EAS messages will be transmitted from the LWP to EAS stations by telephone, fax, or encoded voice message.

   a. Voice and Fax Messages.

   The authentication code should be provided for voice messages and included on fax messages. The LWP should coordinate with the EAS station to determine the methods of delivery. Faxed messages will normally be read by the station staff. Voice messages may be transmitted live or recorded and then transmitted; the latter is preferred if the message must be repeated. For voice messages, it is desirable that the individual generating the message work from a written script or notes to ensure that all essential information is covered.
b. Forwarding Messages for Transmission.

EAS messages will be forwarded to the EAS Local Primary Station if the emergency situation affects areas beyond the local area or if stations that broadcast EAS messages in the local area are unattended during the period when EAS activation is required. Stations that are in unattended operation at certain hours of the day must set their EAS Decoder to Automatic Mode so programming is interrupted and EAS messages broadcast automatically. If the emergency situations affects only an area served by one or two stations or cable companies, local officials may request EAS activation from those stations directly if they are staffed.

3. Operating Guidance

a. EAS messages are limited by hardware design to two minutes.

b. If a message provided for broadcast by EAS stations is no longer current, it should be cancelled or replaced by an updated message.

c. If an EAS station is required by license restrictions to operate at reduced power or cease transmitting during certain specified time periods, and activation of EAS is requested during that time period, the station may operate its transmitter as needed using full power.

4. Broadcast of EAS Messages

a. When a request for EAS activation is received and authenticated, the EAS station will typically:

1) Interrupt normal programming.

2) Send the EAS Header Code.

3) Send the EAS Attention Signal (8 to 25 seconds).

4) Make an activation announcement: “This is the (local area) Emergency Alert System. Important information will follow.”

5) Broadcast the emergency message.

6) Make a termination announcement: “This is the (local area) Emergency Alert System. We now resume normal programming.”

7) Send the EAS End-of-Message Code.

8) Resume normal programming.

2. Tests.

Testing of the EAS system will be as described in the North Carolina Emergency Management EAS Plan.
I. PURPOSE

The purpose of this appendix is to outline the means, organization, and process by which Winston-Salem/Forsyth County will provide appropriate information and instructions to the public during emergency situations. This appendix also provides for disaster-related public education to be conducted in advance of emergency situations to reduce the likelihood that citizens will place themselves in hazardous situations that may require an emergency response.

II. EXPLANATION OF TERMS

A. Definitions

Emergency Public Information (EPI)

Information provided to citizens during emergency situations about the emergency situation, together with instructions on how to protect personal health, safety, and property or how to obtain assistance.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. Winston-Salem/Forsyth County faces a number of hazards which may cause emergency situations; see Section IV of the Basic Plan for a summary of those hazards and their possible impact.

2. During emergencies, the public needs timely, accurate information on the emergency situation and appropriate instructions regarding protective actions that should be taken to minimize injuries, loss of life and damage to property.

3. For some slowly developing emergency situations (such as river flooding or hurricanes), there may be several days for local government and the media to provide detailed information about the hazard and what citizens should do.

4. For other emergency situations, there may be no warning, leaving the public information system unable to react rapidly enough to properly inform the public about the hazard and what to do about it. For this reason, it is important that the public be advised of likely hazards and what protective measures should be taken to lessen the effect of an emergency and/or disaster.
B. Assumptions

1. An effective program combining both education and emergency information can significantly reduce loss of life and property. However, many people are unconcerned about hazards until they may be affected and will not participate in or retain pre-emergency education; therefore, special emphasis must be placed on the delivery of emergency information during emergencies and disasters.

2. Local media will cooperate in disseminating warning and emergency public information (EPI) during emergency situations and may participate in pre-disaster awareness programs and other disaster education activities.

3. Some emergency situations may generate substantial media interest and draw both local media and media from outside the local area, overwhelming the available EPI staff.

IV. CONCEPT OF OPERATIONS

A. General

1. Emergency information efforts should focus on specific event-related information. This information will generally be of an instructional nature focusing on such things as warning, evacuation, and shelter.

2. A special effort should be made to keep the public informed of the general progress of events. Reporting positive information regarding emergency response will help to reassure the community that the situation is under control. Rumor control must be a major aspect of the informational program. Public feedback should be used as a measure of the program’s effectiveness.

3. Education efforts are to be directed toward increasing public awareness about potential hazards and how people should prepare for them. All information and education efforts will rely heavily on the cooperation of every type of media organization.

B. Information Dissemination

1. In the initial stages of an emergency situation, the Local Warning Point (LWP) may have to take action on time-sensitive hazards. Within the limits of the authority delegated to it, the LWP, located at the Public Safety Center will determine if a warning needs to be issued, formulate a warning if necessary, and disseminate it. Pre-scripted emergency messages have been prepared for likely hazards and are maintained at the LWP. These pre-scripted messages may be used as written or tailored as needed for specific circumstances.

2. As Emergency Alert System (EAS) messages are limited to two minutes, EAS warning messages may have to be supplemented with Special News Advisories prepared by the Public Information Officer (PIO) staff that contain amplifying emergency information. Special News Advisories are generally disseminated to media outlets by fax. Copies of
the pre-scripted messages, which include warning messages and Special News Advisories, are maintained at the Warning Point and in the EOC so that they can be modified quickly.

a. Broadcasters and cable companies must carry national security warnings and messages initiated by the President; they may broadcast alerts and messages initiated by state and local governments. The Federal Communications Commission encourages licensees to broadcast local warning and instruction messages, but the final decision on broadcasting such messages rests with the broadcasters.

b. Broadcasters and cable operators will expect EAS to be used for life-threatening emergencies.

3. If an incident command operation is activated for an emergency situation, the Incident Commander (IC) will normally warn the public in and around the incident site. A designated PIO at the Incident Command Post (ICP), assisted by the Winston-Salem/Forsyth County PIO staff if necessary, will provide information on the emergency situation to the media if the Emergency Operations Center (EOC) has not been activated.

4. Once the EOC has been activated for an emergency situation, the EOC Manager will determine the need for additional warning and instructions. The PIO staff will formulate additional warning messages and public instructions, where appropriate. The LWP will normally execute such warnings by activating the warning system, including transmitting EAS messages to broadcasters. The PIO staff will disseminate Special News Advisories and other EPI materials to the media directly using its contact list.

5. In the case of large-scale emergencies or disasters where there are substantial external responders from other jurisdictions and/or state or federal agencies and the response and recovery effort may continue for an extended period, a Joint Information Center (JIC) may be established. The JIC is a working facility where the emergency public efforts of all participating jurisdictions, agencies, volunteer organizations, and other responders can be coordinated to ensure consistency and accuracy. In federally declared disasters, a JIC will typically be set up as part of the Disaster Field Office.

6. The following means will be used to provide emergency information and instructions to the public:

a. EAS broadcasts by radio, television (TV), and cable companies.

b. Special news broadcasts by radio, TV, and cable companies.

c. Local newspapers.

d. WSTV 13 (local government cable channel)

e. Reverse 911 System

f. Emergency Response Vehicle
g. The Forsyth County Government Web Page

h. The Winston-Salem Government Web Page

i. Winston-Salem CityLink Department

C. Providing Emergency Information to Special Populations

Special populations will be provided information on emergency situations and appropriate instructions by the following methods:

1. Visually-impaired: EAS messages and news advisories on radio, NOAA Weather Radio, reverse 911, or by door-to-door notification

2. Hearing-impaired: Captioned EAS messages and news advisories on TV, print media

3. Non-English Speakers: EAS messages and news advisories on radio or door-to-door notifications

D. Resources

The PIO shall maintain a Media Roster that contains the names, telephone and facsimile numbers, and E-mail addresses of each of the local media resources.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The overall responsibility for providing emergency information and instructions to the public rests with the Chair of County Commissioners/Municipal Mayors.

2. The Chair of County Commissioners/Municipal Mayors shall provide general guidance for EPI programs and appoint a PIO.

3. The PIO will manage and coordinate all EPI related activities and direct such staff as may be assigned or recruited to assist in those activities.

4. Trained public information specialists will staff PIO positions at the ICP and in the EOC.

B. Task Assignments

1. The EMD will:
   a. Ensure that an EPI and education program is developed and maintained.
   b. Provide emergency information to the public, when appropriate.
   c. Authorize release of information to the media during emergencies.
2. The PIO will:

a. Coordinate the EPI efforts of local government.

b. Serve as the official Winston-Salem/Forsyth County spokesperson during emergencies or serve as the Winston-Salem/Forsyth County representative in the JIC, if such a facility is activated.

c. Conduct public education programs as an ongoing activity.

d. Based on all hazards likely to confront this jurisdiction, develop and disseminate EPI materials and maintain a stock of materials for emergency use. Such materials should include:

1) General materials dealing with the nature of hazards and basic protective actions to take in the event of an emergency, including shelter-in-place and evacuation.

2) Hazard specific instructions on “where to go and what to do” in an emergency.

3) Information on how emergency warnings are disseminated and the meaning of warning signals.

e. In coordination with the Winston-Salem Police Chief and the EMD develop pre-scripted warning messages for known hazards for use by the LWP and the EOC.

f. Develop methods (i.e., newspaper supplements, prepared TV/radio scripts for broadcast stations) for distribution of EPI materials to the public, to include materials for non-English speaking groups, if appropriate.

g. In cooperation with the EMD, coordinate with broadcasters (radio and TV stations and cable TV companies) to develop procedures for local government to disseminate warning messages and emergency information through the broadcast media.

h. Authenticate sources of information and verify for accuracy before issuing news releases.

i. Provide news releases to the media while keeping the Chair of County Commissioners/Municipal Mayors informed of message content.

j. Monitor media coverage of emergency operations for accuracy of reports and issue corrections where necessary.

k. Take action to control rumors.

l. Brief potential ICs, department heads and key staff, and the EOC staff on basic public information needs, working with the media, and media access during emergency operations.
m. Maintain a media briefing area in the vicinity of the EOC.

n. Periodically brief the media on local warning systems and warning procedures.

o. Maintain a Media Contact Roster.

p. Compile printed and photographic documentation of the emergency/disaster.

q. Develop EPI checklists for known hazards.

r. Anticipate and be prepared to handle unscheduled inquiries from the media and the public.

s. Train a group of government employees and/or volunteers to staff PIO positions at the ICP and in the EOC.

3. The EMD will:

a. Advise the County/City Managers on when to disseminate emergency instructions to the public.

b. Coordinate with the PIO in the development of pre-scripted emergency messages.

c. Work with the PIO in public education activities relating to emergency management.

d. Identify concerns raised by the public, rumors, and other issues involving citizens to the PIO so they may be addressed in public information activities.

4. All local government departments and agencies will:

a. To the extent possible, refer media inquiries during emergency situations to the PIO.

b. Assist the PIO in responding to requests for information from the public or the media.

5. Media companies are expected to:

a. Disseminate warning messages and special news advisories provided by local government to the public as rapidly as possible.

b. Participate in periodic tests of the EAS and other warning systems.

c. Provide coverage of emergency management activities.

d. Work with PIO and EMD on public educational programs relating to emergencies.

e. Check accuracy of information on emergency operations with the PIO or EMD.
VI. DIRECTION AND CONTROL

A. General

1. The Chair of County Commissioners/Mayors have overall responsibility for the EPI program, shall provide general guidance for emergency-related public education and information activities, shall appoint a PIO, and may choose to review information to be released to the news media before such information is released.

2. The PIO shall direct all EPI activities, coordinating as necessary with other individuals, departments, and agencies performing other emergency functions.

3. To the extent possible, the PIO shall release all information to the public and the media during emergency operations. During emergency operations, departments and agencies shall refer media inquiries to the PIO.

B. Continuity of Government

The line of succession for the EPI is:

1. Chair of County Commissioners/Mayors
2. EMD
3. PIO

VII. ADMINISTRATION AND SUPPORT

A. Media Contact Roster

The PIO shall maintain a contact roster for the media organizations that are involved in local emergency management programs.

B. Records

1. The PIO shall maintain a file of all news advisories and press releases issued during emergency operations

2. The PIO shall also compile and maintain copies of newspaper articles, videotapes of emergency operations and news broadcasts relating to an emergency, and other media materials distributed for use in post-incident analysis and future training activities.
C. Educational Programs

1. The PIO and the EMD shall conduct disaster educational programs to increase citizen preparedness. Educational programs may include presentations in schools and for community organizations, displays at local public gatherings, community meetings, distribution of educational materials, and other activities. The local media may be willing to assist with such activities and local businesses may be willing to sponsor such events and assist with costs. Educational brochures may also be distributed with regularly scheduled government, utility, or business mailings.

2. The PIO is expected to obtain and maintain materials for disaster-related public education. A wide variety of educational materials dealing with emergency management and disaster preparedness are available. Materials include pamphlets, posters, DVDs, CD-ROMs, and complete training curricula for school children. Many publications are available in ready-to-distribute form or as fact sheets whose content can be incorporated into locally developed materials. Materials available include emergency preparedness information of general interest and specialized preparedness publications for school children, the elderly, and people with various disabilities. Public education materials relating to emergency management are available in a variety of foreign languages.

3. The principal providers of disaster-related educational materials are the Federal Emergency Management Agency (FEMA) and the American Red Cross (ARC). Many agencies and volunteer organizations also published specialized disaster-related educational materials. FEMA publishes a catalog of their publications and both FEMA and the ARC include educational materials on their web sites; see Section XI, References, for their addresses.

D. Training

1. Members of the EPI staff for whom public information is not their primary daily work should attend public information training, preferably training focusing on EPI activities.

2. The FEMA offers PIO training. Local PIO training is periodically made available through the W-S/FC Office of Emergency Management and North Carolina Division of Emergency Management.
I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

This annex outlines Winston-Salem/Forsyth County’s concept of operations and organizational arrangements for transportation of people, supplies, and materials during emergency situations, assigns responsibilities for various transportation tasks, and outlines related administrative requirements.

III. EXPLANATION OF TERMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>IC</td>
<td>Incident Commander</td>
</tr>
<tr>
<td>ICP</td>
<td>Incident Command Post</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>MHE</td>
<td>Materials Handling Equipment</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
<tr>
<td>SOP</td>
<td>Standard Operating Procedures</td>
</tr>
<tr>
<td>W-S DOT</td>
<td>Winston-Salem Department of Transportation</td>
</tr>
<tr>
<td>W-S/FCS</td>
<td>Winston-Salem Forsyth County Schools</td>
</tr>
<tr>
<td>WSTA</td>
<td>Winston-Salem Transit Authority</td>
</tr>
</tbody>
</table>

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. In an emergency situation, people may have to be transported from areas at risk and equipment and supplies may have to be transported to support response and recovery activities. Winston-Salem/Forsyth County has the ultimate responsibility for arranging for or providing the transportation needed to support emergency operations.
2. During emergency situations, it may be necessary to rapidly evacuate school children, hospital patients, nursing home residents, the elderly, those with disabilities, and prisoners from areas at risk.

3. Specialized transportation may be needed to transport some special needs groups, such as medical patients and prisoners.

4. This jurisdiction’s transportation equipment and that of private transportation companies may sustain damage during emergency situations and trained equipment operators may become disaster victims, limiting the means available to transport people and relief equipment and supplies.

5. Transportation infrastructure, such as roads, bridges, and railroads, may sustain damage during emergency situations, making it difficult to use some of the transportation assets that are available.

6. Major emergency situations may disrupt normal transportation systems, leaving many people, such as school children, the elderly, infirm, and those with disabilities, without transportation.

7. Some cargo may require materials handling equipment (MHE) at the on-load point and the delivery point. The availability of such equipment must be considered in transportation planning.

8. Drivers with commercial driver licenses must operate many cargo trucks and buses. In coordinating for use of these resources, it is desirable to arrange not only for the use of vehicles, but also for qualified drivers.

9. Special facilities, such as schools, hospitals, nursing homes, day care facilities, and correctional facilities, are responsible for the welfare and safety of their clients, patients, and inmates. Virtually all such facilities are required to have an emergency plan that includes provision for emergency evacuation. The facility operator is responsible for making arrangements for suitable transportation.

B. Assumptions

1. If people must be evacuated or relocated, the primary mode of transportation for most residents will be personal vehicles. However, transportation must be provided for people who do not have vehicles.

2. During emergency situations, local transportation resources will be utilized and those available pursuant to mutual aid agreements to the extent that they are available.

3. If the commercial transportation providers that this jurisdiction normally deals with are able to provide support in time of an emergency, then the existing contracts will continue during emergency situations.
4 As school buses are a local passenger transportation resource, the Winston-Salem/Forsyth County Schools will respond to requests for transportation assistance from the local government during emergency situations.

5 If transportation services from commercial providers are not possible, this jurisdiction may rent or lease equipment to provide the required transportation.

6 Businesses or individuals may be willing to donate transportation services or loan transportation equipment during emergency situations.

7 WSTA buses will be diverted from their normal routes and schedules as needed to support emergency operations.

V. CONCEPT OF OPERATIONS

A. General

1. Transportation Requirement

   When carrying out emergency transportation activities, immediate needs must be considered first, followed by continuing requirements. Immediate transportation needs normally involve the evacuation of people, including residents of special facilities, from risk areas. Continuing transportation needs typically involve the movement of relief supplies, equipment, and emergency workers during response and recovery operations.

2. Passenger Transportation

   Where possible, emergency passenger transportation requirements will be satisfied with the following resources:

   a. Voluntary use of personal vehicles
   b. WSTA buses/vans
   c. Winston-Salem/Forsyth County-owned vehicles
   d. Winston-Salem/Forsyth County Schools buses
   e. Leased or rented buses
   f. Passenger vehicles provided by other jurisdictions pursuant to mutual aid agreements
   g. Donated transportation equipment or services
3. Cargo Transportation

Where possible, emergency cargo transportation requirements will be satisfied with the following resources:

a. Winston-Salem/Forsyth County -owned vehicles
b. Commercial freight carriers
c. Leased or contract equipment
d. Winston-Salem/Forsyth County Schools cargo vehicles
e. Cargo vehicles provided by other jurisdictions pursuant to mutual aid agreements
f. Donated transportation equipment or services

4. Special Facilities

a. Schools and Day Care Centers
   1) If evacuation of public schools is required, students will normally be transported on school buses.
   2) Private schools and day care centers, including adult day care facilities, typically do not have significant transportation resources and may require government transportation assistance during emergencies. **It is the responsibility of each private facility to plan for and arrange suitable transportation.**

b. Hospitals, Nursing Homes, and Correctional Facilities

   Transportation of many medical patients and prisoners requires specialized transportation and appropriate medical or security support. The facility operator is responsible for making arrangements for suitable transportation and coordinating use of appropriate host facilities. In the case of short-notice or no-notice emergency situations, facilities may be unable to make the required arrangements for transportation, and local government may need to assist.

5. Individuals with Special Needs

   Individuals who are aged, ill, or have disabilities may need special transportation assistance, including boarding assistance and help with their belongings. They may be unable to walk to transportation pickup points for the general public.

6. Requesting Transportation Support

   a. Requests for transportation support may be generated by an Incident Commander (IC) or by departments and agencies that require additional transportation support to carry out the emergency responsibilities assigned in this plan. Requests for
transportation support should be made to the assigned Transportation Officer through the EMD. Requesters must assign a priority to their requests.

b. The assigned Transportation Officer in conjunction with the EMD shall identify appropriate transportation resources to fill such requests, coordinating as necessary with the requester and transportation providers.

7. External Support

If local transportation resources and those available pursuant to mutual aid agreements are insufficient to support emergency requirements, transportation resource support may be requested from the State through the North Carolina Division of Emergency Management.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Appendix 2 to the Basic Plan, shall carry out the function of providing transportation services in emergency situations.

2. The EMD shall provide policy guidance with respect to emergency transportation operations.

3. The assigned Transportation Officer will coordinate emergency transportation operations.

B. Task Assignments

1. Transportation Officer will:

   a. Identify available transportation resources and maintain a transportation resource contact list.

   b. Coordinate with schools, other public agencies, and businesses regarding emergency use of their transportation assets and develop appropriate agreements and procedures for notifying appropriate officials of emergency situations.

   c. Coordinate with commercial transportation providers to establish procedures for providing transportation resources during emergency situations.

   d. Utilizing NIMS coordinate with other emergency services to identify and prioritize requirements for transportation of supplies, equipment, materials, and passengers necessary for response and recovery operations.
e. Coordinate with special facilities to determine their requirements for specialized transportation support during emergencies and the arrangements the facilities have made to provide such support.

f. Coordinate public transportation support for mass evacuations.

g. Coordinate with the local law enforcement agency on evacuation routes and the location of transportation pickup points and staging areas.

h. Coordinate pickup points and times for citizens requiring public transportation with local public transportation authorities.

i. Provide the Public Information Officer timely information on emergency transportation arrangements that can be disseminated to the public.

j. Coordinate with the Shelter Officer for passenger and cargo transportation to support for shelter and mass care operations.

2. All Departments and Agencies having transportation assets will:

a. Provide current information on available transportation equipment to the assigned Transportation Officer for use in compiling a transportation resource list.

b. Provide equipment and personnel to fulfill requirements for emergency transportation of cargo and passengers, upon request of the assigned Transportation Officer and to the extent possible.

3. All Departments and Agencies will:

Forward prioritized emergency transportation requests to the assigned Transportation Officer for action.

4. Law Enforcement will:

a. Assist with determining evacuation routes and provide traffic control for large-scale evacuations.

b. Assist with determining transportation pickup points and staging areas, in conjunction with the assigned Transportation Officer.

5. The Shelter Officer will:

Identify transportation requirements to support for shelter and mass care operations to the assigned Transportation Officer.

6. The Winston-Salem/Forsyth County School System will:

Upon request by the EMD, provide buses and drivers to assist in emergency operations.
7. The WSTA will:

Upon request by the EMD, provide buses/vans and drivers to assist in emergency operations.

----

**VII. DIRECTION AND CONTROL**

**A. General**

1. The EMD will establish priorities for and provide policy guidance for emergency transportation activities.

2. The EMD will provide general direction to the assigned Transportation Officer regarding transportation operations.

3. The assigned Transportation Officer and designated staff will plan, coordinate, and carry out transportation activities in accordance with NIMS.

**B. Continuity of Government**

The line of succession for the W-S DOT is:

1. Director of Transportation
2. Deputy Director of Transportation
3. Traffic Maintenance Supervisor

The line of succession for the W-S/FC Schools Transportation Department is:

1. Operations Manager of Transportation
2. Director of Auxiliary Services
3. Assistant Operations Manager of Transportation

The line of succession for the WSTA is:

1. General Manager
2. Director of Operations
3. Assistant Director of Operations
IX. ADMINISTRATION AND SUPPORT

A. Resources

A list of local transportation resources is maintained in the Winston-Salem/Forsyth County Office of Emergency Management.

B. Maintenance of Records

Records will be maintained on the use of all transportation equipment, whether owned, leased, rented, or borrowed. These records will be used as basis for possible recovery of emergency operations expenses from a responsible party or reimbursement of certain expenses by the state or federal government. The assigned Transportation Officer will retain records of equipment usage until a final decision is made by the EMD concerning claims for cost recovery or reimbursement.

C. Preservation of Records

Vital records should be protected from the effects of disasters to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

D. Training and Exercises

1. Transportation personnel who will staff the incident command post (ICP) or EOC shall receive appropriate training on the operation of those facilities, which should be arranged by the assigned Transportation Officer.

2. Emergency exercises should periodically include a scenario that provides for the demonstration of emergency transportation.

E. External Support

If transportation requirements cannot be satisfied with the resources available locally or through agreements and contracts, assistance may be requested from the North Carolina Division of Emergency Management by the EMD.

X. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to the annex should be forwarded as soon as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.
C. Departments and agencies assigned responsibilities in this annex are responsible for ensuring that their standard operating procedures cover those responsibilities.

XI. REFERENCES


XII. APPENDIX

Appendix 1   Transportation Organization Structure
APPENDIX 1
TRANSPORTATION ORGANIZATION STRUCTURE

Emergency Operations Center

W-S Department of Transportation

--- Coordination

Winston-Salem Transit Authority

W-S/FC Schools Transportation Department
I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

This annex provides information about the communications equipment and capabilities available during emergency operations. The entire communications system is discussed, and procedures for its use are outlined.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
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<tbody>
<tr>
<td>CAD</td>
<td>Computer Aided Dispatch</td>
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<tr>
<td>EAS</td>
<td>Emergency Alert System</td>
</tr>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
</tr>
<tr>
<td>NCEM</td>
<td>North Carolina Division of Emergency Management</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
<tr>
<td>PSAP</td>
<td>Public Safety Answering Point</td>
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<tr>
<td>SOG</td>
<td>Standard Operating Guidelines</td>
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<tr>
<td>SOP</td>
<td>Standard Operating Procedures</td>
</tr>
<tr>
<td>ARES</td>
<td>Amateur Radio Emergency Services</td>
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</tbody>
</table>

B. Definitions

<table>
<thead>
<tr>
<th>Description</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Computer Network</td>
<td>Local, Metropolitan, or Wide Area Networks</td>
</tr>
<tr>
<td>Local Warning Point</td>
<td>Winston-Salem Public Safety Center</td>
</tr>
<tr>
<td>State Warning Point</td>
<td>State EOC</td>
</tr>
</tbody>
</table>
IV. SITUATION AND ASSUMPTIONS

A. Situation

1. As noted in the general situation statement in the basic plan, this jurisdiction is at risk from a number of hazards that could threaten public health and safety and personal and government property. A reliable communications system is essential to obtain information on emergency situations, and to direct and control the resources responding to those situations.

2. The Dispatch/Communications Centers are:
   a. Forsyth County Fire Department
   b. Forsyth County Sheriff’s Office
   c. Kernersville Police Department
   d. Winston-Salem Public Safety Center

B. Assumptions

1. Adequate communications are available for effective and efficient warning, response and recovery operations.

2. Any number of natural or manmade hazards may neutralize communications currently in place for emergency operations.

3. Additional communications equipment required for emergency operations will be made available from businesses, volunteer organizations, and/or other governmental agencies.

V. CONCEPT OF OPERATIONS

A. General

1. Communications play a critical role in emergency operations. Extensive communications networks and facilities are in existence throughout Winston-Salem/Forsyth County. A diagram of the communications organization structure is in Appendix 1. When these capabilities are properly coordinated, response activities become more effective and efficient.

2. The existing communications network consisting of computer, telephone, fax, and radio facilities will serve to perform the initial and basic communications effort for emergency operations.

3. During emergency operations, all Winston-Salem/Forsyth County departments will maintain their existing equipment and procedures for communicating with their field
operations units. They will keep the EOC, if activated, informed of their operations and status at all times.

4. To meet the increased communications needs created by an emergency, various state agencies, amateur radio operators and business/industry/volunteer group radio systems may be asked to supplement communications capabilities.

## VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. General

1. The Public Safety Department Heads will ensure that warning information received at the PSAP (local warning point), is disseminated to Winston-Salem/Forsyth County officials and, where appropriate, to the public. The responsibility of ensuring the communications system is operational and incorporates all available resources rests with the Public Safety Department Heads, who may appoint Communications Coordinators to carry out this task.

### B. Task Assignments

1. Communications Coordinator will:
   
   a. Coordinate common communications procedures.
   
   b. Develop and maintain a communications resource inventory.
   
   c. Ensure a communications capability exists between the Dispatch/Communications Center and the EOC to include coordination with the telephone company for installation of telephone lines into the Dispatch/Communications Center and/or EOC.
   
   d. Ensure back-up communications procedures are in place.
   
   e. Ensure that the local telephone company is forwarded a list of circuit restoration priorities.
   
   f. Ensure procedures are in place for dissemination of information to the EOC.
   
   g. Coordinate the inclusion of business/industry and amateur radio operators into the communications network as needed.
   
   h. Develop a mechanism for the recall of essential personnel.

2. Telecommunicators will be responsible for proper:
   
   a. Use and maintenance of the equipment and for correct dissemination of information.
   
   b. Screening and routing of all incoming telephone calls.
3. Amateur Radio Operators will:
   
a. Provide communications between served organizations, the EOC and shelters, as directed.

VII. DIRECTION AND CONTROL

A. General

The Public Safety Department Heads establishes general policies for emergency communications.

The Communications Coordinator is under the supervision of the Public Safety Department Head and is directly responsible for facilities, equipment, and operation of the Dispatch/Communications Center.

Communications personnel from individual departments and support agencies, while under control of their own department or agency and operating their own equipment, are responsible for knowing and following the procedures outlined in this annex.

During emergency situations involving multiple agencies and/or jurisdictions, the various code systems used for brevity will be discontinued and plain English will be used to insure comprehension in accordance with NIMS.

During emergency situations, communications will be maintained between the Disaster District and the Winston-Salem/Forsyth County EOC.

B. Existing Communications Systems

1. Local Networks
   
a. Forsyth County Fire/EMS
   
b. Forsyth County Sheriff’s Office
   
c. Kernersville Police Department
   
d. Winston-Salem Police/Fire Department

2. Other Networks
   
a. Division of Criminal Information/National Criminal Information Center
b. Business/Industry/Volunteer Group Radio Systems

c. Voice Interoperability Plan for Emergency Response

C. Continuity of Government

Each department or agency with communications responsibilities shall maintain an established a line of succession for communications personnel.

VIII. ADMINISTRATION AND SUPPORT

A. Facilities and Equipment

A complete listing of equipment for each agency is maintained internally.

B. Maintenance of Records

All CAD records generated during an emergency will be collected so a record of events is preserved for use in determining response costs and updating emergency plans and procedures.

C. Preservation of Records

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

D. Communications Protection

1. Radio

   a. Lightning, Wind, and Blast

      1) Standard lightning protection is used including arrestors and the use of emergency power during severe weather.

      2) Damaged equipment can be quickly replaced with spare units.

2. Telephone (Common Carrier)

   a. Overloaded Circuits

   To avoid overloaded circuits during emergencies, citizens will be advised to monitor the Emergency Alert System (EAS) for information and to use telephones only if they have a genuine emergency. If overloaded circuits become a problem, coordinate with the Local Telephone Company(ies) to begin immediate restoration of priority circuits.
E. Security

Measures will be taken to ensure that only authorized personnel will have access to the Dispatch/Communications Center.

F. Training

1. Each organization assigning personnel to the EOC for communications purposes is responsible for making certain those persons are familiar with the agency’s operating procedures/guidelines.

2. The EMD will provide additional training on emergency communications equipment and procedures as necessary for EOC operations.

G. Support

If requirements exceed the capability of local communications resources, the EMD will request support from nearby jurisdictions or state resources from NCEM.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD will be responsible for maintaining this annex. Each agency will develop SOPs that address assigned tasks.

B. This annex will be reviewed annually updated in accordance with the schedule outlined in Section IX of the Basic Plan.

X. REFERENCES


XI. APPENDIX

Appendix 1 Communications Organizational Structure
APPENDIX 1
COMMUNICATIONS ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Communications Director

State Warning Point

Local Warning Point (Emergency Communications Center)

W-S/FC Interagency Communications

ARES

Civil Air Patrol

----- Coordination
I. AUTHORITY

See Basic Plan Section I.

II. PURPOSE

The purpose of this annex is to outline the local organization, operational concepts, responsibilities, and procedures to accomplish coordinated public works and engineering activities during emergency situations.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>C&amp;D</td>
<td>Construction and Demolition</td>
</tr>
<tr>
<td>DOT</td>
<td>Department of Transportation</td>
</tr>
<tr>
<td>DPH</td>
<td>Department of Public Health</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<tr>
<td>IC</td>
<td>Incident Commander</td>
</tr>
<tr>
<td>ICP</td>
<td>Incident Command Post</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>NCEM</td>
<td>North Carolina Division of Emergency Management</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
<tr>
<td>NRCS</td>
<td>National Resource Conservation Services</td>
</tr>
<tr>
<td>SAR</td>
<td>Search and Rescue</td>
</tr>
<tr>
<td>SBA</td>
<td>Small Business Administration</td>
</tr>
<tr>
<td>SOP</td>
<td>Standard Operating Procedures</td>
</tr>
<tr>
<td>TDSR</td>
<td>Temporary Debris Storage and Reduction</td>
</tr>
</tbody>
</table>
B. Definitions

1. Debris Clearance

Clearing roads of debris by pushing debris to the roadside.

2. Debris Disposal

Placing mixed debris and or the residue of debris volume reduction operations into an approved landfill.

3. Debris Removal

Picking up debris and taking it to a temporary storage site for sorting and/or volume reduction or to a permanent disposal site. Debris removal also includes demolishing damaged structures and removing the remains of such structures.

IV. SITUATION AND ASSUMPTIONS

A. Situation

See the general situation statement and hazard summary in Section IV.A of the Basic Plan.

This jurisdiction can expect to experience emergency situations that could threaten public health and safety and private and public property and necessitate the need for emergency public works and engineering services.

B. Assumptions

1. Public Works and Engineering equipment and personnel may be employed prior to a disaster in an attempt to reduce its severity or in the aftermath of a disaster to restore government facilities and infrastructure.

2. Local departments and agencies responsible for the public works and engineering function will not have sufficient resources to cope with a major disaster.

3. Public works and engineering departments and agencies can reasonably be expected to accomplish expedient repair and restoration of essential services and vital facilities, but it will probably be necessary to contract for major reconstruction.

4. Public works and engineering will be able to organize and carry out debris clearance in the aftermath of an emergency, but may require external assistance in debris removal if there are large quantities of debris or if debris includes hazardous materials.
5. Private construction and engineering firms and equipment rental contractors have staff and equipment resources that may be contracted to carry out public works and engineering activities during emergency situations. However, local government may have to compete with businesses and individuals seeking those resources for repairs or rebuilding.

6. Assistance may be available from other jurisdictions through mutual aid agreements, and from the private sector through memorandum of understandings. Some types of emergency situations, including hurricanes, floods, and earthquakes may affect large areas, making it difficult to obtain assistance from usual sources.

7. Damage to infrastructure such as chemical plants, power lines, sewer and water distribution systems, and secondary hazards, such as fires, could result in health and safety hazards that may pose a threat to public works and engineering personnel.

8. Local landfills and waste disposal facilities may be inadequate to deal with large amounts of debris and it may be necessary to use alternate methods and facilities for disposal (See Appendix 2).

V. CONCEPT OF OPERATIONS

A. General

The general public works and engineering tasks to be performed during emergency situations include:

1. For slowly developing emergency situations, take actions to protect government facilities, equipment and supplies prior to the onset of hazardous conditions.

2. Provide heavy equipment support for search and rescue operations.

3. Survey damage to public facilities, roads, bridges, and other infrastructure.

4. Inspect damaged structures.

5. Clear debris from streets and roads and make repairs to reopen transportation arteries.

6. Make expedient repairs to essential public facilities to restore them to operation or protect them from further damage.

7. Remove debris from public property and manage disposal of debris from public and private property.

8. Assist in controlling public access to hazardous areas.
B. Protecting Resources and Preserving Capabilities

1. For slowly developing emergency situations, it may be possible to employ public works and engineering resources to protect government facilities and equipment and essential utilities and thus prevent or reduce damage. Protective actions may include sandbagging, building protective levees, ditching, installing protective window coverings, or removing vital equipment. Public works and engineering elements are expected to identify buildings and other infrastructure that would benefit from protection and, in coordination with the departments or agencies that occupy those facilities, carry out such protective actions.

2. If time permits, public works and engineering elements are also expected to take action in advance of an emergency situation to preserve response and recovery capabilities by protecting vital equipment and supplies, either in place or by temporarily evacuating it to safer locations. It is desirable that agreements with other jurisdictions to host local resources at risk be developed in advance of an emergency.

C. Search and Rescue (SAR) Support

Public works and engineering crews may be required to provide heavy equipment support for search and rescue operations, particularly support for search operations in collapsed buildings.

D. Damage Assessment

1. As the primary local government expertise in construction and maintenance of buildings and other infrastructure resides with public works and engineering departments and agencies, public works and engineering personnel may be called upon to assist local teams with preliminary assessments of damage to public buildings, homes, businesses, roads, bridges, and other infrastructure.

2. Public works and engineering personnel shall inspect damaged structures. The purpose of such inspections is to identify unsafe structures and post signs and, if necessary, take other actions to restrict entry to and occupancy of such structures.

3. Damaged buildings that pose an immediate threat to public health and safety should be demolished. Forsyth County Code 7-68 provides for expedited demolition of structures that pose a threat to public health during emergency situations.

E. Debris Clearance and Removal

Refer to the Forsyth County Disaster Debris Management Plan (Appendix 2).
F. Temporary Repairs and Restoration

1. The public works and engineering staff is expected to make timely temporary repairs to government-owned buildings and other infrastructure that is essential for emergency response and recovery and take action to protect all government buildings and their contents from further damage until they can be repaired. To protect some equipment and records, it may be necessary to relocate them from damaged structures. Personnel should coordinate with building occupants to determine which areas and equipment have the highest priority for protection.

2. Hazardous situations may result in damage to computers which hold vital government records as well as to hard copy records, such as building plans, legal documents, tax records, and other documents. When computers or paper records are damaged, it is essential to obtain professional technical assistance to restore them as soon as possible.

3. It is generally infeasible to restore buildings that have suffered major damage during the emergency response. Major repairs will normally have to be postponed until recovery operations commence; such repairs will typically be contracted.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The function of public works and engineering during emergency situations shall be carried out in the framework of the normal emergency organization described in Section VI.A of the Basic Plan. Preplanning for emergency public works and engineering tasks shall be conducted to ensure that staff and procedures needed to manage resources in an emergency situation are in place.

2. The Director of Public Works/General Services shall serve as the Public Works Officer during emergencies. The Public Works Officer is assigned primary responsibility for planning, organizing, and carrying out, with the support of those departments and agencies described below, the public works and engineering tasks outlined in this annex during emergencies.

B. Assignment of Responsibilities

1. The Director of Public Works/General Services serves as the Public Works Officer during emergencies and will:

   a. Coordinate certain pre-emergency programs to reduce the vulnerability of local facilities and other infrastructure to known hazards. See the Winston-Salem/Forsyth County Hazard Mitigation Plan.

   b. Manage the public works and engineering function during emergency situations, utilizing NIMS.
c. Oversee the repair and restoration of key facilities and systems and removal of debris in the aftermath of an emergency.

d. Develop procedures for coordinating the efforts of the various local departments and agencies that perform the public works or engineering functions and arrange for appropriate emergency training for local personnel.

e. Identify contractors who can provide heavy and specialized equipment support during emergencies and individuals and businesses that may be willing to lend equipment to local government during emergencies.

f. Assist the Resource Manager in maintaining a current list of public works and engineering resources. See Logistics Management Support Annex.

2. The Public Works Department/General Services will:

a. Carry out pre-disaster protective actions for impending hazards, including identifying possible facilities for debris storage and reduction (ref. Disaster Debris Management Plan).

b. As needed, assist in conducting damage assessments in the aftermath of disaster.

c. Repair damaged government facilities and/or protect such facilities from further damage.

d. Carry out debris clearance and removal.

e. With the assistance of a Legal Officer, negotiate mutual aid agreements for public works and engineering support.

f. Maintain reasonable stockpiles of emergency road repair materials.

g. Make emergency repairs to local jurisdiction roads, bridges, culverts, and drainage systems.

h. Supervise debris clearance from the public right-of-way and support debris removal operations.

i. Emplace barricades where needed for safety and security.

j. Provide personnel and equipment to aid in SAR operations as needed.

k. Provide heavy equipment support for protective actions taken prior to an emergency and for response and recovery operations.

l. Assist in repairs to government-owned utilities and drainage systems.
3. The Winston-Salem/Kernersville or Private Engineer will:
   a. Provide engineering services and advice to the Incident Commander (IC) and EOC staff.
   b. As needed, assist in conducting damage assessments in the aftermath of an emergency.
   c. Safeguard vital engineering records.
4. The Sanitation Department or Private Contractors will:
   a. Collect and properly dispose of refuse.
   b. Support emergency public works and engineering operations with available resources.
5. The Inspection Department will:
   a. Conduct damage assessment operations.
   b. Determine if access to damaged structures should be restricted or if they should be condemned and demolished.
   c. Inspect expedient shelter and mass care facilities for safety.
6. Parks and Recreation Department will:
   a. Assess damage to parks and recreation facilities and assist in assessing damage to other facilities.
   b. Provide personnel and light equipment support for public works and engineering operations.

VII. DIRECTION AND CONTROL

A. The EMD shall provide general guidance on the management of public works and engineering activities during emergencies and shall be responsible for approving any request for state or federal resources.

B. The IC will manage public works and engineering resources committed to an incident. If the EOC has not been activated, the IC may request additional resources from local departments and agencies and may request those local officials authorized to activate mutual aid agreements or emergency response contracts to do so to obtain additional resources.

C. When the EOC is activated, the Public Works Officer will manage the emergency public works and engineering function from the EOC. The IC shall direct resources committed to
the incident site and coordinate through the Public Works Officer to obtain additional resources. The Public Works Officer shall manage resources not committed to the incident site and coordinate the provision of additional resources from external sources.

D. The Public Works Officer will respond to mission priorities established by the IC or the EMD, direct the various departments and agencies with public works and engineering resources to accomplish specific tasks, and coordinate the efforts of those departments and agencies in order to achieve overall objectives.

E. The Public Works Officer will identify public and private sources from which needed resources can be obtained during an emergency and coordinate with the Resource Manager to originate emergency procurements or to obtain such resources by lease, rental, borrowing, donation, or other means.

F. In the aftermath of a major emergency or disaster which produces substantial debris that will take a lengthy period to remove, it may be necessary to establish a Debris Removal Task Force that continues in operation after the EOC is deactivated to manage debris removal and disposal.

G. Normal supervisors of public works and engineering personnel participating in emergency operations will exercise their usual supervisory responsibilities over such personnel. Organized crews from other jurisdictions responding pursuant to mutual aid agreements will normally operate under the direct supervision of their own supervisors.

H. Continuity of Government

Each department or agency with public works and engineering responsibilities shall establish a line of succession for public works and engineering personnel.

VIII. ADMINISTRATION AND SUPPORT

A. Resource Support


2. Should our local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, other agencies, and industry in accordance with existing mutual-aid agreements and contracts.

3. If the public works and engineering resources available locally, from other jurisdictions, and from businesses pursuant to contracts are insufficient to deal the emergency situation, assistance may be requested from the State. The EMD must approve requests for state aid, which should be forwarded to the NCEM. Cities must request resource support from their county before requesting assistance from the State.
B. Resource Readiness

1. During periods of increased readiness, work should be undertaken to keep operational equipment at full readiness (full on-board equipment and fuel) and restore equipment out-of-service due to minor problems to operating condition.

2. To the extent possible, shortages in stocks of emergency supplies should be filled during periods of increased readiness. It is desirable to have sufficient supplies to sustain emergency operations without assistance for at least two days.

C. Key Facilities

The EOC shall determine the specific priority for public works and engineering work on key local facilities in the aftermath of an emergency.

D. Reporting

In addition to reports that may be required by their parent organization, public works and engineering departments and agencies participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

E. Records

Expenses incurred in carrying out emergency response and recovery operations for certain hazards may be recoverable from the responsible party or, in the event a Presidential disaster declaration is issued, partially reimbursed by the federal government. Hence, all public works and engineering elements will maintain records of labor, materials, and equipment used and goods and services contracted for during large-scale emergency operations.

F. Post Incident Review

For large-scale emergency operations, the EMD shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Public works and engineering personnel who participated in the operations should participate in the review.
IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex with the support from organizations specified in Section VI.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies tasked in this annex will develop and maintain SOPs that address assigned tasks.

X. REFERENCES


XI. APPENDICES

Appendix 1 Public Works & Engineering Organization Structure
Appendix 2 Disaster Debris Management Plan for Forsyth County
APPENDIX 1
PUBLIC WORKS AND ENGINEERING COMMUNICATIONS NETWORK

- Emergency Operations Center
  - NC Department Of Transportation
  - Public Works/General Services Directors
    - Private Sector Utility Companies
    - Public Works Departments
    - Engineering Department

- Coordination
APPENDIX 2
DISASTER DEBRIS MANAGEMENT PLAN FOR FORSYTH COUNTY

Disaster Debris Management Plan for Forsyth County for Compliance with N.C. General Statute 130A-309.09A(b)(5)(h)

This plan outlines the general strategy used to dispose of disaster debris generated in Forsyth County. The nature of disasters prohibits detailed planning; therefore, this plan is general. Based on historical storm events in the Piedmont (i.e. Hugo in Charlotte, tornados in Clemmons and Winston-Salem, high wind storm in Greensboro), the predominant type of disaster debris is vegetative material. Therefore, this plan will outline the process for disposing of vegetative storm debris.

The existing waste-management infrastructure will be adequate to provide disposal for construction and demolition debris generated in a natural disaster. However, additional staging areas may be required for vegetative debris. The plan which follows is only intended to comply with North Carolina Solid Waste Section policies requiring local governments to plan for disposal of disaster debris. Disposal capacity in this plan refers to the temporary staging of the debris in order to re-establish safe roadway transportation and infrastructure following a natural disaster. Local governments and municipalities are responsible for debris removal and transport to the staging areas. All local government entities will work in conjunction to identify and pay for the end uses of the disaster debris in order to properly close the temporary vegetative staging areas.

The basic disposal strategy consists of staging the vegetative debris at temporary sites until the material can be chipped by a mobile grinder or until the material can be transported to the dedicated chipper facility. Presently, ground vegetative debris can be used as mulch in the extensive roadway-appearance projects located throughout the county. This plan will explain how to identify satellite staging areas for vegetative debris and identify some potential temporary sites distributed throughout the county. Detailed plans for response to disasters have been prepared by individual local governments. The City of Winston-Salem, the Village of Clemmons, the Town of Rural Hall, and the Town of Kernersville have all prepared detailed plans for responding to emergencies associated with natural disasters. Furthermore, a Forsyth County emergency management mutual-aid agreement has been prepared that includes all the incorporated towns and the county. Also, a state mutual aid agreement exists and can be utilized should the need arise. Therefore, details concerning first response, transportation, tree removal, and staffing during an emergency are NOT addressed in this plan.

The North Carolina Solid Waste Section has formulated explicit guidelines for siting vegetative-debris staging areas. These guidelines will be followed when establishing a temporary vegetative site. The guidelines are attached to this plan. Several sites that are currently controlled by the City of Winston-Salem/Forsyth County Utility Commission can be used as a temporary vegetative staging area. The Reynolds Pak Leaf Compost Facility could be used in an emergency to stage vegetative debris. There are approximately ten acres of open field in this area which could serve the eastern area of the city. In an emergency the old borrow pit of the Hanes Mill Landfill could be used as a temporary vegetative staging site that could serve the northern portion of the county. The Village of Clemmons could provide a temporary vegetative staging area in the approximately three-acre clearing behind the Village Public Works facility.
that could serve the Clemmons area and the southwestern area of the county. The existing chipper site located on Overdale Road can stage approximately 50,000 yards of material. This facility could serve the southeastern portion of the county. The city has a notified yard-waste collection area located on Shorefair Drive which could serve as an ideal emergency, temporary vegetative-staging area that would effectively serve the western portion of the city. The Town of Kernersville has identified multiple vacant parcels of land that comply with the siting requirements for temporary vegetative debris sites. In an emergency this list of possible sites will be accessed and arrangements made to approve these sites. These sites can be used to serve the Kernersville area in the event of a disaster.

This plan was developed by the staff of the City of Winston-Salem/Forsyth County Utility Commission. In 2001, the Forsyth County Emergency Management staff organized two disaster debris planning meetings with representatives from the county and all the incorporated towns within the county. Each municipality has a procedure in place for response to an emergency situation that includes removal of storm debris. If temporary vegetative-staging sites are required, then personnel from all the local governments are aware of the approval process by the N.C. Solid Waste Section necessary before the sites can be used.
I. AUTHORITY

See Basic Plan, Section 1.

II. PURPOSE

The purpose of this annex is to outline operational concepts and organizational arrangements for firefighting during emergency situations in this jurisdiction. In addition to firefighting, the fire service has the responsibility for rescue and hazardous materials response operations as addressed in Search and Rescue and Hazardous Materials Response Annexes, respectively.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>CBRNE</td>
<td>Chemical Biological Radiological Nuclear &amp; Explosives</td>
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<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
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<tr>
<td>FS</td>
<td>Forest Service</td>
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<tr>
<td>Hazmat</td>
<td>Hazardous Materials</td>
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<td>IC</td>
<td>Incident Commander</td>
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<td>ICP</td>
<td>Incident Command Post</td>
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<td>Incident Command System</td>
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<td>NCEM</td>
<td>North Carolina Division of Emergency Management</td>
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<td>NIMS</td>
<td>National Incident Management System</td>
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<tr>
<td>SOG</td>
<td>Standard Operating Guidelines</td>
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<tr>
<td>VFD</td>
<td>Volunteer Fire Department</td>
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</tbody>
</table>
IV. SITUATION AND ASSUMPTIONS

A. Situation

1. Winston-Salem/Forsyth County depends on municipal fire departments and volunteer fire departments for fire protection.

2. The challenges of fire prevention and control are exacerbated when other emergency situations occur simultaneously or have already impacted the local area.

3. Uncontrolled fires may reach such proportions as to become a major emergency situation. If not promptly controlled, even small fires can threaten lives and cause significant destruction of property and the environment.

4. Fire service resources may be needed for response to some natural or man-made hazard emergencies, such as flash flooding or hazardous materials incident.

5. Some fire scenes may present problems that require a response by law enforcement, public works, utilities, public health authorities, and environmental protection agencies and thus, effective interagency coordination using Unified Command under ICS.

6. Large-scale emergencies, disasters, and acts of terrorism may adversely impact firefighting personnel, equipment, and facilities as well as communications systems.

B. Assumptions

1. During emergency situations, this jurisdiction’s own firefighting resources will be utilized, as well as, those available pursuant to local mutual aid agreements to the extent that they are available.

2. If this jurisdiction’s resources and those obtained pursuant to local mutual aid agreements are insufficient and additional support is required, assistance from the North Carolina Division of Emergency Management (NCEM) will be requested.

3. During major emergency situations, firefighting resources (including personnel) may be damaged and specialized supplies depleted.

V. CONCEPT OF OPERATIONS

A. General

1. The fire service has the primary responsibility of protecting the community from the hazards of fires and also has primary responsibility for dealing with hazmat incidents. This jurisdiction’s firefighting resources include:

   a. The Fire Departments of Forsyth County.
b. The Forsyth County Fire Department.

c. The Kernersville Fire Department.

d. The Winston-Salem Fire Department.

2. The responsibilities of the fire service in emergency situations are basically the same as in daily operations. These responsibilities include fire control and hazmat response operations. The fire service also has responsibility for all rescue operations. During emergency situations, fire services may also be called on to undertake a number of other tasks that are not performed on regular basis. Such tasks may include, but are not limited to providing fire protection for temporary shelters and assisting law enforcement personnel in route alerting or door-to-door warning for those who cannot be reached by primary warning systems.

B. Implementation of an Incident Command Post (ICP)

The first firefighter on the scene of an emergency situation should initiate the ICS and establish an ICP. As other responders arrive, the individual most qualified to deal with the specific situation present should serve as the IC. For fire, and hazmat, the senior firefighter will generally assume the role of IC. The Incident Commander (IC) will direct and control responding resources and designate emergency operating areas.

C. Protective Action Recommendations

As fire service personnel are generally the most knowledgeable of the threat posed by fire, and other hazardous materials, they are generally responsible for assessing the threat posed by those hazards and recommending appropriate protective actions for emergency responders to the IC, including requirements for personal protective equipment. Fire service personnel are also responsible for recommending appropriate protective actions for the public in the vicinity of the incidents involving those threats.

D. Evacuation Operations

1. During the response to a fire, hazmat incident, or other emergency the IC may determine that expedient evacuation is necessary to protect people at the incident site and in the immediate vicinity. Fire service personnel and other emergency responders at the incident site will normally warn affected residents and direct their evacuation.

2. For major emergencies and disasters, significant evacuation may be necessary. During such evacuations, fire service may be tasked to:

   a. Assist in alerting those in the affected area who have not been warned by other means.

   b. Assist in evacuating individuals who require assistance.
E. Terrorist Incident Response

1. Law enforcement agencies generally have the lead in terrorism incident management activities. The fire service will provide support as requested. Refer to the Terrorist Incident Annex for more information on the response to terrorist threats and activities.

2. The Fire Service may have the lead local role in incident management for terrorist incidents involving CBRNE. During consequence management, response and recovery operations must be coordinated with law enforcement authorities conducting crisis management operations. Refer to the Terrorist Incident Annex Section V.B.2, for further information on consequence management.

F. Requesting External Assistance

1. If local fire resources are inadequate to deal with an emergency situation, fire resources covered by local mutual aid agreements to which local fire departments are a part may be requested by the IC or other individuals who are specifically authorized to do so. The IC may also request assistance from industries and businesses with firefighting resources that have agreed to assist during emergencies.

2. If the foregoing resources are inadequate to deal with an emergency situation, the EMD may request firefighting assistance from the state as requested through the NCEM.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 2 of the Basic Plan, shall coordinate firefighting efforts conducted as part of emergency operations. Most fires can be handled by fire personnel, with limited support from one or two other emergency services, operating under Unified Command. For major emergencies and disasters, which may involve significant fires and other hazards occurring simultaneously and require commitment of all emergency services and external assistance, the Emergency Operations Center (EOC) will normally be activated.

2. The IC shall serve as the Chief Fire Officer and coordinate emergency firefighting operations. A fire officer shall normally serve as the IC for the response to fires and hazmat incidents.

3. The Fire Administrator, in conjunction with North Carolina Division of Forest Resources may restrict outdoor burning if drought conditions have been determined to exist.
B. Task Assignments

1. The City/County Fire Departments will:
   a. Coordinate all fire services activities.
   b. Provide fire control and protection.
   c. Provide basic emergency medical treatment.
   d. Provide support for shelter/mass care operations (see Mass Care, Housing, & Human Services Annex).
   e. Provide assistance during evacuations.
   g. Enforce fire codes.
   h. Prepare and execute local mutual aid agreements.
   i. Provide support for other public safety operations, as necessary.
   j. Conduct search and rescue operations (see Search and Rescue Annex).
   k. Provide qualified individuals to staff the EOC and ICPs when they are activated/established.

2. The IC will:
   a. Establish an ICP and control and direct emergency response resources.
   b. Assess the incident, request any additional resources needed, and provide periodic updates to the EOC, if activated.
   c. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
   d. Establish a specific division of responsibilities between the incident command operation and the EOC, if activated.

3. Law Enforcement will:

   Upon request of the IC, provide security, control access to and control traffic around incident sites.
4. The Public Works Partnership will:

Upon request of the IC, provide heavy equipment support for fire control and rescue operations.

5. The North Carolina Division of Forest Service will:

a. Be responsible for preventing and fighting forest and wild land fires.

b. Provide support for local fire control operations, upon request from the IC or EMD.

VII. DIRECTION AND CONTROL

A. General

1. For all emergency situations, an IC will establish an ICP and direct and control fire service operations at the scene from that ICP utilizing NIMS. All fire service and other resources will carry out missions assigned by the IC. The IC will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the IC. Hence, for incidents that primarily involve a fire service matter, the senior fire service officer present will typically serve as the IC.

2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (a) a hazard threatens, but has not yet impacted the local area (such as the predicted landfall of a hurricane), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a senior fire service officer will normally report to the EOC to coordinate any response by fire service personnel.

3. External response agencies are expected to conform to the general guidance provided by the senior decision-makers and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.

B. Incident Command System (ICS)—Emergency Operations Center (EOC) Interface

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities to ensure proper response to the incident without duplication of efforts. A general division of responsibilities between the ICP and the EOC that can be used as a basis for more specific agreement is provided in Section V of Direction and Control Annex.

C. Continuity of Government

Each department or agency with communications responsibilities shall establish a line of succession for communications personnel.
VIII. ADMINISTRATION AND SUPPORT

A. Reporting

In addition to reports that may be required by their parent organization, fire service departments participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

B. Records

1. Activity Logs

The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operation. See Section VIII.B of the Direction and Control Annex for more information on the types of information that should be recorded in activity logs.

2. Documentation of Costs

Expenses incurred in carrying out emergency response operations for certain hazards, such as hazmat incidents may be recoverable from the responsible party. Hence, all fire service elements will maintain records of personnel and equipment used and supplies consumed during large-scale emergency operations.

C. Preservation of Records

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

D. Post Incident Review

For large-scale emergency operations, the EMD shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Fire service personnel who participated in the operations should participate in the review.
IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining standard operating procedures covering those responsibilities.

X. REFERENCES


XI. APPENDICES

Appendix 1 Fire Services Organization Structure
Appendix 2 Forsyth County Fire Districts Map
APPENDIX 1
FIRE SERVICES ORGANIZATION STRUCTURE

Emergency Operations Center

Fire Chief/
Fire Administrator

NC Division of
Forest Service

Winston-Salem
Rescue Squad

Mutual Aid
Fire Departments

----- Coordination
I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to define the organization, operational concepts, responsibilities, and procedures to accomplish emergency law enforcement requirements. This annex is applicable to all agencies, organizations and personnel assigned law enforcement functional responsibilities.

III. EXPLANATION OF TERMS

A. Acronyms

- EMD: Emergency Management Director
- EMS: Emergency Medical Services
- EOC: Emergency Operations Center
- Hazmat: Hazardous Materials
- IC: Incident Commander
- ICP: Incident Command Post
- ICS: Incident Command System
- NIMS: National Incident Management System
- PIO: Public Information Officer
- SOG: Standard Operating Guidelines
- SOP: Standard Operating Procedures

B. Definitions

1. Anti-terrorism Activities

   Use of defensive methods, including intelligence collection, investigation, passive protection of facilities, implementation of physical and personnel security programs, and emergency planning, to combat terrorism.
2. Hazardous materials (hazmat)

A substance in a quantity or form posing an unreasonable risk to health, safety and/or property when manufactured, stored, or transported in commerce. A substance which by its nature, containment, and reactivity has the capability for inflicting harm during an accidental occurrence, characterized as being toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer and thereby posing a threat to health and the environment when improperly managed.

3. Terrorist Incident

A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

### IV. SITUATION AND ASSUMPTIONS

#### A. Situation

1. Law enforcement agencies are expected to continue their efforts to protect lives and property during emergency situations.

2. During large-scale emergencies and major disasters, law enforcement agencies may be required to expand their operations and undertake certain tasks that are not performed on a day-to-day basis.

3. Large-scale emergencies and acts of terrorism may adversely impact law enforcement personnel, equipment, and facilities.

#### B. Assumptions

1. During large-scale emergency situations, some normal law enforcement activities may be temporarily reduced in order to provide resources to respond to the emergency situation.

2. During large-scale evacuations, law enforcement support may be needed to control traffic. In the aftermath of an evacuation, security must be provided for areas that have been evacuated to protect property and deter theft.

3. In the aftermath of a disaster, it may be necessary to control access to damaged areas to protect public health and safety and deter theft.

4. If there is a threat of terrorism or civil disturbance, key local facilities that house government operations or provide essential services to the public may require protection.
V. CONCEPT OF OPERATIONS

A. General

1. Local law enforcement agencies have the primary responsibility for enforcing laws and protecting lives and property during emergencies. This jurisdiction’s law enforcement resources include:

   a. The Forsyth County Sheriff’s Office.

   b. The Winston-Salem Police Department.

   c. The Kernersville Police Department.

   d. The college campus police departments, who may, when requested by the Sheriff/Municipal Police Chiefs, augment local law enforcement agencies during major emergencies. College campus police departments in Forsyth County include:

      1) Salem College

      2) University of North Carolina School of the Arts

      3) Wake Forest University

      4) Winston-Salem State University

2. Many of the tasks required of law enforcement during emergency operations are simply an expansion of normal daily responsibilities. These responsibilities include enforcing laws, maintaining order, traffic control, and crowd control. During emergency situations, law enforcement may be called on to undertake a number of tasks not typically performed on a daily basis, including protecting key facilities, enforcing curfews and restrictions on the sales of certain products, and controlling access to damaged areas.

B. Law Enforcement

1. Law enforcement personnel are expected to enforce the laws and regulations during emergency situations in the same way that they do on a daily basis.

2. During emergency situations, particularly major disasters, some disaster-related laws and regulations may be put into effect for a limited period; these must also be enforced by local law enforcement agencies. When a disaster threatens or has occurred, the Chair of County Commissioners/Municipal Mayors may issue a disaster declaration. The Chair of County Commissioners/Municipal Mayors may then issue an order to enact an emergency proclamation/declaration and/or putting into effect temporary emergency regulations.
C. Evacuation Operations

1. This jurisdiction has no mandatory evacuation law. Hence, local officials may only recommend evacuation of a threatened area, not mandate it. Law enforcement agencies have the lead role in planning and conducting evacuations (see Evacuation Annex).

2. Evacuation may be expedient or preplanned.

   a. Expedient Evacuation

       Expedient evacuations are evacuations that must be conducted with little notice, frequently in response to a request from the Incident Commander (IC) at the scene.

   b. Preplanned Evacuation

       For known risk areas, evacuation preplanning will be conducted and primary and alternate evacuation routes identified as part of this plan. Such evacuation preplanning should involve the emergency management staff and other emergency services. Known hazardous materials risk areas and the evacuation routes from those areas shall be described in the Hazardous Materials Response Annex.

3. During evacuations, law enforcement will:

   a. Determine, in conjunction with State/Local DOT/Public Works, preferred evacuation routes, based on the status of preplanned primary and alternate routes and the current situation

   b. Provide information on evacuation routes to the Public Information Officer (PIO) for dissemination to the public through the media.

   c. Alert those in the affected area who have not been warned by other means.

   d. Deploy units to direct and control traffic.

   e. If the evacuation of correctional facilities becomes necessary, provide security support for such operations.

   f. If time permits, alter traffic signal timing and request that State/Local DOT/Public Works deploy signs and other traffic control devices to expedite the flow of traffic.

   g. Notify adjacent jurisdictions that may be affected by the evacuation, preferably before the evacuation commences.

   h. Monitor traffic flow and resolve problems; report evacuation progress to the Emergency Operations Center (EOC).
D. Warning

1. The Winston-Salem Public Safety Communications Center has primary responsibility for the warning function and operates the local warning system. See the Warning Annex for further information on this emergency function.

2. Law enforcement agencies and other emergency services may be required to disseminate emergency warnings to the public who cannot be reached by primary warning systems, such as Reverse 9-1-1 and the Emergency Alert System. In most areas, law enforcement units and other vehicles equipped with sirens and public address systems can be used for route alerting. In some areas, such as large office or residential buildings, door-to-door warning may be necessary.

E. Area Security and Incident Scene Control

1. Incident Scene Control

Utilizing NIMS, in response to a request from the IC, the law enforcement agency with jurisdiction will provide traffic control and perimeter control at incident scenes, including hazmat spills, major fires and explosions, and other types of incidents.

2. Security for Evacuated Areas

In an evacuation, the security of evacuated areas is extremely important. Those who have evacuated may not do so in the future if their property has been damaged or stolen during their absence. Experience has shown that law enforcement agencies must provide security in evacuated areas to minimize looting. Access to such areas will be controlled by roadblocks and, where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot.

3. Access Control and Security for Damaged Areas

In areas that have suffered damage, access must be controlled to protect health and safety, as well as to protect property. When a local disaster declaration has been issued, law enforcement may take action to control re-entry into a stricken area and the movement of people and occupancy of buildings within a disaster area. Law enforcement agencies will control access to such areas with roadblocks and, where appropriate, barricades. Access controls should be supplemented by periodic roving patrols, particularly within areas that are readily accessible by persons on foot. Re-entry to damaged areas will generally be conducted in the three phases outlined below:

a. Phase One – Emergency Workers

Admit law enforcement, fire, EMS, utility crews, emergency management personnel, building inspectors, limited media pool, and local, state and federal response agencies.
b. Phase Two – Concerned Parties

Admit homeowners, business owners, insurance agents, limited media pool, and contractors making temporary repairs. The following conditions should prevail before these individuals are authorized to enter the damaged area:

1) The threat that caused the evacuation has been resolved.

2) Sufficient debris has been removed to permit travel and roads and bridges are safe to use.

3) Downed power lines have been removed; ruptured gas, water, and sewer lines have been repaired or rendered safe; and other significant safety hazards have been eliminated.

4) Structures have been inspected and those unsafe to enter are so marked.

5) Some means of fire protection is available.

c. Phase Three – General Public

4. Guidance for Personnel Staffing Access Control Points

a. To ensure consistent treatment, personnel staffing access control points shall be provided with clear written guidance on who may be admitted to damage areas in each phase or reentry. This guidance should be formulated by the law enforcement staff and coordinated by the EMD.

b. A pass or permit system may be implemented to simplify regular ingress and egress. If a pass or permit system is used, passes or permits and appropriate written instructions for their use should be developed by the law enforcement staff, coordinated by the EMD. Copies should be provided to all personnel staffing access control points. Common sense suggests that identification cards issued by government, utilities, insurance companies, and the media to their employees be honored as passes or permits for those individuals, unless questions arise regarding their authenticity.

F. Security of Key Facilities/Infrastructure

There are a number of public and private facilities that must remain in operation during and after an emergency situation to provide essential services to the public. These include selected government direction and control facilities, operating locations for emergency response units, utilities, medical facilities, food suppliers, and key communications services. When there is a credible threat to these facilities that threatens to disrupt continuity of government or provision of essential services to the public, law enforcement may be requested to provide or assist with security for these key facilities/infrastructure.
G. Terrorism Incident Response

1. Law enforcement agencies have the lead in terrorism incident activities. Pre-incident activities include efforts to define the threat, identify terrorists, and prevent terrorist acts. Post incident crisis management activities include efforts to resolve the terrorist incident, investigate it, and apprehend those responsible. The Sheriff/Municipal Police Chiefs have the lead local role in terrorism incidents and will coordinate its efforts with state and federal law enforcement agencies as appropriate. Refer to the Terrorist Incident Annex for more information on the response to terrorist threats and activities.

2. Incident management activities undertaken to deal with effects of a terrorist incident are conducted in essentially the same manner as the response and recovery operations for other emergencies or disasters. Post-incident management activities, such as investigation, evidence gathering, and pursuit of suspects, may continue during incident management. The lead agencies for incident management should mutually determine when incident management activities are complete. The lead role in terrorism incident management may be assigned to one of several local departments or agencies, depending on the type of incident that has occurred. Law enforcement agencies will typically play a significant supporting role in the conduct of incident management activities.

H. Disaster Reconnaissance

In the immediate aftermath of an emergency situation, the IC or the EOC staff may request law enforcement units to conduct reconnaissance to identify specified areas affected and provide an initial estimate of damages. Timely initial disaster reconnaissance, also referred to as a windshield survey, is important in deciding what assistance is needed immediately and where limited resources should be initially committed.

I. External Assistance

If local law enforcement resources and those available through mutual aid agreements are insufficient to deal with an emergency situation, local officials may request support from the State using the procedures outlined in Section V of the Basic Plan. Cities must seek assistance from their county before requesting resources assistance from the State.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 2 to the Basic Plan, will plan and carry out law enforcement operations.
B. Task Assignments

1. Sheriff/Municipal Police Chiefs will:
   a. Prepare law enforcement inter-local agreements.
   b. Maintain law and order during emergency situations.
   c. Assist with planning, directing, and controlling evacuations.
   d. Provide security for key facilities.
   e. Protect property in evacuated areas.
   f. Provide access control to damaged areas.
   g. Carry out traffic control when and where needed.
   h. Provide crowd control when needed.
   i. Conduct counter-terrorism and anti-terrorist operations.
   j. Support search and rescue operations (see ESF 9).
   k. Assist in Hazmat incidents (See ESF 10).
   l. Provide security for shelter and mass care operations (See ESF 6).
   m. If necessary, evacuate prisoners from the jail to another suitable facility.
   n. Provide qualified individuals to staff the EOC and ICPs when those facilities are activated/established.
   o. Support other emergency functions as necessary.

2. College campus police departments will:
   Upon request of the Sheriff/Municipal Police Chiefs, augment the local law enforcement agencies during major emergencies.

3. The IC will:
   a. Utilizing NIMS, establish an ICP and control and direct emergency response resources at the incident scene from that ICP to resolve the incident.
   b. Provide an initial incident assessment, requests additional resources if needed, and provides periodic updates to the EOC.
c. Establish a specific division of responsibilities between the incident command operation and the EOC, if the EOC has been activated.

d. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.

4. State/Local DOT/Public Works will:

a. Upon request, place traffic control devices to facilitate evacuation travel.

b. Assist in keeping evacuation routes open and clear.

c. Upon request, provide barricades and barriers to restrict entry to evacuated and damaged areas.

5. County/Municipal Attorneys will:

Upon request, advise law enforcement agencies regarding the emergency powers of local government and their potential impact on law enforcement requirements during emergency situations.

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VII. DIRECTION AND CONTROL

A. General

1. For most emergency situations, an IC will establish an ICP at the scene and direct and control emergency operations at incident site from that command post; law enforcement and other resources committed to the incident will carry out missions assigned by the IC. The IC will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the IC.

2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (a) a hazard threatens, but has not yet impacted the local area (such as a predicted flood), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a senior law enforcement officer will normally direct the combined efforts of local law enforcement agencies from the EOC, receiving general guidance from the EMD, and coordinating as necessary with the law enforcement agencies concerned and other emergency functions.

External response agencies are expected to conform to the general guidance provided by the senior decision-makers and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.
B. Incident Command System (ICS)—Emergency Operations Center (EOC) Interface

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities for emergency response activities to avoid duplication of effort and conflicting guidance and direction. The EOC and the ICP must maintain a regular two-way information flow.

C. Continuity of Government

1. The line of succession for the Forsyth County Sheriff’s Office:
   a. Sheriff
   b. Chief Deputy
   c. Major of Field Services Bureau
   d. Major of Detention Services

2. The line of succession for the Winston-Salem Police Department:
   a. Chief of Police
   b. Assistant Chief, Field Services Bureau
   c. Assistant Chief, Investigative Services Bureau
   d. Assistant Chief, Operations Support Division

3. The line of succession for the Kernersville Police Department:
   a. Chief of Police
   b. Patrol Captain
   c. Support Services Captain

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VIII. ADMINISTRATION AND SUPPORT

A. Reporting

In addition to reports that may be required by their parent organization, law enforcement elements participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.
B. Records

1. Activity Logs

The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operations. See Section VIII.B of the Direction and Control Annex for more information on the types of information that should be recorded in activity logs.

2. Documentation of Costs

Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or Hazmat incidents, may be recoverable from the responsible party. Hence, all departments and agencies will maintain records of personnel and equipment used and supplies consumed during large-scale law emergency operations.

C. Post Incident Review

For large-scale emergency operations, the EMD shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Law enforcement personnel who participated in the operations will participate in the review.

D. Communications

General emergency communications capabilities and connectivity are discussed and depicted in the Communications Annex.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent to the EMD.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs/SOGs covering those responsibilities.

X. REFERENCES

Appendix 1  Law Enforcement Organizational Structure
I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to protect evacuees and others from the effects of an emergency situation by providing shelter and mass care.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>ARC</td>
<td>American Red Cross</td>
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<tr>
<td>DCI</td>
<td>Division of Criminal Information</td>
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<td>DHS</td>
<td>Department of Human Services</td>
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<td>DWI</td>
<td>Disaster Welfare Inquiry</td>
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<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
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<tr>
<td>EOC</td>
<td>Emergency Operations or Operating Center</td>
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<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<td>NIMS</td>
<td>National Incident Management System</td>
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<td>PIO</td>
<td>Public Information Office or Officer</td>
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<tr>
<td>SOGs</td>
<td>Standard Operating Guidelines</td>
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<tr>
<td>SOPs</td>
<td>Standard Operating Procedures</td>
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<tr>
<td>SORT</td>
<td>Special Operations Response Team</td>
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<tr>
<td>TSA</td>
<td>The Salvation Army</td>
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<tr>
<td>USDA</td>
<td>United States Department of Agriculture</td>
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B. Definitions

1. Mass Care

Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these
individuals includes providing food, basic medical care, clothing, and other essential life support services.

2. Disaster Welfare Inquiries (DWI)

Disaster welfare inquiries are requests from relatives, friends, employers, or others for information on the status of persons in an area affected by an emergency who cannot be located because they have evacuated, become separated from their families, or cannot be contacted by normal means of communications. Registration of disaster victims at shelters provides some of the information needed to answer welfare inquiries. For emergency situations that extend beyond several days, the American Red Cross (ARC) may activate a Disaster Welfare Inquiry (DWI) system to handle such inquiries.

3. Shelter

Short term lodging for evacuees during and immediately after an emergency situation. Shelters are generally located away from known hazards. Mass care operations are typically conducted in shelters.

4. Special Needs Individuals/Groups

Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

IV. SITUATION AND ASSUMPTIONS

1. Situation

a. The Hazard Summary in Section IV.A of the Basic Plan identifies a number of threats that could make necessary evacuation of some portions of Winston-Salem/Forsyth County. Evacuees from other jurisdictions may also seek refuge in this area. Each of these situations may generate a need for shelter and mass care operations in this area.

b. This jurisdiction has the ultimate responsibility for providing shelter and mass care to protect local residents displaced from their residence and others who evacuate into this jurisdiction due to emergency situations.

c. Shelter and mass care needs may range from very short term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating, and access to rest rooms to more lengthy operations for large numbers of evacuees where feeding, sleeping, and shower facilities are desirable and a variety of assistance must be provided to evacuees.
d. The ARC has been chartered under federal law to provide mass care to victims of natural disasters. Hence, efforts should be coordinated with the ARC, which will normally operate shelter and mass care operations insofar as its capabilities permit.

1) The ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations. The ARC identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.

2) Local governments and the ARC and other volunteer groups may also sign agreements relating to the operation of shelter and mass care and feeding facilities when needed; such agreements detail the responsibilities of both the volunteer group and the local government.

e. If ARC services are not available, other volunteer organizations and religious groups may open shelters. Some of these organizations and groups coordinate their efforts with the ARC, while others may operate these facilities themselves and assume full responsibility for them.

B. Assumptions

1. Shelters may have to be opened with little notice. Until the ARC personnel arrive and assume responsibility for managing such shelters, local government personnel may have to assist with the management and coordination of shelter and mass care activities.

2. Volunteer organizations that normally respond to emergency situations will assist in shelter and mass care operations.

3. If additional resources are needed to conduct shelter and mass care operations, support may be requested pursuant to mutual aid agreements and from state and federal emergency management agencies. When requested by a local jurisdiction through the North Carolina Division of Emergency Management, the Governor may authorize the use of military forces to support shelter and mass care operations.

4. When evacuation is recommended during an emergency situation, a majority of those for whom evacuation has been recommended will evacuate. The vast majority of evacuees will seek refuge with friends or relatives or go to commercial accommodations rather than a public shelter. In addition, some people who are not at risk may spontaneously evacuate and some of those individuals may seek public shelter.

5. For hazards that are highly visible or extensively discussed in the media, people may evacuate prior to an official recommendation to do so. Hence, shelter and mass care operations may have to commence early in an emergency situation.

6. Essential public and private services will be continued during shelter and mass care operations. However, for a major evacuation that generates a large-scale shelter and
V. CONCEPT OF OPERATIONS

A. General

1. Winston-Salem/Forsyth County is responsible for developing a plan for coordinating and providing shelter and mass care to persons affected by a disaster. The requirements for services may vary depending upon the nature, type, and level of the emergency. This jurisdiction will work closely with volunteer organizations that provide shelter and mass care support to determine the availability of shelter and feeding facilities, encourage facility owners to sign agreements for use of those facilities, and encourage facility owners to allow their personnel to participate in shelter management training.

2. The Incident Commander or the emergency management staff is expected to determine the need for opening shelters and commencing mass care operations based on the emergency situation that prevails.

3. The EMD may request the opening of shelters and recommend the closing of shelters when they are no longer required. These actions should be coordinated with the ARC and other shelter providers. The ARC Director of Emergency Services or representative may further assign tasks and responsibilities to support shelter and mass care efforts.

4. Winston-Salem/Forsyth County, in cooperation with volunteer disaster assistance organizations, will provide temporary shelter and essential life support services for people displaced from their residence.

5. The ARC and other private disaster assistance organizations will be called upon to:
   a. Open and staff temporary shelters for the displaced population.
   b. Activate or organize shelter teams and provide shelter kits.
   c. Register those occupying public shelters.
   d. Provide feeding, emergency first aid, and other basic life support needs for those occupying temporary shelters.
   e. For extended shelter operations, activate a DWI system

6. Provide periodic reports on the status of shelter and mass care operations. In some disasters, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the extent possible, local government will assist and coordinate post-disaster housing needs of the homeless.
B. Shelter

1. Shelter Selection

The ARC maintains standards for temporary shelters. The following criteria may be useful in screening facilities to determine which merit more detailed inspection:

a. Must be structurally sound and in a safe condition.

b. Must not be located in an area subject to flooding or where flooding can cut off access to the facility.

c. Must not be in a hazardous materials risk area.

d. Should have adequate sleeping space.

e. Should have sufficient restrooms for the population to be housed.

f. Should have adequate climate control systems.

g. Kitchen/feeding area is desirable.

h. Shower facilities are desirable if the facility will be used for more than one day.

i. Communication services such as telephone, internet, and ARES are essential.

j. Adequate security is desirable.

k. Adequate parking is desirable.

The EMD should coordinate with the ARC and other volunteer organizations in identifying potential shelters and developing a shelter list to ensure that issues of interest to local government are considered in the shelter selection process.

2. Shelter Facilities

a. The ARC executes agreements with building owners for use of structures as shelters and normally inspects the facilities it plans to use to determine their capacities and the availability of various types of equipment.

b. Schools are the most frequently used shelters because they generally have substantial space, a feeding capability, sufficient restrooms, and adequate climate control systems. Those who wish to utilize schools for sheltering must secure permission in writing from school officials.

c. Community centers and churches are also frequently used as shelters. Permission to use these facilities or any other facilities for disaster operations should also be secured in writing from the owners or operators of those facilities.
d. In most shelters, evacuees must sleep on the floor -- there are generally no cots immediately available. Public information messages should highlight this situation and encourage those who plan to take refuge in a public shelter to bring bedding.

3. Shelter Operations

a. The specific facilities that will be used for sheltering and feeding during an emergency will depend on the needs of the situation, the status of available facilities, the location of the hazard area, and the anticipated duration of operations. Shelters are typically opened and closed based on need. When occupancy of existing shelters reaches 75 to 80 percent, consideration should be given to opening an additional facility.

b. It is generally more effective in terms of resource utilization to operate a few medium to large shelters than a large number of small facilities.

c. Shelters should be managed by individuals with shelter management training. The ARC will maintain a listing of trained shelter and mass care facility managers in the local area.

d. To ensure consistency in shelter activities, it is desirable that all shelters follow a general set of operating guidelines. When the ARC opens a shelter, ARC policies guide how the facility is staffed and operated. Winston-Salem/Forsyth County general public shelters will follow the policies set forth by the ARC Northwest Chapter.

e. Shelter managers are expected to provide periodic reports on the number of occupants and the number of meals served. Volunteer groups operating shelters may also be required to report this information through their organizational channels.

f. Local government is responsible for providing the following support for shelter operations:

1) Security and, if necessary, traffic control at shelters.

2) Fire inspections and fire protection at shelters.

3) Transportation of shelter occupants to feeding facilities, if necessary.

4) Basic medical attention, if the organization operating the shelter cannot do so.

g. Evacuees normally return to their residence as soon as the danger has passed. Hence, most shelters are closed quickly and returned to normal use. However, some evacuees may be unable to return to their residence due to damage or destruction. It may be necessary to have one or more shelters remain open for an extended period until those who cannot return to their residences can be relocated to motels, rental units, mobile homes, and other types of temporary lodging. Such extended use facilities should have showers and on-site feeding; cots should be provided.
C. Mass Care

Mass care includes the registration of evacuees, feeding of evacuees and emergency workers, and provision of other life support needs for shelter occupants.

1. Registration
   a. The purpose of registration is to be able to respond to inquiries about the status of evacuees, monitor health concerns, and provide a basis for post-emergency follow-up support.
   b. The ARC will register evacuees who are housed in ARC shelters. The Shelter Manager should coordinate with other organizations that operate shelters to ensure that evacuees occupying those facilities are registered and information provided to the Emergency Operations Center (EOC).

2. Feeding
   a. Both fixed facilities and mobile units may be used for preparing and serving meals. Fixed facilities include schools, churches, and civic buildings serving as shelters. The ARC, The Salvation Army (TSA), and other disaster relief agencies may also deploy self-contained mobile feeding units to supplement fixed feeding facilities.
   b. The U.S. Department of Agriculture (USDA), through the North Carolina Department of Health and Human Services (DHHS), food banks, and commercial facilities provides USDA commodities used in preparing meals or for distribution to disaster victims.

3. Other Needs
   In addition to the provision of shelter and mass care services, evacuees may need assistance with clothing, basic medical attention, prescription medicines, disaster mental health services, temporary housing, and other support services. Some of these services may be provided by the same volunteer organizations that are operating shelters. In other cases, the Shelter Manager and support staff will have to identify the needs of those in public shelters to the Human Services Officer, who may be able to arrange for assistance from other volunteer organizations and agencies. Many human services programs also serve disaster victims that have not been evacuated from their residence.

D. Special Needs Groups and Individuals

1. Special facilities include hospitals, nursing homes, group homes, and correctional institutions. Such facilities are responsible for the welfare and safety of their clients, who may need specially trained staff to care for them and special equipment and facilities to meet their needs. Institutions supporting special needs populations are required by state and federal regulations to have disaster preparedness plans that provide for evacuation and relocation of the institution’s population to suitable facilities in an emergency.

2. Mass care shelters for the general population are not staffed or equipped to handle special needs groups. These groups, particularly medical patients and prisoners, should not be relocated to shelters used by the general public. In the event that special facilities
encounter difficulty in evacuating and relocating their clients, local officials may need to assist those facilities in arranging transportation and in locating suitable reception facilities. It may also be necessary to assist in relocating some medical patients who are living at home.

3. Public shelters can generally accommodate individuals with special needs who require minimal care and are attended by their families or other caregivers.

E. Handling of Pets

1. Evacuees who go to the residence of relatives or friends or commercial accommodations with their pets do not normally pose difficulties during an evacuation. However, evacuees with pets seeking public shelter can create potential problems. For health and safety reasons, pets are not allowed in emergency shelters operated by the ARC and most other organized volunteer groups. However, a number of studies have indicated that some people, particularly the elderly, will not leave their homes if they cannot take their pets with them. Hence, it is desirable to make reasonable arrangements for evacuees who come to public shelters with pets. The Forsyth County Director of Animal Control should coordinate these arrangements.

2. Depending on the situation, one or more of the following approaches to handle evacuees arriving with pets will be utilized:

   a. Provide pet owners information on nearby kennels, animal shelters, and veterinary clinics that have agreed to temporarily shelter pets.

   b. Direct pet owner to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes and in carriers may be temporarily housed.

F. Public Information

1. Utilizing NIMS, the public information staff is expected to develop emergency public information messages to advise those who are or will be evacuating of the location of public shelters and general shelter policies. (See Warning Annex Appendix 3)

2. The public information staff should also provide information on the emergency situation to shelter managers so they can pass such information on to shelter occupants.

G. Disaster Welfare Inquiries (DWI)

Disaster welfare inquiries will be attempted to be answered to the extent possible using the registration data obtained at shelters and other facilities. The Shelter Officer will respond to inquiries until the ARC can assume that function. For more information on DWI, see Section IX.E of this annex.
VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, will carry out shelter and mass care operations.

2. Assistance is expected by the ARC, other volunteer organizations active in disaster, and local volunteer groups and charitable organizations in conducting shelter and mass care operations. The Shelter Manager, in conjunction with OEM, is responsible for coordinating the efforts of local government, volunteer groups, and other agencies involved in shelter and mass care operations.

B. Task Assignments

1. The EMD will:

   a. Direct the opening of local shelter and mass care facilities and the closing of such facilities when they are no longer needed.

   b. Approve release of emergency public information materials on shelter locations and guidance on what people should bring and not bring to public shelters prepared by the public information staff.

   c. Coordinate shelter and mass care efforts with other local governments, where appropriate.

   d. Request shelter and mass care support from other local governments or the State if local resources are insufficient.

   e. Coordinate shelter and mass care planning with the Shelter Manager, the Public Information Officer (PIO), the Human Services Officer, other local officials, and volunteer organizations.

   f. When the situation warrants, recommend to the County/Municipal Managers that shelter and mass care operations be implemented. Recommendations on the number of facilities to be activated and specific facilities to be used should be coordinated if possible with the volunteer organizations that will operate those facilities.

   g. Coordinate with the functional managers in the EOC to provide support for shelter and mass care activities.

   h. Receive reports on shelter and feeding operations from the Shelter and Mass Care Officer. During major emergencies, summarize shelter and mass care activities in the periodic Situation Report; see the Direction and Control Annex, concerning this report.
i. When conditions warrant, recommend to the County/Municipal Manager(s) that shelter and mass care facilities be closed

2. The Incident Commander will:

Identify requirements for shelter and mass care support needed as a result of an evacuation.

3. The ARC representative shall serve as Shelter/Mass Care Coordinator and will:

a. Identify volunteer organizations that are willing to support local shelter and mass care activities.

b. In coordination with volunteer organizations that normally operate shelters and feeding facilities, identify potential shelter and mass care facilities.

c. Develop emergency agreements with volunteer groups for the use of facilities owned by local government as shelters and encourage other agencies, organizations, and groups that have suitable facilities to sign similar agreements.

d. Develop cooperative agreements with volunteer organizations relating to shelter and mass care support.

e. Coordinate and disseminate common shelter operating guidelines to volunteer organizations operating shelters.

f. Ensure mass care facilities are adequately staffed and equipped.

g. Coordinate mass feeding where needed. Coordinate with DHS officials for supplementary food stocks from USDA sources if required.

h. Identify requirements for human services support for evacuees in shelters to the Human Services Officer.

i. Identify requirements for facility security and fire protection requirements for shelters to law enforcement agencies and the fire service.

j. Coordinate resource support for shelter operations.

k. Receive reports on shelter and mass care operations and provide summary information for inclusion in the periodic Situation Report.

l. Respond to disaster welfare inquiries until that function is assumed by the ARC.

4. Shelter Managers are responsible for:

a. Staffing and opening shelters and keeping them operating as long as necessary.

b. Registering shelter occupants and assisting in answering disaster welfare inquiries.
c. Arranging for mass feeding if required.

d. Identifying additional resource requirements.

e. Providing individual and family support services as needed.

f. Submitting a daily mass care facility status report to the EMD and ARC Regional Service Area that indicates the number of shelter occupants, the number of meals served, and the condition of the facility, and also identifies any problem areas.

g. Maintaining records of supplies received and expended.

h. Terminating operations, turning in equipment and unused supplies, returning the facility to its original condition, and submitting a final mass care facility status report, when directed.

5. The County Sheriff/Municipal Police Chiefs will:

a. Provide security and law enforcement at shelter and mass care facilities.

6. The County Fire Administrator/Municipal Fire Chiefs will:

a. Inspect shelter and mass care facilities for fire safety.

b. Provide and maintain shelter fire extinguishers.

c. Train shelter management personnel in fire safety, evacuation, and fire suppression.

7. The Transportation Officer will:

a. Arrange transportation for evacuees in shelters to feeding sites if necessary.

b. Arrange transportation for shelter equipment, food, clothing, blankets, comfort kits, and other shelter supplies to shelter and mass care facilities.

c. Upon request, provide transportation for return of local resident evacuees without vehicles to their residence.

8. The Chief Medical Officer will:

a. Coordinate basic medical assistance for individuals in mass care facilities.

b. Monitor health conditions in mass care facilities.

9. The Public Health Authority will:

a. Support Public Health services in special needs shelters, as needed.
b. Provide continuous health inspections and immunizations, when appropriate, to evaluate, detect, prevent, and control communicable disease.

c. Provide support personnel to staff shelters operated by DSS, as required.

d. Monitor sanitation conditions in Mass Care facilities.

10. The Human Services Officer will:

   a. Coordinate provision of clothing, blankets, personal care items and other items to evacuees.

   b. Upon request, coordinate disaster mental health services for occupants of mass care facilities.

11. The PIO will:

   a. Provide information to the public on the locations of shelters and shelter operating policies.

   b. Provide updates on the emergency situation to shelter managers to be passed on to shelter occupants.

   c. Provide public information on closure of shelters and return of evacuees to their residence.

12. The Animal Control Officer will:

   a. Coordinate arrangements to provide temporary facilities for evacuees arriving at shelter and mass care facilities with pets.

   b. Be prepared to provide shelter managers with information on procedures for handling evacuees with pets.

13. The American Red Cross

    Pursuant to a cooperative agreement between the ARC and this jurisdiction, the ARC has agreed to do the following:

    a. Staff and operate shelter and mass care facilities.

    b. Register evacuees.

    c. Provide mass feeding for victims and emergency workers.

    d. Provide emergency assistance for other essential needs.

    e. Process inquiries from concerned families outside the disaster area.
14. Winston-Salem/Forsyth County School Superintendent will:

   a. Shelter students in school buildings when the situation warrants.
   
   b. Provide school facilities and staff for shelters in accordance with pre-established agreements.

15. The Utilities Coordinator will:

   To the extent possible, ensure power, water supply, and sanitary services are operable at shelter and mass care facilities during emergency conditions.

VII. DIRECTION AND CONTROL

A. General

   1. The Chair of County Commissioners/Municipal Mayors shall establish priorities for and provide policy guidance for shelter and mass care activities.
   
   2. The EMD will provide general direction to the Shelter Manager regarding shelter and mass care operations.
   
   3. The Shelter Manager will plan and manage the conduct of shelter and mass care activities, coordinating as necessary with volunteer organizations that participate in shelter operations or mass feeding and other departments and agencies.
   
   4. Shelter and feeding facility managers will be responsible for the operation of their individual facilities.

B. Continuity of Government

   The line of succession for shelter and mass care agencies and personnel will be in accordance with existing policies and SOPs.

VIII. ADMINISTRATION AND SUPPORT

A. Records

   1. Shelter and feeding facility managers shall maintain a record of supplies received and expended. Copies of these records will be provided to the Shelter Officer, who shall maintain a consolidated file.
   
   2. Documentation of Costs.

      All departments and agencies will maintain records of personnel and equipment used and supplies expended during shelter and mass care operations as a basis for possible
cost recovery from a responsible party or insurer or possible reimbursement of expenses by the state or federal government.

B. Reports

1. Shelter Managers will report occupancy and number of meals served figures to the EMD in the EOC daily.

2. The EOC will include shelter occupancy information in the periodic Situation Report sent to the Disaster District and other agencies. Information on the Situation Report is provided in the Direction and Control Annex.

3. The ARC and other volunteer groups may also report shelter and feeding information through their organizational channels.

C. Training and Exercises

1. The EMD will coordinate with the ARC to insure that shelter management and other appropriate training is made available to local officials and volunteers who participate in shelter and mass care activities. All departments and organizations should ensure that their personnel are trained to accomplish the tasks assigned to them.

2. Emergency exercises shall periodically include a shelter and mass care scenario based on the hazards faced by this jurisdiction. Volunteer organizations that participate in shelter and mass care operations shall be invited and encouraged to participate in such exercises.

D. Communications

The primary communications between shelter and mass care facilities and the EOC will be by telephone. If telephones cannot be used, radios should be provided; amateur radio operators may be able to assist with communications needs.

E. Disaster Welfare Inquiries (DWI)

1. An attempt will be made to respond to disaster welfare inquiries until the ARC can establish a DWI system to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. The DWI system uses information from shelter lists, casualty lists, hospitals, and other sources to aid in family reunification and in responding to inquiries from immediate family members from outside the affected area about the status of their loved ones. A DWI system may not be established in short duration emergency situations.

2. Mass care facilities assist in DWI by gathering information on disaster victims though registration of victims at shelters. Assistance may also include the distribution of postcards to shelter residents for their use in contacting family members outside the affected area. The organization of the DWI function may vary considerably. For a small-scale operation, the local ARC chapter may provide assistance. For a large operation, a DWI team may be established to assist the ARC. The need for the DWI function and its
composition depend on factors such as the number of families affected, media coverage of the event, lack of communication capabilities in the affected area, and the number of deaths, injuries, and illnesses.

3. Shelter managers must be aware of the importance of confidentiality in gathering and releasing information about shelter occupants. Disaster welfare inquiries will be addressed to the Shelter Manager until the ARC assumes responsibility for this function.

F. External Assistance

If shelter and mass care needs cannot be satisfied with local resources and those obtained pursuant to local mutual aid agreements and from volunteer organizations, authorized local officials may request state assistance from the North Carolina Division of Emergency Management. For more details on requesting state assistance, see Section V.F of the Basic Plan.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

X. REFERENCES


XI. APPENDICES

| Appendix 1 | Shelter & Mass Care Organizational Structure |
| Appendix 2 | Memorandum of Understandings |
| Appendix 3 | Special Needs Sheltering and Care |
APPENDIX 1
SHELTER & MASS CARE ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Director of Social Services

Special Operations Response Team

American Red Cross

Shelter Staff

FC Public Health Director

W-S/FC School System

----- Coordination
Appendix 2
MEMORANDUM OF UNDERSTANDINGS

TO BE ADDED
I. PURPOSE

This appendix provides for the protection of the special needs groups in the general population from the effects of disasters through the identification of special needs shelters.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Winston-Salem/Forsyth County has, within the general population, special needs individuals and special needs groups that will require individual and/or special assistance, in the event evacuation is required.

2. Some persons with special needs may, with minimal assistance, be able to function in a mass care general population shelter, while those persons with special health needs requiring constant care and/or life support systems, will require a special needs shelter or a medical facility.

B. Assumptions

1. Any person with special needs for whom care can be provided by that person or by family members should be accepted in the shelter serving his family and his community.

2. Sheltering for special needs will be unique to each County and the special needs shelter may be in a separate designated area of a building housing a mass care general population shelter, or in a separate facility depending on the resources available within the City/County.

3. Private and government operated residential facilities caring for special needs groups, such as nursing homes, rest homes, detoxification and residential facilities for persons with alcohol and other drug problems, group homes for the mentally ill or developmentally disabled, etc., are responsible for their clients' continual care, during and after the time an evacuation is authorized.

4. Private and government operated facilities caring for special needs groups for less than 24 hours, such as day care, pre-school, day health, etc., are responsible for their clients' continual care during and after an evacuation is authorized, until or unless the client is released to a parent or a responsible adult.

5. Special needs shelters may be in a separate section of the same building which has a shelter for the general population, or in separate facilities.
III. CONCEPT OF OPERATIONS

A. General

1. Sheltering for special needs populations will be accomplished through the coordinated efforts of private facilities, governmental agencies, and County-to-County Mutual Aid Agreements.

2. The Department of Health and Human Services (DHHS) has lead responsibility for sheltering and mass care in North Carolina. Within DHHS, the Division of Social Services (DSS), and the 100 County Departments of Social Services are designated as the lead agencies to insure that shelter care is provided for special needs groups. This may involve team planning for special needs shelters with public agencies, private facilities, and the medical profession.

3. The Winston-Salem/Forsyth County Director of Emergency Management will assist the Forsyth County Department of Social Services and other local agencies with issues related to special needs sheltering, including operation of special needs shelters, when a publicly operated special needs shelter is necessary.

B. Operational Guidance

1. Divisions under the Department of Human Resources that operate residential facilities are required to have current plans in-place for the evacuation and sheltering of special needs populations.

2. Any plan which includes the use of a State (residential) facility for local groups must have prior approval of DHR.

3. Private facilities will be responsible for the evacuation and sheltering of their patients, to include transport to and from shelters.

4. Sheltering needs of special needs groups may be met within the City/County, if an appropriate facility is available, or in adjoining counties, or with prior approval from DHR, in certain DHR State-operated facilities, or in shelters administered by the Forsyth County DSS.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The State of North Carolina is responsible for the sheltering of special needs groups within the general population, and in government operated and contracted facilities, and for assuring that operators of privately operated facilities including hospitals, rest homes, nursing homes, adult day care, and pre-school day care provide for the sheltering needs of their populations.
2. The Forsyth County DSS is designated as the lead agency for working with public and private facilities and local Emergency Management in the development and revisions of acceptable sheltering plans for facility clientele.

In situations where a private facility cannot provide shelter, the County may, by written agreement, provide shelter space, however, the staffing, feeding, care, protection, etc. of the facility's clients remain the responsibility of the Facility Operator.

3. The American Red Cross can provide support services in special needs shelters through coordination with local agencies, however, it is under no obligation to do so.

4. Private facilities caring for special needs groups are responsible for the on-going care of their clients during evacuation and post evacuation periods, including transportation to and from the shelter area.

B. Assignment of Responsibilities

1. Emergency Management Director (EMD)
   a. Responsible for developing a comprehensive shelter program which includes coordination of the sheltering and care of special needs groups in the general population.
   b. Assist with identifying facilities to meet the requirements of special needs groups for use as shelters.
   c. In coordination with Forsyth County DSS, secure cooperation of building owners for the use of shelter space.
   d. Provide public information to special needs populations on potential shelter locations.
   e. Assist the Director of Social Services with the evacuation of special populations.
   f. Assure staff training for special evacuation procedures needed in special needs environments.

2. Forsyth County Director of Social Services.
   a. Develop special needs sheltering Standard Operating Procedures for special needs populations in the Winston-Salem/Forsyth County to provide a shelter location, specialized transportation to and from the shelter, and staff support to attend special needs populations, in the event evacuation is required.
   b. Develop procedures to activate and deactivate special needs shelters.
   c. Identify facilities to meet the requirements of special needs groups for use as shelters.
d. In coordination with the EMD, secure cooperation of building owners for the use of shelter space.

e. Assure that plans are functional, in the event that sheltering-in-place is required, in facilities for special needs populations.

f. Take lead responsibility for local public and private human services agencies coordination with local Emergency Management in the preparation, revision and execution of sheltering plans.

g. Report to the EOC to coordinate special needs shelter operations, if activated.

3. Forsyth County Manager

a. In addition to responsibilities in the Basic Plan, County Government must plan for the impact to on-going operations that occurs when its resources are required for shelter operations.

b. In the event DSS shelter care is required, budget funds to reimburse for staff and other costs, unless funds have already been set aside for this purpose.

4. County Health Director

a. Assure that sheltering needs of special needs populations served by Health, (e.g. home health patients) are identified and included in local shelter plans, including any specialized staffing or services that Health will need to provide.

b. Support Public Health services in special needs shelters as needed, in coordination with other local health groups.

c. Provide support personnel to staff shelters operated by Forsyth County DSS, as required.

d. Provide continuous health inspections and immunizations, when appropriate, to evaluate, detect, prevent and control communicable disease.

5. Northwest Chapter, American Red Cross

a. The American Red Cross (ARC) has no official responsibilities to the State of North Carolina for assisting with Special Needs Shelters.

b. The American Red Cross can provide support services in Special Needs Shelters in several areas.

6. Superintendent of Winston-Salem/Forsyth County Schools

a. Coordinate letters of agreement for use of schools, as needed for special needs shelters.
b. Provide support personnel to staff shelters operated by Forsyth County DSS.

7. Transportation Coordinator/Transit Authority Manager

   a. Provide buses/trucks and drivers as requested by the Director of DSS for transportation of individuals to special needs shelters.

   b. Obtain additional transportation resources, as needed, from adjacent jurisdictions, the State and private sources.

V. DIRECTION AND CONTROL

A. The Chair of County Commissioners/Municipal Mayor(s) will direct and control Special Needs Shelter operations for the public.

B. Private facilities will be responsible for direction and control of their shelters, or, if housed in government provided space, for their clients, subject to overall direction and control of the shelter operator.

C. The Director of the Forsyth County DSS will provide special needs facilities.

D. Continuity Of Government

   1. Chair of County Commissioners/Municipal Mayors
   2. Director of Social Services
   3. ______________________

VI. ADMINISTRATION AND SUPPORT

A. Shelter supplies containing appropriate forms, handbooks and identification will be provided by DHR.

B. The primary link between shelters and the EOC will be the telephone. Amateur radio operators and/or enforcement personnel assigned to the shelters may provide additional radio support.

C. Shelters will be expected to be stocked with appropriate supplies in accordance with agency SOP’s.

D. Shelters will follow a non-discrimination Policy.
ANIMAL RESPONSE  
EMERGENCY SUPPORT FUNCTION (ESF) - 7

I. AUTHORITY

See Basic Plan, Section 1.

II. PURPOSE

This annex provides for those emergency services needed to address animal welfare and public health and safety concerns in the event of a large scale emergency or other situation that might cause animal suffering.

III. EXPLANATION OF TERMS

Acronyms

ACO Animal Control Officer
ARC American Red Cross
ARES Amateur Radio Emergency Service
CART County Animal Response Team
EMD Emergency Management Director
EOC Emergency Operations Center
FEMA Federal Emergency Management Agency
IC Incident Commander
NIMS National Incident Management System
SART State Animal Response Team
SOP Standard Operating Procedure
TSA The Salvation Army
V-MAT Veterinary Medical Assistance Team
WSRS Winston-Salem Rescue Squad
IV. SITUATIONS AND ASSUMPTIONS

A. Situations

1. Based upon the City/County's hazard analysis, there are several emergencies for which animal response may be required, including, but not limited to severe storms, tornadoes, floods, hazardous material incidents, and fires.

2. Animal response can range from sheltering to rescue operations, veterinary care, or evacuation.

B. Assumptions

1. If not controlled early in an emergency, the animal population can complicate emergency response and recovery operations and compound the severity of the disaster.

2. The owners of pets or livestock will take reasonable steps to shelter and provide for animals under their care and/or control.

3. Current animal shelter facilities including Animal Control, Volunteer Animal Support Groups, kennels, etc. will be quickly overwhelmed in an emergency situation.

4. An ever increasing percentage of evacuees will either not evacuate due to their animals, farm or domestic; or, refuse public shelter because their pets are not permitted.

5. Through effective animal protection planning and organization, disaster relief efforts would be more expedient.

V. CONCEPT OF OPERATIONS

A. General

1. Animal Response resources in Forsyth County include:
   a. County Animal Response Team
   b. The Forsyth County Department of Animal Control
   c. The Winston-Salem Rescue Squad

B. Implementation of the Incident Command System (ICS)

The first responder on the scene of an emergency situation should initiate the ICS and establish an incident command post (ICP). As other responders arrive, the individual most qualified to deal with the specific situation present should serve as the IC. The incident commander (IC) will direct and control responding resources and designate emergency operating areas.
C. While the animal response will often occur in conjunction with the saving of human lives, the saving of human life must take precedence.

D. Emergency operations for animal response will require personnel and equipment from a variety of disciplines.

E. All personnel, regardless of service, including volunteers will operate under the Incident Command System, utilizing NIMS.

F. Each support organization will contribute to the overall response but will retain full control over its own resources and personnel.

G. Animal response operations will be conducted by qualified, trained teams.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. Animal response operations will be coordinated by the Forsyth County Animal Response Team (CART).

2. The Forsyth County Department of Animal Control will be the lead agency for the Forsyth CART.

3. The Forsyth County Department of Animal Control Director is responsible for developing a comprehensive animal disaster program to include Standard Operating Procedures.

B. Task Assignments

1. Animal Control Director will:

   a. Recruit and assemble a Forsyth County Animal Response Team.

   b. Maintain current notification/recall rosters for the CART.

   c. Identify and survey animal shelter sites to be used in the event of emergency.

   d. Secure cooperation of property owners for use of shelter space.

   e. Develop procedures to activate and deactivate animal shelters and develop shelter SOPs.

   f. Establish public information and education programs regarding animal response.

   g. In conjunction with Emergency Management, provide for Animal Response Team training.
h. Assign a qualified individual to report to the EOC, upon activation, to assist in animal response operations.

i. Assist the EMD (Emergency Management Director) and other County or municipal agency representatives who are conducting emergency operations in establishing priorities for animal rescue efforts.

j. In conjunction with Emergency Management, and American Red Cross where appropriate, designate animal (pet friendly) shelter sites during animal response operations.

k. Coordinate with the State Animal Response Team (SART), Health Department and other agencies to provide technical and logistical support during animal response operations.

l. Maintain equipment and resources necessary to manage livestock in an emergency situation.

m. Coordinate transportation of livestock.

n. Assist in the establishment of housing or temporary shelter facilities for livestock and displaced large animals.

o. Ensure the proper decontamination of animals, if/when necessary.

2. Emergency Management Director will:

a. Provide suitable identification for CART members for access to the scene or affected area.

b. Ensure communication capability between EOC, and animal shelters.

c. Support public information and education programs regarding animal response.

d. In coordination with the Animal Control Director, provide for Animal Response Team training.

e. Identify resources to support and assist with animal response activities.

3. American Red Cross (ARC) Liaison will:

a. Ensure space is available in general population shelters for service animals that belong to people with disabilities.

b. Assist in training shelter managers and staff for animal shelters that will also have humans in residence.

c. Provide mass sheltering as outlined in ESF 6, for pre-designated "Pet Friendly" Shelters.
4. Winston-Salem Rescue Squad will:
   a. Provide personnel trained in the rescue and removal of live animals.
   b. Provide appropriate additional assistance at the request of Forsyth County Animal Control.

5. Superintendent, Winston-Salem/Forsyth County Schools will:
   Allow the use of pre-designated schools as "Pet Friendly" Shelters.

6. County Public Health Director will:
   a. Coordinate the disposal of deceased animals that may impact the public health.
   b. Provide services to control injuries, bites, and diseases related to the protection of humans from animals.

7. Fire Services will:
   a. Survey shelter sites for fire safety.
   b. Advise about fire security during operations.

8. Law Enforcement will:
   a. Provide security and law enforcement for shelters as necessary.
   b. Assist with traffic control and scene security.

VII. DIRECTION AND CONTROL

A. General

1. The Forsyth County Department of Animal Control Director will direct and control animal response operations for Winston-Salem/Forsyth County.

2. The ARC Liaison will assist in shelter and mass care operations for "Pet Friendly" Shelters.

B. Incident Command System (ICP)—Emergency Operations Center (EOC) Interface

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities to ensure proper response to the incident without duplication of efforts. A general division of responsibilities between the ICP and the EOC that can be used as a basis for more specific agreement is provided in Section V of the Direction and Control Annex.
C. Continuity of Government

The line of succession for animal response is:

1. Director, Forsyth County Department of Animal Control
2. Patrol Supervisor, Forsyth County Department of Animal Control
3. Shelter Supervisor, Forsyth County Department of Animal Control

VIII. ADMINISTRATION AND SUPPORT

A. Reporting

In addition to reports that may be required by their parent organization, SAR teams participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

B. Records

1. Activity Logs

   The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operation. See Section VIII.B of the Direction and Control Annex for more information on the types of information that should be recorded in activity logs.

2. Documentation of Costs

   Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or hazmat incidents may be recoverable from the responsible party. Hence, all animal response service elements will maintain records of personnel and equipment used and supplies consumed during large-scale emergency operations.

C. Preservation of Records

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.
D. Resources

1. Shelter kits containing appropriate forms, handbooks and identification will be provided by the American Red Cross.

2. The primary communications link between shelters and the EOC will be telephone and 800 MHz radios. Amateur radio/operators and/or law enforcement personnel assigned to the shelters will provide additional radio support.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining standard operating procedures covering those responsibilities.

X. REFERENCES


XI. APPENDIX

Appendix 1 Animal Response Organizational Structure
APPENDIX 1
ANIMAL RESPONSE ORGANIZATIONAL STRUCTURE

Emergency Operations Center

FC Director of Animal Control

FC Director of Public Health

County Animal Response Team

W-S Rescue Squad

American Red Cross

W-S/FC School System

Coordination
I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to outline the local organization, operational concepts, responsibilities, and procedures to accomplish coordinated public health and medical services to reduce death and injury during emergency situations and restore essential public health and medical services within a disaster area.

III. EXPLANATION OF TERMS

A. Acronyms

ARC  American Red Cross
DPH  Department of Public Health
DMAT  Disaster Medical Assistance Team
DMORT  Disaster Mortuary Services Team
EMD  Emergency Management Director
EMS  Emergency Medical Services
EMT  Emergency Medical Technician
EOC  Emergency Operations Center
FEMA  Federal Emergency Management Agency
IC  Incident Commander
ICP  Incident Command Post
ICS  Incident Command System
NCEM  North Carolina Emergency Management
NDMS  National Disaster Medical System
NIMS  National Incident Management System
PHRST  Public Health Regional Surveillance Team
PIO  Public Information Officer
B. Definitions

1. Disaster Medical Assistance Team (DMAT)
   A team of volunteer medical professionals and support personnel equipped with deployable equipment and supplies that can move quickly to a disaster area and provide medical care. This team is a federal asset under the control of the National Disaster Medical System.

2. State Medical Assistance Team (SMAT)
   A team of volunteer medical professionals and support personnel equipped with deployable equipment and supplies that can move quickly to a disaster area and provide medical care. This team is a state asset whose primary deployment area is within the State of North Carolina; however, the team can be deployed to other states under the Emergency Management Assistance Compact.

3. Disaster Mortuary Services Team
   A team of mortuary service and medical personnel that provide mortuary and victim identification services following major or catastrophic disasters.

4. National Disaster Medical System (NDMS)
   A nation-wide mutual aid network consisting of federal agencies, businesses, and other organizations that coordinates disaster medical response, patient evacuation, and definitive medical care. At the federal level, it is a partnership between Department of Health and Human Services (DHHS), the Department of Defense (DOD), the Department of Veterans Affairs (DVA), Federal Emergency Management Agency (FEMA) and the Department of Homeland Security (DHS). Non-federal participants include major pharmaceutical companies and hospital suppliers, the national Foundation for Mortuary Care, and certain international disaster response and health organizations.

5. Special Needs Individuals/Groups
   Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need specially trained health care providers to care for them, special facilities equipped to meet their needs, and require specialized vehicles and equipment.
6. Forsyth County Joint Disaster Committee

Includes representation from Forsyth Medical Center, North Carolina Baptist Hospital, EMS, SORT, Red Cross, Public Health Department, TRAC, and Emergency Management. This group is responsible for coordinating medical disaster planning needs of Forsyth County.

7. Public Information Officer (PIO)

In accordance with ICS, the Winston-Salem/Forsyth County PIO serves in the EOC to collect, verify, and disseminate information to the public through effective communication with the media that will help citizens make decisions about their health, safety, and welfare.

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**IV. SITUATION AND ASSUMPTIONS**

A. Situation

1. As outlined in section IV.A and Figure 1 in the Basic Plan, this jurisdiction is vulnerable to a number of hazards. These hazards could result in the evacuation, destruction of or damage to homes and businesses, loss of personal property, disruption of food distribution and utility services, serious health risks, and other situations that adversely affect the daily life of the citizens of Winston-Salem/Forsyth County.

2. Emergency situations could result in the loss of water supply, wastewater, and solid waste disposal services, creating potential public health hazards.

3. Hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities for medical care and special needs populations may be damaged or destroyed in major emergency situations.

4. Medical facilities that survive emergency situations with little or no damage may be unable to operate normally because of a lack of utilities or because staff are unable to report for duty as a result of personal injuries or damage to communications and transportation systems.

5. Medical and health care facilities that remain in operation and have the necessary utilities and staff could be overwhelmed by victims in the aftermath of a disaster.

6. Uninjured persons who require frequent medications or regular medical treatment may have difficulty in obtaining these medications and treatments in the aftermath of an emergency situation due to damage to pharmacies, private medical practices, and treatment facilities and disruptions caused by loss of utilities and damage to transportation systems.
7. Use of nuclear, chemical or biological weapons of mass destruction could produce a large number of injuries requiring specialized treatment that could overwhelm the local and state medical care system.

8. Emergency responders, victims, and others who are affected by emergency situations may experience stress, anxiety, and display other physical and psychological symptoms that may adversely impinge on their daily lives. In some cases, disaster mental health services may be needed during response operations.

B. Assumptions

1. Although many health-related problems are associated with disasters, there is an adequate local capability to meet most emergency situations.

2. Public and private medical, health, and mortuary services resources located in Winston-Salem/Forsyth County will be available for use during emergency situations; however, these resources may be adversely impacted by the emergency.

3. If hospitals and nursing homes are damaged, it may be necessary to relocate significant numbers of patients to other facilities elsewhere.

4. Disruption of sanitation services and facilities, loss of power, and the concentration of people in shelters may increase the potential for disease and injury.

5. Damage to chemical plants, sewer lines and water distribution systems, and secondary hazards such as fires could result in toxic environmental and public health hazards that pose a threat to response personnel and the general public. This includes exposure to hazardous chemicals, biologicals, radiological substances, and contaminated water supplies, crops, livestock, and food products.

6. The public will require guidance on how to mitigate health hazards caused by the disaster or arising from its effects.

7. Some types of emergency situations, including earthquakes, hurricanes, floods, and terrorist incidents may affect a large proportion of Winston-Salem/Forsyth County making it difficult to obtain mutual aid from the usual sources.

8. State, and possibly federal, assistance will be available, upon request, to supplement local public health and medical resources.

V. CONCEPT OF OPERATIONS

A. General

1. Local government has a general responsibility to ensure the welfare of its citizens and will develop a capability to provide appropriate public health and medical services during emergency situations.
EMS Director or designee will act in the capacity of Chief Medical Officer during EOC activation or other emergencies.

2. The Forsyth County Department of Public Health is the local agency primarily responsible for the provision of public health services for the community. This department also serves as the Public Health Authority for Winston-Salem/Forsyth County.

3. Local hospitals and private medical care providers have the general responsibility to receive and care for the ill and injured.

4. This annex is based upon the concept that the emergency functions of the public health, medical, and mortuary services will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Some day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of the emergency and the resources that would normally be committed to those functions will be redirected to the accomplishment of emergency tasks.

5. Provisions must be made for the following:
   a. Coordinating public health and medical response team efforts.
   b. Triage of the injured, if appropriate.
   c. Medical care and transport for the injured.
   d. Identification, transportation, and disposition of the deceased.
   e. Holding and treatment areas for the injured.

B. Public Health Services

1. Identifying infectious diseases, controlling their spread, and reporting their presence to the appropriate state or federal health or environmental authorities. See the Bioterrorism Preparedness and Response Plan for guidance during broad scale infectious agent disasters.

2. Overseeing and ensuring the mass administration of vaccines or mass dispensing of other protective medications as necessary as a response to an infectious agent disaster. See the Strategic National Stockpile Plan and the Small Pox Response and Mass Vaccination Plan for guidance during mass administration/dispensing of pharmaceuticals.

3. Issuing public health and medical advisories to the public on such issues as drinking water precautions, waste disposal, the need for immunizations, and food protection techniques. See the Public Health Information Plan for guidance during mass disasters in which it is critical to provide rapid and accurate information to the public in order to protect the public.
4. Conducting health inspections of congregate care and emergency feeding facilities.

C. Mental Health Services

1. Appropriate disaster mental health services need to be made available for disaster victims, survivors, bystanders, responders and their families, and other community caregivers during response and recovery operations. Services may include crisis counseling, critical incident stress management, information and referral to other services, and education about normal, predictable reactions to a disaster experience and how to cope with them.

2. Information on disaster mental health services procedures can be found in the Human Services Annex.

D. Emergency Medical Services

1. All ambulances and emergency rescue vehicles serving in Winston-Salem/Forsyth County will be equipped with Triage Tags and shall contain at all times, those essential items as specified by the North Carolina Office of Emergency Medical Services.

2. Upon notification of an emergency situation, the appropriate ambulance service will dispatch the necessary units to the scene.

3. Utilizing NIMS, the Incident Command System (ICS) will be adhered to on all scenes.

E. Hospital Response

1. Implement Hospital Disaster Plans upon notification.

2. Provide direction and control for hospital staff during emergencies.

3. Assist in the coordination of transportation of casualties and distribution of resources to medical facilities.

4. Maintain liaison with EOC and provide medical guidance, upon request, to field medical units.

F. Mortuary Services

1. Law enforcement is responsible for investigating deaths that are not due to natural causes or that do not occur in the presence of an attending physician. The North Carolina Office of Chief Medical Examiner is responsible for determining cause of death, authorizing and requiring autopsies to determine the cause of death, authorizing forensic investigations to identify unidentified bodies, and authorizing removal of bodies from incident sites.

2. When it appears that an incident involves fatalities, the IC or Medical Examiner shall request the EOC to make notifications to the North Carolina Office of Chief Medical Examiner for additional assistance, if necessary.
3. The Medical Examiner shall arrange for the transportation of bodies requiring autopsy or identification to morgues or suitable examination facilities. When mass fatalities have occurred, it may be necessary to establish a temporary morgue and holding facility and obtain additional mortuary service assistance. (See Appendix 2)

4. The Medical Examiner will coordinate the collection of bodies of victims from the scene and from hospitals, morgues, and other locations and arrange with next of kin for the disposition of remains.

G. Medical and Mortuary Assistance

1. North Carolina Department of Health and Human Services

   When requested by local officials, the NCDHHS can provide public health and medical advice and assistance during emergency situations from its various regional offices.

2. Outside Medical Assets

   a. Additional Medical support assets can be obtained through local and regional mutual aid agreements. State Disaster Medical Teams (SMAT) support can be requested through State EOC as can additional Federal Medical assets such as DMATs or DMORTs, which would be available under either the Stafford Act or Federal Disaster Declaration.

   b. Additional Public Health assets can be obtained through the state, such as PHRST.

H. Damage Assessment

1. Casualty Information

   The EMS Director or designee has primary responsibility for gathering information concerning injuries and fatalities resulting from emergency and disasters. Since accurate information concerning casualties is essential in identifying required levels of medical support, information of this type must be forwarded to the EOC as soon as it is available to support requests for assistance and for inclusion in required reports.

2. Water Supply Systems

   In cooperation with Winston-Salem/Forsyth County Utilities Division, NCDENR-Public Water Supply Section has responsibility for evaluating damage to water treatment facilities following disaster occurrences. Because of the impact which prolonged shutdown of water treatment facilities could have on public health and welfare, it is essential that rapid and accurate assessments of damage be completed. (see ESF 3)
3. Wastewater Systems

Wastewater treatment facilities are vulnerable to disaster-related interruptions and their unavailability can have a major impact on the community’s health and well being. The Winston-Salem/Forsyth County Utilities Division has a responsibility for evaluating damage to those facilities, as well as advising local officials concerning expedient sanitation practices which may be required in the affected areas. (see ESF 3)

4. Medical Facilities

Each affected medical care facility has primary responsibility for evaluating damage sustained by that medical facility during a disaster incident. The facility administrator or his designee will gather initial damage reports and identify which patients must be removed pending repairs. This data will be provided to the EOC and reported on the SMARTTT, as soon as available.

I. Requesting External Assistance

If public health or medical care needs resulting from an emergency situation cannot be resolved with local resources, those obtained pursuant to inter-local agreements, or resources obtained by the Resource Management staff in the EOC, local government may request medical or mortuary assistance from the Region and/or State. The EMD should make requests for such assistance to the NCEM. The Public Health Director may also request assistance from the North Carolina Division of Public Health. Cities must request assistance from their county before requesting assistance from the State. The hospitals can activate the Hospital Association Mutual Aid Agreement.

VI. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES

A. Organization

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to that Plan, will plan and carry out public health and medical operations during emergency situations.

2. The Forsyth County Department of Public Health functions as the local Public Health Authority. The Public Health Authority has primary responsibility for the Public Health services and shall designate a Public Health Officer to plan and coordinate public health services during emergency situations. The Public Health Officer or a designee shall serve as a member of the EOC Staff.

3. The EMS Director/Medical Director or designee functions as the local Medical Authority. The Medical Authority has primary responsibility for coordination of medical services during emergency situations, and shall serve as a member of the EOC Staff.

4. Local hospitals will have primary responsibility to coordinate the following services in response to emergency situations:
a. Essential medical, surgical, and hospital care and treatment for persons whose illnesses or injuries are a result of a disaster or where care and treatment are complicated by a disaster.

b. Damage assessment for medical facilities and systems.

B. Assignment of Responsibilities

1. General

All agencies/organizations assigned to provide public health and medical services and support are responsible for the following:

a. Designating and training representatives of their agency, utilizing NIMS/ICS.

b. Ensuring that appropriate SOPs are developed and maintained.

c. Maintaining current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, in the field (as needed).

2. To ensure that the necessary response activities and services are provided, various service providers have been assigned primary or support responsibility for specific activities. Those activities, and the providers responsible for their accomplishment, are summarized in the Task assignments below:

a. Forsyth County Joint Disaster Committee will perform pre-emergency planning for disaster medical services and coordinate such activities during major emergencies and disasters, as needed, and

1) Provide qualified staff to support medical operations at the Incident Command Post (ICP) and the EOC, when requested.

b. The EMS Director/Medical Director or designee will:

1) Coordinate emergency medical activities from the EOC when that facility is activated.

2) Rapidly assess medical needs.

2) Oversee and coordinate the efforts of local medical organizations activated for an emergency, assess their needs, help them obtain additional resources, and ensure that necessary services are provided.

3) Ensure that emergency medical teams responding to a disaster site function under the established ICS

4) Coordinate with neighboring community medical organizations on matters related to assistance from other jurisdictions
5) Coordinate with local Emergency Management regarding regional, state and federal assistance, including additional personnel, medical resources, etc. required in support of medical operations.

6) Coordinate with incoming response units.

7) Ensure that credentialing of volunteers is completed.

8) Provide, through the Public Information Officer (PIO), information to the news media on casualties and instructions to the public on dealing with medical issues.

9) Ensure notification of hospitals during any EOC activation or other emergency.

c. The Public Health Authority will:

1) Coordinate the provision of laboratory services required in support of public health protection (i.e., testing humans or vectors for infectious agents, water testing, food testing, etc.).

2) Determine need for isolation or quarantine measures, and take necessary steps to communicate and enforce isolation or quarantine measures.

3) Provide, through the Public Information Officer (PIO), information and instructions to the media and public dealing with public health issues.

4) Coordinate mass vaccination or prophylaxis, if indicated (See “Strategic National Stockpile Plan” and “Smallpox Response and Mass Vaccination Plan”).

5) Ensure that positive identification and proof of licensure is obtained from all professional volunteers assisting in a mass vaccination/prophylaxis effort.

6) Coordinate inspection of foodstuffs, water, drugs, and other consumables, and monitor food handling and sanitation.

7) Coordinate inspection of damaged buildings for health hazards.

8) Coordinate with Forsyth County Department of Animal Control to dispose of dead animals.

9) Determine the need for and coordinate the implementation of measures to prevent or control disease vectors.

10) Establish preventative health services, including control of communicable diseases.

11) Determine if any human remains pose an infectious or other risk to the living. If such a risk is determined to be present or likely, the Local Health Director will
prescribe infectious disease control measures and personal protective
measures for purposes of minimizing risk to the living.

12) Document and/or certify death certificates as feasible within the guidelines of
NC Vital Records Statutes.

d. Emergency Medical Services (EMS) will:

1) Respond to the scene with appropriate emergency medical personnel and
equipment.

2) Upon arrival at the scene, assume an appropriate role in the ICS. If ICS has not
been established, initiate it and advise the local communications center.

3) Triage, treat, and transport the injured.

4) Coordinate with local and regional hospitals to ensure casualties are transported
to the appropriate facilities.

5) Establish and maintain field communications and coordination with other
responding agencies.

6) Direct the activities of private, volunteer, and other emergency medical units,
and of bystander volunteers, as needed.

7) Assist with the evacuation of patients from affected hospitals and nursing
homes, if needed.

e. Hospitals will:

1) Implement internal and/or external disaster plans.

2) Send a designated representative to the ICP and/or EOC during a major
event/disaster.

3) Advise the health and medical services staff in the EOC of conditions at the
facility and the number and type of available beds.

4) Establish and maintain field and inter-facility medical communications.

5) Assist EMS, other facilities, and any medical response personnel at the scene to
ensure the following is accomplished:

a) Casualties are transported to the appropriate medical facility.

b) Patients are distributed to and among hospitals both inside and outside the
area based on severity and types of injuries, time and mode of transport,
capability to treat, and bed capacity (utilizing SMARTT).
6) Communicate with local emergency responders the need to isolate and decontaminate incoming patients.

7) Coordinate with other hospitals and with EMS on the evacuation of affected hospitals, if necessary.

8) Deploy medical personnel, supplies, and equipment to the disaster site(s), when requested.

9) Provide patient identification information to the EOC.

f. The Mental Health Authority will:

Ensure that appropriate mental health services are available for disaster victims, survivors, bystanders, responders and their families, and other community caregivers during response and recovery operations. Information on disaster mental health services procedures can be found in ESF 6.

g. The Medical Examiner will:

1) Conduct inquests for the deceased and prepare death certificates.

2) Order or conduct autopsies if necessary to determine cause of death.

3) Order or conduct forensic investigations to identify unidentified bodies.

4) Authorize removal of bodies from incident sites to the morgue or mortuary facilities.

5) Provide information through the PIO to the news media for the dissemination of public advisories, as needed.

6) Provide for the collection and care of human remains.

7) Establish temporary holding facilities and morgue sites, if required.

8) Coordinate, as necessary, with emergency public health and medical services.

h. Law Enforcement will:

1) Assist with security for medical facilities, upon request.

2) Conduct investigations of deaths not due to natural causes.

3) Locate and notify next of kin. (see ESF 13)
i. The Public Information Officer (PIO) will:

1) Disseminate emergency public information provided by public health and medical officials.

2) Have primary responsibility for coordination of public health and medical information intended for release through public media during emergency operations, with support provided by those public health and medical services responsible for particular aspects of the response. Additional information on emergency public information procedures can be found in the Emergency Public Information Appendix of the Warning Annex.

3) Utilize services of hospital PIO, as needed.

### VII. DIRECTION AND CONTROL

**A. General**

1. The Winston-Salem/Forsyth County EOC supported by an appropriate staff, shall direct and coordinate the efforts of local public health and medical services and agencies, and organizations during major emergencies and disasters requiring a coordinated response. (see Basic Plan)

2. Routine public health and medical services operations may continue during less severe emergency situations. Direction and control of such operations will be by those that normally direct and control day-to-day public health and medical activities.

3. External agencies providing health and medical support during emergencies are expected to conform to the general guidance provided by the senior decision-makers and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.

**B. Incident Command System (ICS)—Emergency Operations Center (EOC) Interface**

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities for emergency response activities to avoid duplication of effort as well as conflicting guidance and direction. The EOC and the ICP must maintain a regular two-way information flow. A general division of responsibilities between the ICP and the EOC that can be used as a basis for more specific agreement is provided in Section V of the Direction and Control Annex.

**C. Disaster Area Medical Coordination**

1. In emergency situations involving significant damage to Winston-Salem/Forsyth County medical facilities, each facility shall be responsible for determining its overall status and compiling a consolidated list of resources or services needed to restore vital functions. Each operating unit will report its status and needs to a single contact point designated
by the facility. This facility contact should consolidate the data provided and report it to the public health and medical staff in the EOC.

2. The public health and medical representatives must be prepared to receive the consolidated requests and channel various elements of those requests to those local public health and medical facilities as well as other departments, agencies, and organizations that can best respond. Requests for resources that cannot be obtained through normal sources of supply or through mutual aid by public health and medical facilities outside the local area should be identified to the Resource Management staff in the EOC for action. (See Logistics Management Annex)

VIII. ADMINISTRATION AND SUPPORT

A. Reporting

1. In addition to reports that may be required by their parent organizations, public health and medical elements participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the Public Health Officer and/or the Chief Medical Officer in the EOC. The IC will forward periodic reports to the EOC.

2. Pertinent information from all sources will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

B. Maintenance and Preservation of Records

1. Maintenance of Records

Public health and medical operational records generated during an emergency will be collected and filed in an orderly manner. This is so that a record of events is preserved for use in determining the possible recovery of emergency operations expenses, response costs, settling claims, assessing the effectiveness of operations, and updating emergency plans and procedures.

2. Documentation of Costs

Expenses incurred in carrying out public health and medical response activities for certain hazards, such as radiological accidents or hazardous materials incidents, may be recoverable from the responsible party. Hence, all departments and agencies will maintain records of personnel and equipment used and supplies consumed during large-scale public health and medical operations.
3. Preservation of Records

Vital public health and medical records should be protected from the effects of a disaster to the maximum extent possible. Should records be damaged during an emergency situation, professional assistance for preserving and restoring those records should be obtained as soon as possible.

C. Post Incident Review

For large-scale emergencies and disasters, the EMD shall organize and conduct a review of emergency operations by those tasked in this annex in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Public health and medical representatives that participated in the emergency operations that are being reviewed should participate in the post-incident review.

D. Exercises

Local drills, tabletop exercises, functional exercises, and full-scale exercises based on the hazards faced by Winston-Salem/Forsyth County will include public health and medical services operations. Additional drills and exercises may be conducted by various agencies and services for the purpose of developing and testing abilities to make effective public health and medical response to various types of emergencies.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities, which will be made available to other participating agencies upon request.

X. RESOURCES

A. The Forsyth County Department of Public Health maintains a list of all physicians and physician practices within Forsyth County. The Director of Public Health agrees to keep that list current and to provide it to the Office of Emergency Management during a time of declared disaster.

B. The Forsyth County Department of Public Health maintains a list of supporting Community Service Agencies. The Director of Public Health agrees to keep that list current and to provide it to the Office of Emergency Management during a time of declared disaster.
C. The Forsyth County Office of Emergency Management maintains a list of county wide emergency assets. The EMD agrees to keep that list current and to make it available during a time of declared disaster.

XI. REFERENCES

2. Forsyth County Strategic National Stockpile Plan
3. Forsyth County Small Pox Response & Mass Vaccination Plan

XI. APPENDICES

Appendix 1  Public Health & Medical Organizational Structure
Appendix 2  Mass Fatalities Plan
APPENDIX 1
PUBLIC HEALTH & MEDICAL ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Forsyth County Public Health Director

NC Medical Examiner

DMORT

TRAC

FC Joint Disaster Committee

SMAT

Hospital Coordinators

FC Emergency Medical Services

Special Operations Response Team

Coordination
APPENDIX 2
MASS FATALITIES PLAN

I. PURPOSE

To maximize local resources through teamwork and coordination to recover, identify, transport, stage, prepare, and release human remains that occur as a result of a mass fatality incident.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. A mass fatalities incident is any situation where there are more bodies than can be handled using local resources. For planning purposes, a mass fatalities incident will be defined as more than 12 deaths at a single incident or fatalities in a combination of incidents in a given time frame that will overwhelm the functional areas of fatality management.

2. Disaster plans are currently in place and will be used by the corporations/carriers, hospitals, and agencies involved with mass fatalities incidents.

3. Specialized resources are available to respond to mass fatality incidents such as SORT (Special Operations Response Team) and DMORT (National Disaster Medical System Disaster Mortuary Team).

B. Assumptions

A mass fatalities incident in Forsyth County could pose a threat to public health

III. CONCEPT OF OPERATIONS

A. General

1. Several phases occur during and after a mass fatalities incident. This SOP will focus on Response (protect the responders, save the living, isolate the scene) and Recovery (protect the responders, document the location of human remains, identify and transport human remains, preparation and release of human remains).

2. Fire suppression (if any) and hazardous materials containment will be the responsibility of the fire department in the jurisdiction where the incident occurs in conjunction with the City/County Hazardous Materials Team.

3. Scene security will be the responsibility of the law enforcement agency in the jurisdiction where the incident occurs.
4. Patient care will be the responsibility of Forsyth County Emergency Medical Services.

5. The State Medical Examiner’s Office is responsible for human remains and will be in charge of search and recovery operations. In the event that a temporary morgue is established, the Incident Commander will organize its operation and assign personnel as necessary.

6. Emergency Management will assist in coordination of needed resources with the Incident Commander.

7. The appropriate public officials (Mayor, County Commissioner Chair, City/County Managers, etc) should be notified of the mass fatalities incident. They will be asked to report to the Emergency Operations Center, **not to the scene**, if necessary.

**B. Response**

1. The Response phase of a mass fatalities incident is concerned with protecting the responders, saving the living and isolating the scene.

2. Scene safety for the emergency response personnel and the general public is imperative.

   a. Assume that direct contact with any body fluids is infectious.

   b. Emergency response personnel will take universal precautions according to OSHA Standard - Title 29 CFR, part 1910.1030.

3. In accordance with NIMS, the incident Command System will be used to organize and track all functions and tasks performed at a mass fatality incident.

   a. A command post will be established at the site away from the immediate vicinity and should include representatives from all emergency response agencies. A representative from the agency directly involved with the mass fatality incident (i.e. airline, rail carrier) should also be available in the command post.

   b. The individual performing the task of Incident Commander may change throughout the course of a major incident (i.e. Response - Fire, Recovery - Law Enforcement or Medical Examiner), but the Incident Command System itself will insure continuity of actions.

   c. Federal Agencies that are called to the scene may set up their own Agency Command Posts, but the local Incident Commander will retain overall command of the incident.

4. Security at the scene of a mass fatalities incident is crucial to maintain scene integrity, maintain chain of custody, keep scene workers from being disturbed, and to control the overwhelming numbers of individuals converging on the scene.
a. Establish a strong security perimeter around the incident. A primary and secondary perimeter should be used if space permits. Local law enforcement personnel may be supplemented by the State Highway Patrol, Department of Transportation and National Guard, as necessary.

b. The scene must be clearly marked off.

c. Institute an I.D. procedure for everyone entering and exiting the scene to keep track of emergency response personnel and keep out unwanted persons. The I.D. procedure may be tags, colored arm bands, vests, etc. For prolonged incidents, the I.D. should change daily to keep unauthorized persons from gaining entrance. The I.D. should identify which part of the site a person is to have access to (i.e. crash site only, temporary morgue only, etc)

d. Only those with a current I.D. for that part of the site should be permitted access. Rank and uniform do not guarantee access—only a valid I.D.

e. A registration area should be established for issuing the appropriate I.D. All personnel must check in and out of this site daily.

f. Emergency responders should attempt to preserve the scene in its’ entirety and not move a body except to gain access to a viable patient. Do not move or remove articles from or near the victims, if possible, no matter how insignificant they may seem (money, watches, wallets, rings, clothing scraps, bags, etc.). If it is necessary to move articles to reach survivors--document the movement.

g. All media representatives should be sent to a location designated by the Incident Commander.

5. Staging is an area (or areas) where personnel and equipment are sent to wait for immediate assignment. The use of staging areas will promote efficient access/egress to and from the scene.

a. Staging areas should be established early in the incident. Staging areas should be within easy access to the scene, but should never interfere with incident operations.

b. The staging area should be a secured area, since some pieces of equipment and personnel may not be needed for hours or perhaps days.

c. Precise directions of the route to the staging area should be provided to emergency responders and this route should be kept clear for access.

d. All personnel reporting to the scene should report to the staging area first.

6. The control of information is very important during a mass fatalities incident. Everyone public officials, response agencies, the media, the public, and most importantly relatives of the victims—wants to know what has happened, how it happened, who has been injured, who has been killed, and what is being done.
a. The Incident Commander should assign a Public Information Officer (PIO) early in the incident.

b. All information must be routed through the Public Information Officer. Individual agencies should not make statements to the press or give interviews unless cleared thru the PIO.

c. The PIO should, in conjunction with the Incident Commander, establish a media staging area that is isolated from the incident.

d. As time permits, a Joint Information Center (JIC) will be established and staffed by the PIO’s or media representatives of concerned agencies.

e. Make a news release available or hold a news conference with the incident commander as early as possible. Establish a schedule for regular updates and insure that the media is aware of the schedule.

f. Restrict access of the media to the scene until remains are covered or removed. In many instances, a mass fatality incident is a crime scene and access can not be granted until authorized by the appropriate law enforcement authority.

g. When access to the actual scene by media personnel is permitted, they must be escorted by law enforcement personnel at all times.

h. Restrict access of the media to family members of victims to maintain their privacy.

i. Once the Family Assistance Center is set up for family members, information must be provided to the families before it is released to the media.

7. Triage of Survivors

a. Care and transport for the living (if any) will be given priority after scene safety has been addressed.

b. Triage will be accomplished in accordance with Forsyth County Emergency Medical Service Standard Operating Procedures Article 45: Operations at Multiple Casualty Incidents and Disasters (MCI).

c. Optimally, the position where a living patient was originally found should be clearly marked and identified with the patients name before the individual is removed. In place of this, a photo of the area will suffice.

C. Recovery

1. The Recovery phase of a mass fatalities incident is concerned with protecting the responders, documenting the location of human remains, identifying and transporting human remains, and preparation and release of human remains. At this point, all
survivors have been removed. For the Recovery phase, support agencies and equipment will be required.

2. The State Medical Examiner’s Office will be in charge of search and recovery operations for human remains. None of the remains shall be moved or touched by workers until direction and approval have been given by the Medical Examiner.

   a. Due to safety concerns, search for and recovery of human remains will be conducted **only** during daylight hours.

   b. Preservation of evidence is of **vital** importance at this stage.

   c. Photographs should be taken of the area, both still shots and videotape, before any search or recovery activities begin. If possible, an aerial photograph should be taken of the entire area.

   d. Supplies which may be required for search and recovery of bodies:
      1) Stakes, flags and fluorescent paint for marking bodies and body parts
      2) Toe tags
      3) Boundary or survey tape
      4) Triage tags
      5) Body tags
      6) Body bags
      7) “Zip-lock” type bags for small body parts
      8) Heavy duty plastic bags
      9) Charts, clipboards, paper, pens, laundry marker pens, etc.
      10) Rubber gloves
      11) Rubber boots
      12) Measuring devices
      13) Cameras and film (underwater camera for hot zones)
      14) String

   e. Gridding will be used to identify different areas where bodies, body parts, and personal effects are found. Each grid square is typically 10 ft by 10 ft and will be assigned a number or letter or both. Use existing buildings or landmarks to help specify the exact location. A survey team should be requested from City Engineering to conduct the gridding of the area.

   f. Human remains will be identified with numbers (Body= B-#, Body Part= BP-#) using body tags and tags outside of the body bags. The bag should also be marked in case the tag is removed. Seal the bag--sign and date. A flag or stake with the
corresponding body/body bag number will be placed at the site where the remains were found (spray paint will be used for hard surfaces). The numbers used for human remains must not conflict with numbers assigned to triage patients that have been removed from the scene.

g. **Before moving the body**, photographs and/or videos of the body will be made along with a description of any associated articles (clothing and personal effects). The location and description of the body will also be documented before it is moved. Keep clothing and personal effects with the body, if found on or attached to the body. Personal effects should be numbered (PE- #).

h. Personal effects that can not be readily identified as belonging to a specific body shall be identified by an alpha numeric system, grid location marked, bagged, and the physical location marked with the corresponding alpha numeric tag.

i. All personal effects should be carefully documented before being removed. Write down the number of items, drivers' license name and number, social security numbers, credit card numbers and name appearing on each card.

j. After removal of the body, re-photograph the area.

1. Transport and Identification

a. Transport of human remains or evidence should be done discreetly and under close security to minimize exposure to the media and possible family members. Unmarked vehicles should have a law enforcement escort when going to and from the staging areas and morgue sites.

b. Prior to transport, check that all body and bag numbers match, log all bag numbers, log vehicle number, personnel, and time of dispatch. The driver must sign for receipt of bodies and delivery.

c. Identification of remains and cause of death is the responsibility of the State Medical Examiner’s Office. Local, state and federal resources (local Medical Examiner, Military, FBI) are available to assist with these duties. These resources should be requested through the State Division of Emergency Management by the Winston-Salem/Forsyth County Office of Emergency Management.

2. Morgue Facility

a. If feasible, all remains may be taken to the State Medical Examiner’s Office in Chapel Hill. If needed, unmarked refrigerated trucks with stainless steel flooring or a secured staging area will be used to store the remains before transport.

b. There may be a need to establish a temporary morgue when there are a significant number of fatalities. Temporary morgue site approval will be required from the State Medical Examiner. Criteria for a temporary morgue are:
1) Convenient to the scene with easy access for vehicles.
2) Must be able to be completely secured.
3) Must be able to handle the capacity of bodies expected. If not, several sites will be required.
4) Must have adequate: ventilation, drainage, air conditioning/heating, hot and cold water, sufficient electrical capacity, communication equipment (fax, phones, phone lines, radios), office space, restrooms, rest/debriefing area and refreshment areas.

c. Supplies which may be required at a temporary morgue include: tarps, ventilation fans, partitions, portable lights, generator, extension cords, camera, videotape recorder, portable water, lights, portable examining tables, identification chart for processing bodies, telephone, computers and printers, forensic quality fax machines (400 lines per inch).

d. Two portable morgues are available from DMORT by request (Local Emergency Management through State Emergency Management to DMORT).

3. Family Assistance Center
   
a. The purposes of the Family Assistance Center (FAC) are to provide relatives of victims with information and access to services they may need in the days following the incident; to protect families from the media and curiosity seekers; to allow investigators and the Medical Examiner access to families for information to aid in identifying the victims.

b. The Family Assistance Center should be located away from the incident at a church, hotel, or other facility. There should be one entrance designated for family members and one for volunteers.

c. Security, registration, translators, housing, transportation needs, telephones, refreshments, assistance with funeral arrangements, and professional counseling should be provided for.

d. The legal next-of-kin should be clearly identified by FAC personnel at registration.

e. If possible, provide for doctor and an EMS unit at the Center to help with family members who may suffer from shock or aggravate an existing medical condition.

f. Equipment required for a FAC include an 800 telephone bank, direct phone lines for the families use, copy machine(s), fax machine(s), and a TV/radio for news.

g. If the mass fatalities incident falls under the authority of the National Transportation Safety Board (NTSB), they will, in most cases, establish the FAC, supplemented by other federal agencies.
4. Mass Burial
   a. Extreme circumstances may require a mass burial if the number of unidentified remains cannot be managed and represents a significant public health risk.
   b. The decision for a mass burial will come from the highest level of local and state government.
   c. The location of a mass burial site must be planned and agreed upon by all agencies. Consideration should be given for the number of human remains, physical location of the incident, distance to the burial site and possible exhumation at a later date.

5. Critical Incident Stress Debriefing
   a. Recognizing the effects of stress among disaster workers, all emergency response personnel will attend a stress debriefing.
   b. The Critical Incident Stress Debriefing will be coordinated through the Mental Health Coordinator. Additional resources will be coordinated through the North Carolina Division of Emergency Management and the North Carolina Critical Incident Stress Advisory Committee.

6. Critique
   a. Critiques will be held with the emergency responders, state, and federal officials to identify what worked and what did not. The critique will be held to gather and disperse information. It will not be held to place blame or fault on any person or organization.
   b. Lessons learned from the critique will be used to enhance the Mass Fatalities Plan.

IV. REFERENCES

Federal Family Assistance Plan for Aviation Disasters, dated August 1, 2000
I. AUTHORITY

See Basic Plan, Section 1.

II. PURPOSE

The purpose of this annex is to outline operational concepts and organizational arrangements for search and rescue (SAR) operations during emergency situations in Winston-Salem/Forsyth County. This annex is applicable to all agencies, organizations and personnel assigned SAR functional responsibilities.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
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<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
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<tr>
<td>FD</td>
<td>Fire Department</td>
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<tr>
<td>IC</td>
<td>Incident Commander</td>
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<tr>
<td>ICP</td>
<td>Incident Command Post</td>
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<tr>
<td>ICS</td>
<td>Incident Command System</td>
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<tr>
<td>ME</td>
<td>Medical Examiner</td>
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<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
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<tr>
<td>SAR</td>
<td>Search and Rescue</td>
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<tr>
<td>SOG</td>
<td>Standard Operating Guidelines</td>
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<tr>
<td>USAR</td>
<td>Urban Search And Rescue</td>
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</table>

B. Definitions

1. Hazardous materials (Hazmat)

A substance in a quantity or form posing an unreasonable risk to health, safety and/or property when manufactured, stored, or transported in commerce. A substance which by its nature, containment, and reactivity has the capability for inflicting harm during an accidental occurrence, characterized as being toxic, corrosive, flammable, reactive, an
2. Secondary Hazard

A situation that occurs as a result of an initial hazard. For example, a chemical release from a tank car involved in a train derailment or a gas leak within a collapsed building.

3. Terrorist Incident

A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

4. North Carolina State USAR Task Forces

These task forces are the state’s urban search and rescue teams, coordinated through North Carolina Division of Emergency Management. Its members are from city and county agencies throughout the state. They respond to mass casualty disasters anywhere in the state. Their assistance is not limited to heavy Urban Search and Rescue (USAR). They also have a Flood Rescue capability to assist during flooding situations.

### IV. SITUATIONS AND ASSUMPTIONS

**A. Situations**

1. The county and municipalities depend on fire departments and rescue squads for SAR (search and rescue).

2. Local buildings are subject to severe structural damage from high winds, tornado, flood, earthquake, explosion, and acts of terrorism, which could result in injured people trapped in the damaged and collapsed structures.

3. In emergency situations involving structural collapse, large numbers of people may require rescue.

4. The mortality rate among trapped victims rises dramatically after 72 hours; therefore, SAR operations must be initiated without delay.

5. Secondary hazards may compound problems and threaten both disaster victims and rescue personnel.

6. Weather conditions such as rain, temperature extremes, and high winds, may pose additional hazards to disaster victims and rescue personnel.
7. Large-scale emergencies, disasters, and acts of terrorism may adversely impact SAR personnel, equipment, and facilities as well as communications systems.

B. Assumptions

1. A trained, equipped, organized rescue service will provide the capability to conduct methodical SAR operations, shore up and stabilize weakened structures, release trapped persons, and locate the missing and dead.

2. Access to disaster areas may be limited because of damaged infrastructure.

3. If this jurisdiction's resources and those obtained pursuant to mutual aid agreements are insufficient and additional support is required, assistance will be requested from the North Carolina Division of Emergency Management.

4. During major emergency situations, local SAR resources may be damaged and specialized supplies depleted.

V. CONCEPT OF OPERATIONS

A. General

1. The jurisdictional fire departments have the responsibility of providing this jurisdiction with SAR operations. SAR resources include:
   
   a. Forsyth County Fire Department
   b. Kernersville Fire Department
   c. Winston-Salem Fire Department
   d. The Fire Departments of Forsyth County
   e. The Winston-Salem Rescue Squad

2. The responsibilities of the SAR team will be extensive during some types of emergency situations. These responsibilities include the search for and extrication of victims during events such as structural collapse, hazmat accidents, flooding incidents, and major fires or explosions.

B. Implementation of the Incident Command System (ICS)

Utilizing NIMS, the first responder on the scene of an emergency situation should initiate the ICS and establish an incident command post (ICP). As other responders arrive, the individual most qualified to deal with the specific situation present should serve as the IC. The incident commander (IC) will direct and control responding resources.
C. Terrorist Incident Response

During terrorist incident response it is essential that the incident command team establish perimeters and formulate a plan of action that will allow SAR personnel to conduct operations in such a way as to minimize the impact to the crime scene. Refer to the Terrorist Incident Annex for more information on the response to terrorist threats and activities.

D. Requesting External Assistance

1. If local SAR resources are inadequate to deal with an emergency situation, SAR resources covered by mutual aid agreements will be requested by the IC or other individuals who are specifically authorized to do so. The IC may also request assistance from industries and businesses with SAR resources that have agreed to assist during emergencies.

2. If local SAR resources and those obtained pursuant to mutual aid agreements are insufficient to deal with an emergency situation, statewide mutual aid will be requested through the EMD from the North Carolina Division of Emergency Management.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, shall carry out the function of providing SAR services in emergency situations. Routine SAR operations can be handled by the fire departments and rescue squad. The Emergency Operations Center (EOC) will normally be activated for major emergencies and disasters that require extensive SAR operations and a commitment of all emergency services as well as external assistance.

B. Task Assignments

1. The Fire Chiefs will:
   a. Coordinate all SAR operations using available resources.
   b. Provide assistance during evacuations.
   c. Prepare and execute mutual aid agreements for SAR support.
   d. Provide support for other public safety operations, as necessary.

2. The IC will:
   a. Utilizing NIMS, establish an ICP and control and direct emergency response resources.
b. Assess the incident, request any additional resources needed, and provide periodic updates to the EOC, if activated.

c. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.

d. Establish a specific division of responsibilities between the incident command operation and the EOC, if activated.

e. Coordinate body recovery activities with the Office of the State Medical Examiner, if needed.

3. Law Enforcement will:

   Upon request of the IC, provide control access to and control traffic around incident sites.

4. The Public Works/General Services will:

   a. Upon request of the IC, provide heavy equipment support for SAR operations.

   b. Upon request of the IC, shut off gas or power to collapsed structures.

   c. Upon request of the IC, provide traffic management and barricades

5. Forsyth County EMS Director will:

   Provide trained personnel and equipment to administer emergency medical support and transport, if necessary.

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**VII. DIRECTION AND CONTROL**

**A. General**

1. For most emergency situations, an IC will establish an ICP and direct and control emergency operations at the scene from that ICP. All SAR resources will carry out missions assigned by the IC. The IC will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the IC.

2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (a) a hazard threatens, but has not yet impacted the local area (such as the predicted landfall of a hurricane), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a qualified SAR representative will normally report to the EOC to coordinate any response by SAR personnel.
3. Utilizing NIMS, external response agencies are expected to conform to the general guidance and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.

B. Incident Command System (ICP)—Emergency Operations Center (EOC) Interface

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities to ensure proper response to the incident without duplication of efforts. A general division of responsibilities between the ICP and the EOC that can be used as a basis for more specific agreement is provided in Section V of the Direction and Control Annex.

C. Continuity of Government

The line of succession for the Winston-Salem Fire Department is:

1. Fire Chief
2. Deputy Chief
3. District Chief

The line of succession for the Kernersville Fire Department is:

1. Fire Chief
2. Asst. Chief
3. Battalion Chief

The line of succession for the Forsyth County Fire Administration

1. Fire Administrator
2. Deputy Fire Marshal
3. Fire Suppression Asst. Chief

VIII. ADMINISTRATION AND SUPPORT

A. Reporting

In addition to reports that may be required by their parent organization, SAR teams participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the
Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

B. Records

1. Activity Logs

   The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operation. See Section VIII.B of the Direction and Control Annex for more information on the types of information that should be recorded in activity logs.

2. Documentation of Costs

   Expenses incurred in carrying out emergency response operations for certain hazards, such as hazmat incidents may be recoverable from the responsible party. Hence, all SAR service elements will maintain records of personnel and equipment used and supplies consumed during large-scale emergency operations.

C. Preservation of Records

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

D. Post Incident Review

For large-scale emergency operations, the EMD shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. SAR personnel who participated in the operations should participate in the review.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining standard operating guidelines covering those responsibilities.
X. REFERENCES


XI. APPENDIX

Appendix 1  Search & Rescue Organizational Structure
APPENDIX 1
SEARCH & RESCUE ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Fire Chief/ Fire Administrator

NC USAR Task Force

W-S Rescue Squad

Public Works/ General Services

---- Coordination
HAZARDOUS MATERIALS RESPONSE
Emergency Support Function (ESF) - 10

I. AUTHORITY

A. Federal

5. 40 CFR 261, Resource Conservation and Recovery Act (RCRA)

B. State

See Basic Plan, Section I.

C. Local

See Basic Plan, Section I.

II. PURPOSE

This annex establishes the policies and procedures under which Winston-Salem/Forsyth County will operate in the event of a hazardous material incident. It defines the roles, responsibilities and organizational relationships of government agencies and private entities in responding to and recovering from an incident involving the transport, use, storage, or processing of hazardous material.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>CAA</td>
<td>Clean Air Act</td>
</tr>
<tr>
<td>CERCLA</td>
<td>Comprehensive Environmental Response, Compensation, and Liability Act of 1980</td>
</tr>
<tr>
<td>CFR</td>
<td>Code of Federal Regulations</td>
</tr>
</tbody>
</table>
B. Definitions

1. Accident site

   The location of an unexpected occurrence, failure, or loss, either at a regulated facility or along a transport route, resulting in a release of listed chemicals.
2. CHEMTREC

The Chemical Transportation Emergency Center (CHEMTREC) is a centralized toll-free telephone service providing advice on the nature of chemicals and steps to be taken in handling the early stages of transportation emergencies where HC are involved. Upon request, CHEMTREC may contact the shipper, National Response Center (NRC), and manufacturer of hazardous materials involved in the incident for additional, detailed information and appropriate follow-up action, including on-scene assistance when feasible.

3. Cold Zone

The area outside the Warm Zone (contamination reduction area) that is free from contaminants.

4. Extremely hazardous substances (EHS)

Substances designated as such by the EPA pursuant to the Emergency Planning and Community Right-to-Know Act (EPCRA).

5. Hazard

The chance that injury or harm will occur to persons, plants, animals or property.

6. Hazard analysis

Use of a model or methodology to estimate the movement of hazardous materials at a concentration level of concern from an accident site at fixed facility, or on a transportation route to the surrounding area, in order to determine which portions of a community may be affected by a release of such materials.

7. Hazardous materials (hazmat)

A substance in a quantity or form posing an unreasonable risk to health, safety and/or property when manufactured, stored, or transported in commerce. A substance which by its nature, containment, and reactivity has the capability for inflicting harm during an accidental occurrence, characterized as being toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer and thereby posing a threat to health and the environment when improperly managed.

8. Hot Zone

The area surrounding a particular incident site where contamination does or may occur. All unauthorized personnel may be prohibited from entering this zone.

9. Incident Commander (IC)

The overall coordinator of the response team. Responsible for on-site strategic decision and actions throughout the response phase. Maintains close liaison with the appropriate
government agencies to obtain support and provide progress reports on each phase of the emergency response. Must be trained to a minimum of hazmat operations level and certified in the ICS.

10. National Response Center (NRC)

Interagency organization, operated by the US Coast Guard, that receives reports when reportable quantities of dangerous goods and hazmats are spilled. After receiving notification of an incident, the NRC will immediately notify appropriate federal response agencies, which may activate the Regional Response Team or the National Response Team.

11. On-scene.

The total area that may be impacted by the effects of a hazardous material incident. The on-scene area is divided into mutually exclusive on-site and off-site areas.

12. Plume

A vapor cloud formation that has shape and buoyancy. The cloud may be colorless, tasteless, odorless, and may not be visible to the human eye.

13. Regulated facility

A plant site where handling/transfer, processing, and/or storage of chemicals is performed. For the purposes of this annex, regulated facilities (1) produce, use, or store EHSs in quantities which exceed threshold planning quantities or (2) hold one or more hazmats in a quantity greater than 10,000 pounds at any time.

14. Reportable quantity

The minimum quantity of hazardous material released, discharged, or spilled that must be reported to federal state and/or local authorities pursuant to statutes and regulations.

15. Response

The efforts to minimize the hazards created by an emergency by protecting the people, environment, and property and returning the scene to normal pre-emergency conditions.

16. Risk Management Plan (RMP)

Pursuant to section 112r of the CAA, facilities that produce, process, distribute or store 140 toxic and flammable substances are required to have a RMP that includes a hazard assessment, accident prevention program, and emergency response program. A summary of the RMP must be submitted electronically to the EPA; it can be accessed electronically by local governments and the public.
17. Toxic substances

Substances believed to produce long-term adverse health effects. Facilities which manufacture or process more than 25,000 pounds of any designated toxic substance or use more than 10,000 pounds of such substance during a year are required to report amounts released into the environment annually to the SERC and the EPA. This list of toxic substances covered is contained in 40 CFR 372.

18. Vulnerable Facilities

Facilities which may be of particular concern during a hazmat incident because they:

a. are institutions with special populations that are particularly vulnerable or could require substantial assistance during an evacuation (schools, hospitals, nursing homes, day care centers, jails),

b. fulfill essential population support functions (power plants, water plants, the communications centers), or

c. include large concentrations of people (shopping centers, recreation centers)

19. Warm Zone

An area over which the airborne concentration of a chemical involved in an incident could reach a concentration that may cause serious health effects to anyone exposed to the substance for a short period of time.

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. Hazardous materials are commonly used, transported, and produced in the local area; hence, hazmat incidents may occur here.

2. This jurisdiction has the lead in the initial response to a hazmat incident that occurs within its boundaries.

3. Pursuant to the Emergency Planning, Community Right-to-Know Act of 1986 (EPCRA), a local fire chief has the authority to request and receive information from regulated facilities on hazardous material inventories and locations for planning purposes and may conduct an on-site inspection of such facilities.

4. If this jurisdiction is unable to cope with an emergency with local resources and those available through mutual aid, the State may provide assistance. When requested by the State, assistance may also be provided by federal agencies.
5. The Forsyth County Local Emergency Planning Committee (LEPC) is responsible for providing assistance to Winston-Salem/Forsyth County in hazardous materials planning.

6. Emergency worker protection standards provide that personnel may not participate in the response to a hazmat incident unless they have been properly trained and are equipped with appropriate personal protective equipment.

B. Assumptions

1. An accidental release of hazmat could pose a threat to the local population or environment. A hazardous materials incident may be caused by or occur during another emergency, such as flooding, a major fire, or a tornado.

2. A major transportation hazmat incident may require the evacuation of citizens at any location within Winston-Salem/Forsyth County.

3. Regulated facilities will report hazmat inventories to local fire department(s) and the LEPC.

4. In the event of a hazmat incident, regulated facilities and transportation companies will promptly notify local emergency services of the incident and make recommendations to local emergency responders for containing the release and protecting the public.

5. In the event of a hazmat incident, local emergency responders will determine appropriate protective action recommendations for the public, disseminate such recommendations, and implement them.

6. The length of time available to determine the scope and magnitude of a hazmat incident will impact protective action recommendations.

7. If an evacuation is recommended because of an emergency, typically 80 percent of the population in affected area will relocate voluntarily when advised to do so by local authorities. Some residents will leave by routes other than those designated by emergency personnel as evacuation routes. Some residents of unaffected areas may also evacuate spontaneously. People who evacuate may require shelter in a mass care facility.

8. Hazardous materials entering water or sewer systems may necessitate the shutdown of those systems.

9. The Forsyth County LEPC will assist Winston-Salem/Forsyth County in preparing and reviewing hazardous material response plans and procedures.
V. CONCEPT OF OPERATIONS

1. Initial Reporting
   a. It is anticipated that a citizen who discovers a hazardous material incident will immediately notify local emergency services through the 9-1-1 system and provide some information on the incident.

   b. Operators of regulated facilities and hazmat transportation systems are required by law to report certain types of hazmat releases. For hazmat incidents occurring at regulated facilities, a facility representative at a regulated site is expected to immediately notify 9-1-1.

2. Notification
   Upon receiving a Hazardous Materials Incident report, the Communications Center will dispatch the appropriate resources commensurate with the incident.

3. Response Activities
   a. The first firefighter or law enforcement officer on the scene should initiate the ICS, establish an incident command post (ICP), and begin taking the appropriate actions.

   b. As other responders arrive, the senior firefighter will generally assume the role of IC for hazmat emergencies and continue taking the appropriate actions.

   c. The Emergency Operating Center (EOC) may be activated as needed.

   d. Incident Command Post (ICP)—Emergency Operating Center (EOC) Interface
      1) If the EOC is activated the IC and the EOC shall agree on and implement an appropriate division of responsibilities for the actions.

      2) Regular communication between the IC and the EOC regarding appropriate actions is required to ensure that critical actions are not inadvertently omitted.

   e. Determining Affected Areas and Protective Actions
      1) The IC shall estimate areas and population affected by a hazmat release, and may be assisted by the EOC in that process.

      2) The IC shall determine required protective actions for response personnel and the public, and may be aided in determining protective actions for the public by the EOC.

      3) The IC will typically provide warning to and implement protective actions for the public in the immediate vicinity of the incident site. The EOC will normally oversee dissemination of warning and implementation of protective actions for the public beyond the immediate incident site and related activities such as traffic control and activation of shelters.
f. Release Containment

1) The responsibility for selecting and implementing appropriate measures to contain the release of hazardous materials is assigned to the IC, who may obtain advice from the responsible party, state and federal agencies, and appropriate technical experts.

2) Containment methods may include berms, dikes, trenches, booms and other deployable barriers, stream diversion, drain installation, catch basins, patching or plugging leaking containers, reorientation of containers, freeing of valves, or repackaging.

B. Recovery

1. When the initial response to an incident has ended, further effort may be required to control access to areas which are still contaminated, clean up and dispose of spilled materials, decontaminate and restore areas which have been affected, and recover response costs from the responsible party. The recovery process may continue for an extended period.

2. The spiller or property owner is, by city/county ordinance, responsible for all cleanup activities.

3. The EMD will serve as the local government point of contact with the responsible party, cleanup contractors, and state and federal agencies.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 2 to the Basic Plan, will be employed to respond to and recover from incidents involving hazardous materials.

2. Effective response to a hazmat incident may also require response assistance from the company responsible for the incident and, in some situations, by state and federal agencies with responsibilities for hazmat spills. Technical assistance for a hazmat incident may be provided by the facility, by state and federal agencies, or industry.

B. Assignment of Responsibilities

1. Community Emergency Coordinator

   The EMD shall serve as the Community Emergency Coordinator for hazmat issues, as required by the EPCRA.
2. The Community Emergency Coordinator will:
   
a. Coordinate with the emergency coordinators of regulated facilities and vulnerable facilities to maintain the list of the regulated and vulnerable facilities.

b. Maintain an accurate and up-to-date hazmat emergency contact roster that provides 24-hour contact information for regulated facilities, local hazmat transportation companies, vulnerable facilities, state and federal hazmat response agencies, and technical assistance organizations such as CHEMTREC. Disseminate this roster to local emergency responders.

c. Ensure each regulated facility and local hazmat transportation company is notified of the telephone number to be used to report hazmat incidents to local authorities.

d. Coordinate the review of regulated facility emergency plans by local officials.

3. Fire Departments will:
   
a. Carry out the general fire service responsibilities outlined in the Fire Services Annex.

b. Normally provide the IC for a hazardous materials response operation.

4. IC will:
   
a. Establish a command post and determine an incident action plan.

5. Law Enforcement will:
   
a. Maintain a radio-equipped officer at the ICP until released by the IC.

b. Assist with the evacuation citizens when requested by the IC.

c. Control access to the immediate incident site for safety and limit entry to authorized personnel only. The IC will determine the size and configuration of the cordon.

6. The EMD will:
   
a. Coordinate with the IC and based upon the incident classification and recommendations of the IC, recommend activation of the EOC to the County/City Managers.

b. If the EOC is activated:
   
1) Coordinate a specific division of responsibility between the IC and EOC for the tasks outlined in the General Hazmat Response Checklist. In general, the ICP should handle immediate response tasks and the EOC support tasks that which require extensive planning or coordination.

2) Carry out required tasks
3) Provide support requested by the IC.

7. EMS will:

   a. Provide medical treatment for casualties.

   b. Transport casualties requiring further treatment to medical facilities.

8. The Public Works Partnership will:

   a. Provide heavy equipment and materials for spill containment.

   b. When requested, provide barricades to isolate the incident site.

   c. Cooperate with law enforcement to detour traffic around the incident site.

   d. When notified of an incident, which may impact water or sewer systems, take precautionary actions to prevent damage to those systems.

   e. If a hazmat incident impacts water or sewer systems, check systems for damage and restore service.

   f. Where appropriate, provide inputs for protective actions for the public relating to water and sewer systems.

9. Regulated Facilities/Hazmat Transportation Companies are expected to:

   a. Provide current emergency contact numbers to local authorities.

   b. Upon request, provide planning support for accidental release contingency planning by local emergency responders.

   c. In the event of an incident:

      1) Make timely notification of the incident to local officials and other agencies as required by state and federal law.

      2) Provide accident assessment information to local emergency responders.

      3) Make recommendations to local responders for containing the release and protecting the public.

      4) Carry out emergency response as outlined in company or facility emergency plans to minimize the consequences of a release.

      5) Assist local responders as outlined in mutual aid agreements.

      6) Provide follow-up status reports on an incident until it is resolved.
7) Clean up or arrange for the cleanup of hazmat spills for which the company is responsible.

d. Regulated facilities are also required to:

1) Report hazmat inventories to the State Emergency Response Commission (SERC), LEPC, and local fire department as required by federal and state statutes and regulations.

2) Provide Material Safety Data Sheets (MSDS), as required, to the LEPC and local fire department.

3) Designate a facility emergency coordinator.

4) Develop an on-site emergency plan that specifies notification and emergency response procedures and recovery actions. Facilities covered by CAA 112(r) are required to have a more extensive risk management program; a summary of which must be filed with the EPA. Local officials can access that information via the Internet.

5) Coordinate the on-site emergency plan with local officials to ensure that the facility emergency plan complements the local emergency plan and does not conflict with it.

10. State Government

a. If local resources and mutual aid resources available to respond to a hazmat incident are inadequate or inappropriate, state assistance will be requested through the North Carolina Division of Emergency Management.

b. For major incidents, the State EOC will coordinate state assistance and request federal assistance, if required.

c. The North Carolina Division of Crime Control and Public Safety provides assistance to local law enforcement in areas of traffic control, evacuation, and protection of property.

d. The North Carolina Department of Transportation (DOT) may be able to provide heavy equipment to assist in containing spills near public roads, but DOT personnel are not trained or equipped as hazmat responders.

11. Federal Government

Designated agencies of the federal government may respond to certain hazmat incidents when required by federal environmental protection plans or requested to do so by the State.
VII. DIRECTION AND CONTROL

A. General

1. The direction and control function for a hazmat incident will be performed by the IC or, for major incidents, shared by the IC and the EOC.

2. The EOC may be activated and responsibility for various hazmat response tasks will be divided between the ICP and the EOC. Effective exchange of critical information between the EOC and ICP is essential for overall response efforts to succeed.

   a. Utilizing NIMS, the ICP will concentrate on the immediate response at the incident site—isolating the area, implementing traffic control in the immediate area, employing resources to contain the spill, and formulating and implementing protective actions for emergency responders and the public near the incident site. The IC will direct the activities of deployed emergency response elements.

   b. The EOC should handle incident support activities and other tasks, which cannot be easily accomplished by an ICP. Such tasks may include notifications to state and federal agencies and utilities, requests for external resources, activation of shelters, coordinating wide area traffic control, emergency public information, and similar activities. The EMD shall direct operations of the EOC.

B. Specific

1. For hazardous materials incidents, the first fire service or law enforcement officer on-scene will initiate the ICS. The senior firefighter on the scene will normally serve as the IC. All support units will report to the IC and operate under the direction provided by that position.

2. The IC may recommend evacuation in and around the incident site. EMD should issue recommendations for large-scale evacuation should it become necessary.

VIII. ADMINISTRATION AND SUPPORT

A. Support

When a hazmat incident exceeds the local capability to resolve, mutual aid agreements will be invoked. If these personnel, equipment, and supply resources are insufficient or inappropriate, state assistance will be requested through the North Carolina Division of Emergency Management.

B. Documentation and Cost Recovery

The company or individual responsible for the hazmat release is liable for the cost of clean-up, structural and environmental damage, and personal injury or death. Winston-Salem/Forsyth County will maintain records of personnel and equipment used and supplies
expend during the response and recovery phase to support any efforts to recoup costs from the responsible party.

C. Post Incident Review

For major incidents, the IC will prepare a short report summarizing the incident, including the cause, critique of response actions, damage assessment, expenditures, and conclusions. Resources for this report may include radio logs, tapes, regulated site records, police reports, fire reports, etc. This report will be circulated to all agencies and individuals tasked in this annex.

D. Training

To comply with emergency worker protection standards, department and agency heads will determine requirements for hazardous materials training for emergency response and medical personnel with hazmat incident response duties, develop and disseminate schedules for training, and maintain records of such training.

E. Personal Protective Equipment

To comply with emergency worker protection standards, department heads will prescribe the use of personal protective equipment for emergency response and medical personnel who require it.

F. Plan Testing and Correction

1. Departmental and interdepartmental drills, tabletop exercises, functional exercises, or full-scale exercises dealing with hazmat incidents shall be included in the local emergency exercise schedule. Where possible, regulated facilities and hazmat transportation companies should be invited to participate in drills and exercises.

2. This annex should be corrected and revised, if required, based on the results of exercise critiques.

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**IX. ANNEX DEVELOPMENT AND MAINTENANCE**

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Regulated facilities report their hazmat inventories annually to the SERC, the LEPC, and local fire departments

D. All agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs needed to carry out the tasks assigned in the annex.
X. REFERENCES


XI. APPENDICES

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APPENDIX 1
HAZARDOUS MATERIALS RESPONSE ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Fire Chief/Fire Administrator

NC Regional Response Teams

Private Sector Environmental Resources

Local HazMat Teams

----------- Coordination
A. Factors to Consider in Selecting Protective Actions

Among the factors to be considered in determining protective actions for the public are the following:

1. Characteristics of the hazardous material
   a. degree of health hazard
   b. amount of material that has been released or is expected to be released
   c. time of release
   d. rate of spread

2. Weather conditions, particularly wind direction and speed for airborne hazards

3. Population at risk
   a. location
   b. number
   c. special facilities or populations
   d. evacuation routes

4. Estimated warning and evacuation times

5. Ability to predict behavior of hazmat release (typically from release modeling software)

B. Primary Protective Strategies.

1. The two primary protective strategies used during hazmat incidents are shelter in place and evacuation.

   a. Shelter in place involves having people shelter in a building and take steps to reduce the infiltration of contaminated outside air. Shelter in place can protect people for limited periods by using the shielding provided by a building’s structure to decrease the amount or concentration of hazmat to which they are exposed. With a continuous release, the indoor concentration of hazmat for buildings within the hazmat plume will eventually equal the average outdoor concentration, limiting the effectiveness of this strategy in long term releases.
b. Evacuation protects people by relocating them from an area of known danger or potential risk to a safer area or a place where the risk to health and safety is considered acceptable. While evacuation can be very effective in protecting the public, large-scale evacuation can be difficult to manage, time consuming, and resource intensive.

c. Shelter in place and evacuation are not mutually exclusive protective strategies. Each strategy may be appropriate for different geographic areas at risk in the same incident. For example, residents within a mile downwind of an incident site may be advised to shelter in place because there is insufficient time to evacuate them, while residents of areas further downwind may be advised to evacuate.

2. Determining Protective Actions.

The information that follows is intended to aid in weighing suitable protective actions for the public and special facilities.

a. Shelter in place may be appropriate when:

1) Public education on shelter in place techniques has been conducted.
2) Sufficient buildings are available in the potential impact area to shelter the population at risk.
3) In the initial stages of an incident, when the area of impact is uncertain.
4) A hazmat release is impacting or will shortly impact the area of concern.
5) A hazmat release is short term (instantaneous or puff release) and wind is moving vapor cloud rapidly downwind
6) Evacuation routes are unusable due to weather or damage or because they pass through a likely hazmat impact area.
7) Specialized equipment and personnel needed to evacuate institutions such as schools, nursing homes, and jails is not available.

b. Evacuation may be appropriate when:

1) A hazmat release threatens the area of concern, but has not yet reached it.
2) A hazmat release is uncontrolled or likely to be long term.
3) There is adequate time to warn and instruct the public and to carry out an evacuation.
4) Suitable evacuation routes are available and open to traffic.
5) Adequate transportation is available or can be provided within the time available.

6) Specialized equipment and personnel needed to evacuate institutions are available.

7) The hazmat released is or will be deposited on the ground or structures and remain a persistent hazard.

8) The likely impact area includes a large outdoor population and there are insufficient structures for sheltering that population.

C. Other Protection Strategies


A hazmat incident may contaminate ground water supplies and water treatment and distribution systems. Threats to the drinking water supply must be identified quickly and water system operators must be notified in a timely manner in order to implement protective actions. If water supplies are affected, the public must be warned and advised of appropriate protective actions; alternative sources of water will have to be provided.

2. Protection of Sewer Systems.

A hazardous chemical entering the sanitary sewer system can cause damage to a sewage treatment plant. If sewer systems are threatened, facility operators must be notified in a timely manner in order to implement protective actions. If systems are damaged, the public must be warned and advised what to do. It will likely be necessary to provide portable toilets in affected areas.

3. Relocation.

Some hazardous material incidents may contaminate the soil or water of an area and pose a chronic threat to people living there. People may need to move out of the area for a substantial period of time until the area is decontaminated or until natural weathering or decay reduces the hazard.

D. Disseminating Warning and Protective Action Recommendations.

1. The normal means of warning the public of emergencies as described in the Warning Annex of this plan will be used to warn the public of hazmat incidents.

2. Sample public notification messages for shelter in place and evacuation are provided in the Warning Annex with further information in the Emergency Public Information Annex.
AGRICULTURE & NATURAL RESOURCES
EMERGENCY SUPPORT FUNCTION (ESF) - 11

I. AUTHORITY
See Basic Plan Section I.

II. PURPOSE
The purpose of this annex is to outline the local organization, operational concepts, responsibilities, and procedures to accomplish coordinated agriculture and natural resource activities during emergency situations.

III. EXPLANATION OF TERMS

A. Acronyms
   CES         Cooperative Extension Service
   DPH        Department of Public Health
   EOC        Emergency Operations Center
   EMD        Emergency Management Director
   FEMA      Federal Emergency Management Agency
   FSA        Farm Service Agency
   IC         Incident Commander
   ICP        Incident Command Post
   ICS        Incident Command System
   NCEM      North Carolina Division of Emergency Management
   NCFS      North Carolina Division of Forest Service
   NIMS      National Incident Management System
   NRCS      National Resource Conservation Services
   SOP       Standard Operating Procedures

B. Definitions
   1. Agricultural Commodities

      Commercial production of crops, nursery or greenhouse plants and livestock.
2. Pesticides

A variety of chemicals used for crop and/or livestock production.

## IV. SITUATION AND ASSUMPTIONS

### A. Situation

See the general situation statement and hazard summary in Section IV.A of the Basic Plan.

This jurisdiction can expect to experience emergency situations that could threaten agriculture and natural resources and necessitate the need for emergency services.

### B. Assumptions

1. Agriculture and natural resources equipment and personnel may be employed prior to a disaster in an attempt to reduce its severity or in the aftermath of a disaster to restore agricultural infrastructure.

2. Local departments and agencies responsible for the agriculture and natural resources function do not have sufficient resources to cope with a major disaster.

3. Agriculture and natural resources departments and agencies can reasonably be expected to assess needed repair and restoration of essential agricultural services and facilities.

4. Assistance may be available from other jurisdictions through mutual aid agreements. Some types of emergency situations, including earthquakes, hurricanes, and floods may affect large areas, making it difficult to obtain assistance from usual sources.

5. Damage to chemical plants, power lines, sewer and water distribution systems, and secondary hazards, such as fires, could result in health and safety hazards that may pose a threat to agriculture and natural resources personnel.

## V. CONCEPT OF OPERATIONS

### A. General

The general agriculture and natural resource tasks to be performed during emergency situations include:

1. For slowly developing emergency situations, take actions to educate agricultural commodity producers prior to the onset of hazardous conditions.

2. Survey and assess damage to agricultural operations.
B. Protecting Resources and Preserving Capabilities

Agriculture and natural resources elements are expected to identify agricultural commodities and natural resources that would benefit from protection and, in coordination with the departments or agencies that occupy those facilities, carry out such protective actions.

C. Damage Assessment

Agriculture and natural resources personnel may assist in the preliminary assessments of damage to agricultural commodities and natural resources.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The function of agriculture and natural resources during emergency situations shall be carried out in the framework of the normal emergency organization described in Section VI.A of the Basic Plan. Preplanning for emergency agriculture and natural resource tasks may be conducted to ensure that staff and procedures needed to manage resources in an emergency situation are in place.

2. The County Extension Director shall serve as the Agriculture and Natural Resource Officer during emergencies. The Agriculture and Natural Resource Officer is assigned primary responsibility for planning, organizing, and carrying out, with the support of those departments and agencies described below, the agriculture and natural resources tasks outlined in this annex during emergencies.

B. Assignment of Responsibilities

1. The Forsyth County Extension Director serves as the Agriculture and Natural Resource Officer during emergencies and will:

   a. Coordinate certain pre-emergency programs to reduce the vulnerability of local agricultural operations to known hazards. (Ref. W-S/FC Hazard Mitigation Plan)

   b. Manage the agriculture and natural resources function during emergency situations.

   c. Identify contractors who can provide heavy and specialized equipment support during emergencies and individuals and businesses that may be willing to lend equipment to local agricultural operations during emergencies.

   d. Coordinate efforts to assess damage to agricultural commodities and facilities, support farm stabilization and recovery (coordinate obtaining facilities, feed, disposal, etc).
2. The NRCS will:
   a. Assist in damage assessment of agricultural operations.
   b. Assess the structural integrity of impounded surface waters.

3. The EMD will:
   a. Coordinate with the Agriculture & Natural Resource Officer concerning all issues regarding the recovery and restoration of critical infrastructure supported by this annex.
   b. Coordinate the allocation and prioritization of resources related to this annex.

4. The Public Health Department will:
   a. Assist with identifying potential problems of contaminated foods.
   b. Provide human health-related information for foodborne disease and health issues.

5. The Public Works/General Services will carry out debris clearance and removal.

---

**VII. DIRECTION AND CONTROL**

A. The EMD shall provide general guidance on the management of agriculture and natural resources activities during emergencies and shall be responsible for approving any request for state or federal resources.

B. The IC will manage agriculture and natural resources committed to an incident. If the EOC has not been activated, the IC may request additional resources from local departments and agencies and may request those local officials authorized to activate mutual aid agreements or emergency response contracts to do so to obtain additional resources.

C. When the EOC is activated, the Agriculture and Natural Resource Officer will manage the emergency agriculture and natural resources function from the EOC. The IC shall direct resources committed to the incident site and coordinate through the Agriculture and Natural Resource Officer to obtain additional resources. The Agriculture and Natural Resource Officer shall manage resources not committed to the incident site and coordinate the provision of additional resources from external sources.

D. The Agriculture and Natural Resource Officer will respond to mission priorities established by the IC or the EOC, direct the various departments and agencies with agriculture and natural resources to accomplish specific tasks, and coordinate the efforts of those departments and agencies in order to achieve overall objectives.

E. The Agriculture and Natural Resource Officer will identify public and private sources from which needed resources can be obtained during an emergency and coordinate with the
Resource Manager to originate emergency procurements or to obtain such resources by lease, rental, borrowing, donation, or other means.

F. Normal supervisors of agriculture and natural resources personnel participating in emergency operations will exercise their usual supervisory responsibilities over such personnel. Organized crews from other jurisdictions responding pursuant to mutual aid agreements will normally operate under the direct supervision of their own supervisors. Individual volunteers will work under the supervision of the individual heading the team or crew to which they are assigned.

G. Continuity of Government

The line of succession for the Agriculture and Natural Resource Officer is:

1. County Extension Director
2. Agriculture Agent (Crops/Pesticides Coordinator)
3. Agriculture Agent (Livestock)

VIII. ADMINISTRATION AND SUPPORT

A. Resource Support

1. Equipment, personnel and other resources from the NCFS, NRCS and FSA may be requested.

2. Should our local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, NC State University, NC A&T State University, other agencies, and industry in accordance with existing Memorandum of Understandings.

B. Reporting

In addition to reports that may be required by their parent organization, agriculture and natural resource departments and agencies participating in emergency operations should provide appropriate situation reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations.

C. Records

Expenses incurred in carrying out emergency response and recovery operations for certain hazards may be recoverable from the responsible party or, in the event a Presidential disaster declaration is issued, partially reimbursed by the federal government. Hence, all
agriculture and natural resource elements will maintain records of labor, materials, goods, and services contracted during large-scale emergency operations.

D. Post Incident Review

For large-scale emergency operations, the EMD shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. Agriculture and natural resources personnel who participated in the operations should participate in the review.

X. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex with the support from organizations specified in Section VI.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

XI. REFERENCES

2. Forsyth County Disaster Readiness Plan Appendix M

XII. APPENDIX

Appendix 1 Agriculture & Natural Resources Organizational Structure
APPENDIX 1
AGRICULTURE & NATURAL RESOURCES ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Forsyth County Extension Director

Farm Service Agency

National Resource Conservation Services

NC Division of Forest Service

----- Coordination
DAMAGE ASSESSMENT
SUPPORT ANNEX (SA) - 1

I. AUTHORITY

A. See Section I of the Basic Plan.

B. Public Law 93-28, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.


II. PURPOSE

The purpose of this annex is to define the operational concepts, organizational arrangements, responsibilities, and procedures to accomplish the tasks required for the local government and its citizens and businesses to initiate the damage assessment process, to assist in recovering from a major emergency or disaster.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>CFR</td>
<td>Code of Federal Regulations</td>
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<tr>
<td>DAO</td>
<td>Damage Assessment Officer</td>
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<td>DAT</td>
<td>Damage Assessment Team</td>
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<tr>
<td>DFO</td>
<td>Disaster Field Office</td>
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<tr>
<td>DRC</td>
<td>Disaster Recovery Center</td>
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<tr>
<td>DSO</td>
<td>Disaster Summary Outline</td>
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<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
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<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
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<tr>
<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<tr>
<td>GIS</td>
<td>Geographic Information System</td>
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<tr>
<td>JIC</td>
<td>Joint Information Center</td>
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<tr>
<td>IA</td>
<td>Individual Assistance</td>
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<tr>
<td>IAO</td>
<td>Individual Assistance Officer</td>
</tr>
<tr>
<td>NCEM</td>
<td>North Carolina Division of Emergency Management</td>
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</table>
B. Definitions

1. Individual Assistance (IA)
   Financial or housing assistance provided to citizens or businesses who suffer losses in a disaster. The housing assistance is only for citizens.

2. Public Assistance (PA)
   Financial assistance to repair facilities and infrastructure provided to governments, public institutions, and certain private non-profit agencies that provide essential services of a governmental nature.

3. Stafford Act
   The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4. Primary and Secondary Agents
   The individuals who will be representing this jurisdiction in the grant process.

5. Project Worksheet (PW)
   A Federal Emergency Management Agency (FEMA) document that lists the specifications of an approved PA project.

---

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. As identified in the Winston-Salem/Forsyth County Hazard Analysis, which is summarized in Section IV of the Basic Plan, this jurisdiction is at risk to a number of hazards that have the potential for causing extensive property damage. In the event that such damage occurs, planned damage assessment and recovery procedures are essential for returning the community to normal after a major emergency or disaster.
2. The Stafford Act authorizes federal disaster assistance to individuals and to
governmental entities in the aftermath of a major emergency or disaster and outlines the
types of assistance that may be made available. The majority of federal disaster
assistance programs are administered by state agencies.

3. Federal assistance is governed by the Stafford Act and 44 Code of Federal Regulations
(CFR), part 206.

B. Assumptions

1. Adopting and enforcing land use regulations can reduce much of the structural damage
which would otherwise result from a disaster.

2. This jurisdiction must be prepared to deal with a major emergency or disaster until
outside help arrives.

3. Timely and accurate damage assessment to private and public property forms the basis
for requesting state and federal assistance for citizens (IA) and for repairs to
infrastructure (PA) and should be a vital concern to local officials following a disaster.

4. State and federal assistance may be requested to assist citizens or government entities.
State assistance is typically in the form of operational support such as equipment,
manpower, or technical assistance. Federal assistance, if approved, will generally be in
the form of financial reimbursement and will require considerable paperwork and take
some time to deliver.

5. Volunteer organizations may be available to assist citizens in meeting some basic
needs, but they cannot provide all needed assistance.

6. Damage assessment and recovery operations may commence while some emergency
response activities are still underway.

V. CONCEPT OF OPERATIONS

A. General

The Damage Assessment process will be conducted in three steps:

1. Pre-Emergency Preparedness

Prior to an emergency, this annex shall be developed and maintained and key recovery
staff members appointed, including the Damage Assessment Officer (DAO).
Requirements for personnel to staff damage assessment teams and assist in recovery
programs shall be determined and basic training provided.
2. Initial Damage Assessment

An initial damage assessment is required to support the request for state and federal assistance. This assessment will be conducted as soon as possible, often while some emergency response activities are still underway. Local damage assessment teams will carry out the initial assessment under the direction of the DAO. During this phase, the Chair of County Commissioners/Mayor(s) should declare a local state of disaster, as such a declaration allows local officials to invoke emergency powers to deal with the disaster and is required to obtain state and federal disaster recovery assistance.

3. Requesting Assistance

State and federal disaster assistance must be requested in a letter to the Governor, which must be accompanied by a Disaster Summary Outline (DSO) reporting the results of the initial damage assessment and the local disaster declaration. Based on the information contained in the DSO and other information, the Governor may issue a state disaster declaration for the affected area and may request that the President issue a federal disaster declaration.

B. Damage Assessment

1. An extensive detailed damage assessment is the basis of most recovery programs at the state and federal levels. The EMD is responsible for compiling the necessary information regarding the loss of life, injuries, and property damage. Appraised value information should be obtained from the Forsyth County Tax Assessors Office.

2. The DAO will manage the damage assessment function by assisting the EMD with organizing, training, and employing a Damage Assessment Team composed of local personnel.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The EMD shall coordinate damage assessment efforts. The Winston-Salem/Forsyth County Inspections Director will serve as the DAO or designate an individual to serve in that capacity.

2. All departments and agencies may be called on by the EMD to provide staff support for damage assessment and recovery activities.

B. Assignment of Responsibilities

1. The EMD will:

   a. Coordinate training for damage assessment team members and other individuals with disaster recovery responsibilities.
b. Assist the Chair of County Commissioners/Mayor(s) in preparing documents to request state and federal recovery assistance.

c. Develop appropriate public information relating to recovery programs, in coordination with the Public Information Officer (PIO).

2. The Damage Assessment Officer (DAO) will:

   a. Assist in organizing and coordinating training for damage assessment teams.

   b. In the aftermath of a disaster:

      1) Collect damage assessments from all departments, agencies, other governmental entities, and private non-profit facilities that may be eligible for disaster assistance.

      2) Compile damage assessment information and complete the initial situation report.

      3) Participate with state and FEMA representatives in the Preliminary Damage Assessment (PDA) process.

3. The PIO will:

   Utilizing NIMS, establish a Joint Information Center (JIC), to ensure that accurate and current information is disseminated to the public.

4. The County/City Finance Officers will:

   a. Establish and maintain a separate account of expenditures for the disaster, to include municipal expenditures.

   b. Submit expenditure reports as requested or required.

5. Forsyth County Tax Assessor will:

   a. Provide estimates of value of damaged and destroyed real property to support the damage assessment process.

   b. Estimate dollar losses to local government due to disaster.

   c. Estimate the effects of the disaster on the local tax base and economy.

6. The Public Works/General Services Departments will:

   a. Survey roads, bridges, traffic control devices and other public facilities and determine extent of damage and estimate cost of restoration.
b. Determine extent of damage to government-owned water and wastewater systems and other utilities and estimate the cost of restoration.

c. Coordinate with local public non-profit utility providers to obtain estimates of damage to their facilities and equipment and estimates of the cost of restoration.

7. All departments and agencies (at the request of the EMD &/or DAO) will:

a. Pre-emergency:

1) Identify personnel to perform damage assessment tasks.

2) Identify private sector organizations and individuals with appropriate skills and knowledge that may be able to assist in damage assessment.

3) Participate in periodic damage assessment training.

4) Participate in using geographic information systems (GIS) that may be used in damage assessment.

5) Periodically review forms and procedures for reporting damage with designated damage assessment team members.

b. Emergency:

1) Make tentative staff assignments for damage assessment operations.

2) Review damage assessment procedures and forms with team members.

3) Prepare maps and take photos and videos to document damage.

c. Post-emergency:

1) Identify and prioritize areas to survey.

2) Refresh damage assessment team members on assessment procedures.

3) Deploy damage assessment teams.

4) Complete damage survey forms and forward to the DAO.

5) Catalog and maintain copies of maps, photos, and videotapes documenting damage for further reference.

6) Provide technical assistance for preparation of recovery project plans.

7) Maintain disaster-related records.
VII. DIRECTION AND CONTROL

A. The Chair of County Commissioners/Mayor(s) may establish local rules and regulations for the damage assessment program and may approve those procedures that require approval by the local governing body.

B. The EMD shall direct day-to-day disaster recovery activities.

C. The Winston-Salem/Forsyth County Inspections Director shall serve as the DAO.

D. The line of succession for the DAO is:
   1. Inspections Director
   2. Assistant Inspections Director
   3. Senior Building Inspector

VIII. ADMINISTRATION AND SUPPORT

A. Reports
   1. Survey Team Reports
      Each damage survey team will collect data using the Site Assessment forms. Once completed, these forms should be utilized to determine priorities for beginning repairs and evaluating the need for requesting state and federal assistance.

   2. Disaster Summary Outline (DSO)
      Totals from the Site Assessment forms and other reports will be compiled and transferred to the DAO.

B. Records
   Each department or agency will keep detailed records on damage assessment related expenses, including:
   1. Labor
      a. Paid (regular and overtime)
      b. Volunteer
   2. Equipment Used
      a. Owned
      b. Rented /leased
c. Volunteered

3. Materials
   a. Purchased
   b. Taken from inventory
   c. Donated

C. The following contract-related documents must be kept:
   a. Copy of contracts
   b. Invoices, cancelled checks, and inspection records

D. Training
   1. The individual assigned primary responsibility for damage assessment shall attend damage assessment training.
   2. The EMD is responsible for coordinating appropriate training for local damage assessment teams.

E. Release of Information
   1. Personal information, such as marital status, income, and Social Security numbers gathered during the damage assessment is protected by state and federal privacy laws. Due care must be taken by all individuals having access to such information to protect it from inadvertent release.
   2. General information, such as the numbers of homes damaged and their general locations, may be provided to private appraisers, insurance adjusters, etc.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. Development

   The EMD is responsible for developing and maintaining this annex.

B. Maintenance

   This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.
C. Procedures

Those individuals charged with responsibilities for managing various damage assessment activities are also responsible for developing standard operating procedures for those activities.

X. REFERENCES

   Available online at http://www.fema.gov/government/grant/pa/policy.shtm

XI. APPENDIX

Appendix 1 Damage Assessment Organizational Structure
APPENDIX 1
DAMAGE ASSESSMENT ORGANIZATIONAL STRUCTURE

Emergency Operations Center

NCEM

FEMA

FC Tax Assessor

Emergency Management Director

W-S/FC Inspections Director

City/County Finance Directors

Damage Assessment Team

Public Works/General Services Directors

-------- Coordination
LOGISTICS MANAGEMENT
Support Annex (SA) - 2

I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to provide guidance and outline procedures for efficiently obtaining, managing, allocating, and monitoring the use of resources during emergency situations or when such situations appear imminent.

III. EXPLANATION OF TERMS

EOC  Emergency Operations Center
EMD  Emergency Management Director
IC   Incident Commander
ICP  Incident Command Post
ICS  Incident Command System
NCEM North Carolina Division of Emergency Management
NIMS National Incident Management System
VOAD Volunteer Organizations Active in Disaster

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. As noted in the general situation statement in section IV.A of the Basic Plan, Winston-Salem/Forsyth County is at risk from a number of hazards that could threaten public health and safety and private and public property and require the commitment of local resources to contain, control, or resolve.

2. Logistics management planning, during pre-disaster hazard mitigation activities, is designed to lessen the effects of known hazards. During pre-disaster preparedness activities it is designed to enhance the local capability to respond to a disaster. Throughout an actual response to a disaster or during the post-disaster recovery process, logistics management is essential to ensure smooth operations. Hence, this
jurisdiction must have a logistics management capability that is based on sound business practices that can function efficiently during emergency situations.

3. Effective logistics management is required in all types of emergency situations – from incidents handled by one or two emergency services working under the direction of an IC, to emergencies that require a response by multiple services and external assistance, to disasters that require extensive resource assistance from the state and/or federal government for recovery.

4. For some emergency situations, available local emergency resources will be insufficient for the tasks that may have to be performed. Hence, other local resources may have to be diverted from their day-to-day usage to emergency response. Additionally, resources from other jurisdictions or the state may be requested. It might also be necessary to rent or lease additional equipment and purchase supplies in an expedient manner.

5. In responding to major emergencies and disasters, the Chair of County Commissioners/Mayors may issue a disaster declaration pursuant to Chapter 418 of the Government Code and the Executive Order of the Governor Relating to Emergency Management and invoke certain emergency powers to protect public health and safety and preserve property.

6. When a disaster declaration has been issued, the Chair of County Commissioners/Mayors may use all available local government resources to respond to the disaster and temporarily suspend statutes and rules, including those relating to purchasing and contracting, if compliance would hinder or delay actions necessary to cope with the disaster. The County/City Attorneys should provide advice regarding the legality of any proposed suspension of statutes or rules. When normal purchasing and contracting rules are suspended, it is incumbent on the County/City Financial Officers to formulate and advise government employees of the rules that are in effect for emergency purchasing and contracting.

7. When a disaster declaration has been issued pursuant, the Chair of County Commissioners/Mayors may commandeer public or private property, if necessary, to cope with a disaster, subject to compensation. This procedure should be used as a last resort and only after obtaining the advice of the County/City Attorneys.

B. Assumptions

1. Much of the equipment and many of the supplies required for emergency operations will come from inventories on hand.

2. Additional supplies and equipment needed for emergency operations will generally be available from normal sources of supply. However, some of the established vendors may not be able to provide needed materials on an emergency basis or may become victims of the emergency situation. Hence, standby sources should be identified in advance and provisions should be made for arranging alternative sources of supply on an urgent need basis.
3. Some of the equipment and supplies needed during emergency operations are not used on a day-to-day basis or stockpiled locally and may have to be obtained through emergency purchases.

4. Local mutual aid agreements will be invoked and resources made available when requested.

5. Some businesses and individuals that are not normal suppliers will be willing to rent, lease, or sell needed equipment and supplies during emergency situations.

6. Some businesses may provide equipment, supplies, manpower, or services at no cost during emergency situations. Developing agreements between local government and the businesses in advance can make it easier to obtain such support during emergencies.

7. Some community groups and individuals may provide equipment, supplies, manpower, and services during emergency situations.

8. Volunteer Organizations Active in Disaster (VOAD) will provide such emergency services as shelter management and mass feeding when requested to do so by local officials.

9. Donated goods and services can be a valuable source of resources.

V. CONCEPT OF OPERATIONS

A. Guidelines

1. It is the responsibility of local government to protect the lives and property of its citizens and to relieve suffering and hardship. All available resources will be committed to do so. In the event of resource shortfalls during emergency situations, the senior officials managing emergency operations are responsible for establishing priorities for the use of available resources and identifying the need for additional resources.

2. As a basis for employing this jurisdiction’s resources to their greatest capacity during emergency situations, a current inventory of the dedicated emergency resources and other resources that may be needed during emergency operations will be developed and maintained.

3. In the event that all local resources have been committed and are insufficient, assistance will be sought from surrounding jurisdictions with which local mutual aid agreements have been established and from volunteer groups and individuals. Where possible, agreements will be executed in advance with those groups and individuals for use of their resources.

4. Some of the resources needed for emergency operations may be available only from businesses. Hence, this jurisdiction has established emergency purchasing and contracting procedures.
5. Certain emergency supplies and equipment, such as drinking water and portable toilets, may be needed immediately in the aftermath of an emergency. The Resource Manager shall maintain a list of local and nearby suppliers for these essential needs items.

6. Although many non-emergency resources can be diverted to emergency use, certain personnel, equipment, and supplies may be required to continue essential community support functions, such as medical care and fire protection.

7. It is important to maintain detailed records of resources expended in support of emergency operations:
   a. as a basis for future department/agency program and budget planning.
   b. to document costs incurred that may be recoverable from the party responsible for an emergency incident, insurers, or from the state or federal government.

B. Management Operations

1. In accordance with NIMS, the Incident Commander (IC) is responsible for managing emergency resources at the incident site and shall be assisted by a staff commensurate with the tasks to be performed and resources committed to the operation. The Incident Command System (ICS) structure includes a Logistics Section, which is responsible for obtaining and maintaining personnel, facilities, equipment, and supplies committed to the emergency operation. The IC will determine the need to establish a Logistics Section. This decision is usually based on the size and anticipated duration of the incident and the complexity of support.

2. If the Emergency Operations Center (EOC) is activated, the IC shall continue to manage emergency resources committed at the incident site. The Resource Manager in the EOC shall monitor the state of all resources, manage uncommitted resources, and coordinate with the IC to determine requirements for additional resources at the incident site. Departments and agencies involved in emergency operations that require additional resources should use the Emergency Resource Request form in Appendix 2 to communicate their requirements to the logistics management staff.

3. If additional resources are required, the Resource Manager shall coordinate with the EMD to:
   a. Activate and direct deployment of additional local resources to the incident site.
   b. Request mutual aid assistance.
   c. Purchase, rent, or lease supplies and equipment.
   d. Obtain donated resources from businesses, individuals, or volunteer groups.
   e. Contract for necessary services to support emergency operations.
   f. Commit such resources to the IC to manage.
4. If the resources above are inadequate or inappropriate for the tasks to be performed, the Resource Manager shall coordinate with the EMD to prepare a request for state resource assistance for approval by the Chair of County Commissioners/Mayors to be forwarded to the North Carolina Division of Emergency Management (NCEM).

5. The Resource Manager should be among those initially notified of any large-scale emergency. When warning is available, key suppliers of emergency equipment and supplies should be notified that short notice orders may be forthcoming.

6. The Resource Manager shall consult with the County/City Attorneys to determine potential liabilities before accepting offers of donations of supplies, equipment, or services or committing manpower from individual or volunteer groups to emergency operations.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General

1. The function of logistics management during emergency situations shall be carried out in the framework of our normal emergency organization described in Section VI.A of the Basic Plan. Preplanning for logistics management operations shall be conducted to ensure that staff and procedures needed to manage resources in an emergency situation are in place.

2. The Resource Manager will be responsible for planning, organizing, and carrying out logistics management activities during emergencies. The Resource Manager may be assisted by a temporary staff assembled from those departments and agencies with the required skills and experience.

3. During an emergency or disaster, the Resource Manager will fulfill requests for additional personnel, equipment, and supplies received from emergency response elements, identify resources to satisfy such requirements, coordinate external resource assistance, and serve as the primary point of contact for external resources made available to Winston-Salem/Forsyth County.

B. Task Assignments

1. The Chair of County Commissioners/Mayors:

   a. May issue a local disaster declaration, if the situation warrants, and use available public resources to respond to emergency situations. Furthermore, he or she may, under certain circumstances, commandeer private property, subject to compensation requirements, to respond to such situations. Issuance of a local disaster declaration is advisable if an emergency situation has resulted in substantial damage to private or public property and state or federal assistance will be needed to recover from the incident.
2. The EMD will:
   a. Administer the rules and regulations regarding logistics management during emergency situations established by the local governing body.
   b. Provide general guidance on logistics management and establish priorities for use of resources during emergency situations.
   c. Request assistance from the State, if needed, through the NCEM if local resources are insufficient to deal with the emergency situation. Cities must first request assistance from their county and exhaust mutual aid before requesting assistance from the state.
   d. Coordinate the organization and training of staff to carry out the Logistics function at the ICP and the Logistics management function at the EOC.

3. The IC will:
   a. Manage resources committed to an incident site.
   b. Monitor the status of available resources and request additional resources through the Logistics Section at the Incident Command Post (ICP).
   c. Provide periodic updates to the EOC, if activated.
   d. Establish a specific division of responsibilities between the incident command operation and the EOC, if activated.

4. The Resource Manager will:
   a. Advise EMD and department heads regarding resource management needs and the priorities for meeting them.
   b. Provide qualified staff at the ICP and the EOC to track the status of resources -- those committed, available, or out-of-service.
   c. Maintain a list of suppliers for emergency resource needs (see Appendix 2). Identify sources for additional resources from public and private entities and coordinate the use of such resources.
   d. Determine the need for, identify, and operate facilities for resource staging and temporary storage of equipment and supplies, to include donated goods.
   e. Monitor potential resource shortages and establish controls on use of critical supplies.
   f. Determine the most appropriate means for satisfying resource requests.
g. Locate needed resources using resource and supplier lists and obtain needed goods and services.

h. Coordinate with the Donations Coordinator regarding the need for donated goods and services (see the Volunteer & Donations Management Annex).

i. Coordinate resource transportation requirements with the Transportation Officer (See ESF 1).

j. Direct and supervise the logistics management activities.

k. Arrange delivery of resources, to include settling terms for transportation, specifying delivery location, and providing point of contact information to shippers.

l. Advise the Transportation Officer when this jurisdiction must provide transportation in order to obtain a needed resource.

m. Oversee physical distribution of resources, to include material-handling.

n. Ensure temporary storage facilities or staging areas are arranged and activated as directed.

o. Track the location and status of resources.

p. Identify sources of supply, and obtain needed supplies, equipment, labor, and services.

q. Rent, lease, borrow, or obtain donations of resources not available through normal supply channels.

r. Keep the EMD informed of action taken on requests for supplies, equipment, or personnel.

5. The County/City Financial Officers shall:

a. Oversee the financial aspects of meeting resource requests, including record-keeping, budgeting for procurement and transportation, and facilitating cash donations to this jurisdiction.

b. Advise Winston-Salem/Forsyth County officials and department heads on record keeping requirements and other documentation necessary for fiscal accountability.

6. The County/City Attorneys shall:

a. Advise the logistics management staff regarding procurement contracts and questions of administrative law.

b. Review and advise Winston-Salem/Forsyth County officials on possible liabilities arising from logistics management operations during emergencies.
c. Monitor reports of overcharging/price gouging for emergency supplies and equipment and repair materials and refer such reports to the North Carolina State Office of the Attorney General.

7. All departments and agencies will coordinate emergency resource requirements that cannot be satisfied through normal sources of supply with the Logistics Management staff.

### VII. DIRECTION AND CONTROL

**A. General**

1. The EMD shall provide general guidance on the management of resources during emergencies and shall be responsible for approving any request for state or federal resources.

2. The Resource Manager may provide advice regarding logistics management to the Chair of County Commissioners/Mayors, County Board of Commissioners/City Council, the IC, the EMD, and other officials during emergencies.

3. The IC will manage personnel, equipment, and supply resources committed to an incident, establishing a Logistics Section if necessary. If the EOC has not been activated, the IC may request additional resources from local departments and agencies and may request those local officials authorized to activate inter-local agreements or emergency response contracts to do so to obtain additional resources.

4. When the EOC is activated, the Resource Manager will manage overall logistics management activities from the EOC. The IC shall manage resources committed to the incident site and coordinate through the Resource Manager to obtain additional resources. The Resource Manager shall manage resources not committed to the incident site and coordinate the provision of additional resources from external sources.

5. The Resource Manager will identify public and private sources from which needed resources can be obtained during an emergency situation and originate emergency procurements or take action to obtain such resources by lease, rental, borrowing, donation, or other means.

6. The Resource Manager will direct the activities of those individuals assigned logistics management duties in the EOC during emergency operations. Normal supervisors will exercise their usual supervisory responsibilities over such personnel.

**B. Continuity of Government**

1. The line of succession for the Resource Manager will be in accordance with the lead agency’s line of succession.
VIII. ADMINISTRATION AND SUPPORT

A. Maintenance of Records
   All records generated during an emergency will be collected and maintained in an orderly manner so a record of actions taken is preserved for use in determining response costs, settling claims, and updating emergency plans and procedures.

B. Preservation of Records
   Vital logistics management records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

C. Training
   Individuals who will be performing logistics management duties in the EOC or at the incident command post shall receive training on their required duties and the operating procedures for those facilities.

D. Resource Data
   The Resource Manager will be provided with a list of available emergency resources upon activation of the EOC.

E. Support
   The Resource Manager is responsible for coordinating standby agreements for emergency use of resources with businesses, industry, individuals, and volunteer groups. The County/City Attorneys shall be consulted regarding such agreements and approve them.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

X. REFERENCES


XI. APPENDIX

Appendix 1  Logistics Management Organizational Structure
Appendix 2  Requesting External Resources Form
APPENDIX 1
LOGISTICS MANAGEMENT ORGANIZATIONAL STRUCTURE

- Emergency Operations Center
- Public Works/General Services Directors
  - NC Department Of Transportation
  - Private Sector Resources
- City/County Finance Directors
- City/County Purchasing
- Local Vendors
  ---- Coordination
## APPENDIX 2
### EMERGENCY RESOURCE REQUEST

<table>
<thead>
<tr>
<th>REQUEST DATE</th>
<th>Winston-Salem/Forsyth County</th>
</tr>
</thead>
<tbody>
<tr>
<td>REQUESTER NAME</td>
<td></td>
</tr>
<tr>
<td>DEPARTMENT/ORGANIZATION</td>
<td></td>
</tr>
<tr>
<td>CONTACT PHONE/FAX</td>
<td></td>
</tr>
<tr>
<td>REQUESTER’S PRIORITY</td>
<td>Highest 1 2 3 4 5 Lowest</td>
</tr>
<tr>
<td>EMERGENCY RESOURCE REQUIRED (equipment, supplies, services)</td>
<td></td>
</tr>
</tbody>
</table>

FOR EQUIPMENT: ☐ Purchase ☐ Rent/Lease for (period) ____________________________

WHEN REQUIRED?

DELIVERY INFORMATION:

DELIVERY CONTACT, IF OTHER THAN REQUESTER (NAME & PHONE NUMBER):

FOR LOGISTICS MANAGEMENT USE ONLY: REQUEST # 

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Logistics Management  Appendix 2  October 2010
PRIVATE SECTOR COORDINATION  
Support Annex (SA) - 3

I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to provide guidance for efficiently coordinating and integrating incident management activities involving the private sector during local emergencies or disasters.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
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<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>IC</td>
<td>Incident Commander</td>
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<tr>
<td>ICP</td>
<td>Incident Command Post</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>MOU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
</tbody>
</table>

B. Definitions

1. Private Sector

Organizations and entities that are not part of any governmental structure. This includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private volunteer organizations.
IV. SITUATION AND ASSUMPTIONS

A. Situation

1. As noted in the general situation statement in section IV.A of the Basic Plan, Winston-Salem/Forsyth County is at risk to a number of hazards that could threaten private property and require the coordinated efforts of both the local government and private sector to preserve critical infrastructure that is privately owned.

2. Private sector coordination planning, during pre-disaster activities, is designed to lessen the effects of known hazards, and establish relationships and guidelines that enhance the local capability to respond to a disaster that affects the private sector.

B. Assumptions

1. Organizations from the private sector will not have sufficient resources to cope with a major disaster.

2. Organizations from the private sector will use their parent organization as a primary source of support and assistance.

3. Assistance may be available from other organizations through memorandum of understandings (MOUs).

4. MOUs will be established between the local government and private sector during pre-disaster activities to identify services and assistance that will be provided to the requestor.

V. CONCEPT OF OPERATIONS

A. General

1. The operational concept for incident management involving the private sector is the concept specified in this Emergency Operations Plan and the Incident Command System (ICS), utilizing NIMS.

2. The concept of operations in this annex covers the specific organizations and actions developed which are required to effectively and efficiently integrate ICS operations with the private sector.

B. Management Operations

1. The Incident Commander (IC) is responsible for managing emergency operations at the incident site and shall be assisted by a staff commensurate with the tasks to be performed and resources committed to the operation.
2. If the Emergency Operations Center (EOC) is activated, the IC shall continue to manage emergency resources committed at the incident site.

3. Private sector involvement with the management operations is primarily determined by the nature, scope, and magnitude of the incident. For most operations, private sector involvement is centered on the internal organization.

### VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

#### A. General

1. The function of private sector coordination during emergency situations shall be carried out in the framework of our normal emergency organization described in Section VI.A of the Basic Plan. Preplanning for private sector coordination activities shall be conducted to ensure that contingencies, guidelines, and procedures needed to carry out these activities in an emergency situation are in place.

2. The EMD will be responsible for planning, organizing, and carrying out private sector coordination activities during emergencies. The EMD may be assisted by a temporary staff of assembled representatives from the private sector with the required skills and experience.

3. Specialized organizations that facilitate coordination with the private sector are designed to provide for critical needs.

#### B. Task Assignments

1. The EMD will:
   
   a. Develop plans and relationships, and facilitate coordinated incident response planning with the private sector.

   b. Share relevant information, including threats, before, during, and after an incident with the private sector.

   c. Encourage the development and coordination of private sector pre-planning.

   d. Coordinate local incident management functions with the private sector and local government.

2. The IC will:
   
   a. Manage resources committed to an incident site.

   b. Maintain communication and coordinate activities with the representative from the private sector organization, when the situation warrants.

   c. Maintain communication with, and provide periodic updates to the EOC, if activated.
3. The Private Sector Organizations are requested to:
   
   a. Provide a qualified representative to the ICP and the EOC.
   
   b. Share information with the IC and EOC to assist in the response and recovery efforts of an incident.
   
   c. Identify risks, perform vulnerability assessments, and develop contingency plans to enhance their overall readiness.
   
4. All departments and agencies are encouraged to develop and maintain working relationships with their associated private sector counterparts through partnership committees, trainings, and other means.

### VII. DIRECTION AND CONTROL

**A. General**

1. The EMD shall provide general guidance on the coordination of activities involving the private sector.

2. When the EOC is activated, the EMD will manage overall private sector coordination activities from the EOC.

3. Representatives from the private sector will maintain overall supervision of activities relating to their organization.

**B. Continuity of Government**

The line of succession for the Private Sector Coordination is:

1. EMD

2. On-Call Emergency Management Coordinator

3. Plans & Operations Emergency Management Coordinator

### VIII. ADMINISTRATION AND SUPPORT

**A. Reporting**

During emergency operations, the EMD shall compile and provide a daily summary of significant private sector coordination activities to the EOC for use in staff briefings and inclusion in periodic Situation Reports (see Direction and Control Annex). If the EOC has been deactivated, a periodic summary of activities will be provided to local officials and the private sector organizations participating in the recovery process, upon request.
B. Records

Documentation of costs.

Expenses incurred in operating the private sector coordination system are generally the responsibility of each individual private sector organization. However, in the event state and/or federal reimbursement is considered, accurate records would need to be provided. Therefore, all organizations participating in the private sector coordination should maintain records of personnel and equipment used and supplies consumed during private sector coordination operations.

C. Resources

Government resources that may be needed to operate the private sector coordination system are coordinated through the Logistics Management Annex.

D. Post Incident Review

The Basic Plan provides that the EMD shall organize and conduct a review of the emergency operations in the aftermath of major emergency or disaster operations. The purpose of this review is to identify needed improvements in this plan, its procedures, its facilities, and its equipment. When the private sector coordination system has been activated after a major emergency or disaster, private sector coordination personnel shall participate in the review.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

X. REFERENCES

1. Private Sector Coordination Support Annex to the National Response Plan

XI. APPENDIX

Appendix 1 Private Sector Coordination Organizational Structure
APPENDIX 1
PRIVATE SECTOR COORDINATION ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Emergency Management Director

Private Sector Organizations

----- Coordination
I. AUTHORITY

See the Basic Plan for general authorities.

II. PURPOSE

The purpose of this annex is to outline the concept of operation, organizational arrangements, and responsibilities for coordinating the efforts of volunteer groups and local government to manage donations of goods and services that may occur in the aftermath of an emergency situation.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACS</td>
<td>Adventist Community Services</td>
</tr>
<tr>
<td>ARC</td>
<td>American Red Cross</td>
</tr>
<tr>
<td>CBO</td>
<td>Community-Based (Volunteer) Organization (see VOLAG)</td>
</tr>
<tr>
<td>COAD</td>
<td>Community Organizations Active in Disaster</td>
</tr>
<tr>
<td>DC</td>
<td>Donations Coordinator</td>
</tr>
<tr>
<td>DOO</td>
<td>Donations Operations Office</td>
</tr>
<tr>
<td>DSG</td>
<td>Donations Steering Group</td>
</tr>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
<tr>
<td>PIO</td>
<td>Public Information Office/Officer</td>
</tr>
<tr>
<td>PSA</td>
<td>Public Service Announcement</td>
</tr>
<tr>
<td>RSA</td>
<td>Resources Staging Area</td>
</tr>
<tr>
<td>TSA</td>
<td>The Salvation Army</td>
</tr>
<tr>
<td>UNC</td>
<td>UnMet Needs Committee</td>
</tr>
<tr>
<td>VOLAG</td>
<td>Voluntary Agency (charitable organization that meets the provisions of IRS Code 501(c)(3))</td>
</tr>
</tbody>
</table>
B. Definitions

Donations refer to the following:

1. Cash:
   Currency, checks, money orders, securities, etc.

2. Goods:
   Food, water, clothing, equipment, toys, furniture, pharmaceuticals, bedding, cleaning supplies, etc.

3. Volunteers and Services:
   a. Individuals who are not members of any particular volunteer group (often referred to as "spontaneous," "emergent," or "non-affiliated" volunteers).
   b. Individuals who are members of recognized disaster relief organizations who have undergone formal training by those organizations (i.e., "affiliated" volunteers).
   c. People with specialized training and expertise (e.g., doctors, nurses, medics, search and rescue, fire fighting, heavy equipment operators, etc.) who may either be non-affiliated or members of a disaster relief organization.
   d. Teams that provide specialized equipment or capabilities (e.g., urban search and rescue, dog teams, swift water rescue teams, home repair teams, etc.).

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. As noted in the Basic Plan, this jurisdiction is at risk from a number of hazards that could threaten public health and safety as well as private and public property. Should a major disaster or a lesser emergency where there is high level of media interest occur, many individuals may want to donate money, goods, and/or services to assist the victims or participate in the recovery process. The amount of donations offered could be sizable, and this jurisdiction could face extreme difficulties in receiving, storing, securing, sorting, transporting, accounting for, and distributing the donations to the disaster victims and supervising volunteer workers desiring to assist in the effort.

2. Winston-Salem/Forsyth County does not wish to operate a system to collect, process, and distribute donations to disaster victims. Such a system is best operated by community-based organizations (CBOs) and other voluntary agencies (VOLAGs) who have successfully handled donations in the past. Local government does, however, desire to coordinate its donation management efforts with volunteer organizations and agencies.
B. Assumptions

1. Should a major emergency or disaster occur, donations may be given/delivered to Winston-Salem/Forsyth County whether or not they are requested. In large quantities, such donations may overwhelm the capability of the local community to handle and distribute them.

2. In a catastrophic disaster affecting this jurisdiction, local government and local volunteer groups and agencies may be adversely affected and may not be able to cope with a sizable flow of donations.

3. Donated goods may be offered to local volunteer groups or simply delivered to local government. Donations of cash for disaster victims may be made to local government.

4. Many individuals donate goods that are not needed by disaster victims or offer services that are not needed in the recovery process. Receiving and sorting unneeded goods or hosting volunteers who do not have needed skills wastes valuable resources; disposing of large quantities of unneeded goods can be a lengthy and very costly process.

5. In some cases, the amount of donations received by a community may relate more to the media attention the emergency situation receives than the magnitude of the disaster or the number of victims.

6. The problem of unneeded donations can be reduced, but not eliminated, by developing and maintaining a current list of disaster needs, screening donation offers, and providing information to potential donors through the media on current needs and those items and services that are not required.

7. Most personal donations are given little expectation of return other than the personal satisfaction of giving and perhaps some acknowledgment of thanks. However, some donations may be unusable, have “strings attached,” or not really be donations at all. They may:

   a. Be given with an expectation of some sort of repayment, publicity, or a tax write-off.

   b. Be items that are out-of-date (such as expired foodstuffs or pharmaceuticals) unusable (broken furniture; dirty or torn clothing) or unsuitable (food that requires refrigeration, winter coats in August).

   c. Be volunteer services that do not meet the announced or advertised expectations or capabilities; skilled trades that are not properly licensed or certified.

   d. Be provided illegally as a ruse in a fraudulent process to obtain money from disaster victims.

   e. Be offered at a “discount” to disaster victims, with any real savings being minimal or nonexistent.
f. Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising or publicity.

8. Donated goods may arrive in the local area without warning, day or night. Delivery drivers will want to know where they should deliver their load and who will unload it. They typically want their cargo off-loaded quickly so they can minimize down-time.

9. Donations will frequently arrive unsorted and with minimal packaging and markings. Donations may be packed in boxes, crates, barrels, or garbage bags; some items may be in bins or on pallets. When such goods are received, they must typically be sorted, repackaged and labeled, temporarily stored, and then transported to distribution points to be picked up by disaster victims.

10. Donors may want to:

a. Know what is needed in the local area -- cash, goods, and/or services.

b. Know how they should transport their donation to the local area, or if there is someone who can transport it for them.

c. Start a “drive for donations” to help disaster victims, but have no knowledge of what to do and how to do it.

d. Earmark their donation for a specific local group or organization, such as a church, fraternal society, or social service agency, or want to know to who, specifically, received their donation.

e. Have their donation received by a local official and/or receive a letter of appreciation or public recognition.

f. Be fed and provided with lodging if they are providing volunteer services.

11. Disaster victims may:

a. Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.

b. Believe that the donations have not been or are not being distributed fairly if they do not have information on the process of distributing donations.

c. Have unmet needs which can be satisfied by additional donations.

V. CONCEPT OF OPERATIONS

A. Objectives

The objectives of the donations management program are to:
1. Determine the needs of disaster victims and inform potential donors of those needs through the media and a variety of other means.

2. Identify external resources to receive, process, and distribute goods and cash donations to victims that can be used to recover from a disaster.

3. Accept offers of volunteers and donated services that will contribute to the recovery process.

4. Discourage the donations of goods and services that are not needed, so that such donations do not in themselves become a major problem.

B. Operational Concepts

1. Winston-Salem/Forsyth County does not wish to operate a system to collect, process, and distribute donations to disaster victims. Such a system is best operated by community-based organizations and other volunteer organizations that have successfully handled donations in the past. However, experience has shown that volunteer groups can be overwhelmed by the scale of donations and need certain government assistance (such as traffic control, security, and help in identifying facilities to receive, sort, and distribute donated goods); additionally, large numbers of donations may be sent to the local government itself. Hence, local government desires to coordinate donation management efforts with external resources, which may include volunteer organizations and agencies.

2. Recognized local and national charities (e.g., CBOs and the VOLAGs) have been accepting, handling, and distributing donations for many years. These CBOs and VOLAGs are skilled in the donations management process, and they should be the first recourse for collecting and managing donations after a major emergency or catastrophic disaster. Donors outside the local area should be encouraged to work through recognized community, state, or national social service organizations or voluntary human resource providers in the community in which they live. These organizations are capable of receiving donations in areas across the State or nation and then earmarking assistance for a particular disaster.

3. Donations of cash to CBOs and VOLAGs for disaster relief allows those organizations to purchase the specific items needed by disaster victims or provide vouchers to disaster victims so that they can replace clothing and essential personal property with items of their own choosing. Cash donations also reduce the tasks of transporting, sorting, and distributing donated goods. Therefore, cash is generally the preferred donation for disaster relief.

C. Donations Management Program

The donations management program for Winston-Salem/Forsyth County is composed of several organizational elements and several operating units that are activated as needed at a level suitable for the anticipated workload. The organizational elements include the Donations Coordinator (DC), Donations Steering Group (DSG), and the Unmet Needs Committee (UNC).
1. Organizational Elements

a. Donations Coordinator (DC)

A DC shall coordinate the donation management efforts of volunteer groups and local government. The DC will be assigned by the EMD in coordination with the local COAD, according to the nature of the incident.

b. Key Donations Management Personnel

Key donations management personnel will consist of members of the local COAD, and will assist in the development of operating procedures. In addition to the DC, key personnel include the individuals who will supervise operation of the Resources Staging Area (RSA), Phone Bank, Volunteer Center, and Distribution Point(s), as well as the Donations Financial Manager, if these functions are activated/established.

c. Donations Steering Group (DSG)

The DSG provides policy guidance and general direction for the donations program. Composed of representatives of the local COAD personnel and appropriate government officials, it meets periodically to plan for donation management operations. Group members should be selected prior to a disaster, but it may be desirable to update and expand membership once a disaster occurs. The DC is responsible for organizing the DSG. When a disaster has occurred, the DSG should meet regularly to address policy issues and coordinate the solution to major challenges.

d. UnMet Needs Committee (UNC)

The function of the UNC is to assist disaster victims who need assistance that local government has been unable to provide.

2. Operating Units

The operating units listed below may be established after a disaster has occurred. To facilitate rapid activation of the units, suitable local facilities for each unit should be identified in pre-emergency preparedness planning. Some of the operating units listed below may be collocated if suitable facilities are available. It is important that those providing facilities understand that some of these facilities may need to continue operations for an extended period – possibly several months. All of these facilities will be largely staffed by volunteers.

a. The Donations Operations Office (DOO)

1) The DOO coordinates operation of the donations management program in the aftermath of a disaster; it further:
Winston-Salem/Forsyth County Emergency Operations Plan

a) Maintains a Current Needs List that identifies donations that are needed and donations that are not needed.

b) Maintains a record of the following, as appropriate:

(1) Phone responses and referrals.
(2) Cash donations received and distributed.
(3) Donated goods received and distributed.
(4) Volunteer workers utilized and tasks accomplished.

c) Handles correspondence related to the donations management program.

d) Ensures an appropriate accounting and disbursing system is established for any cash donations received.

e) Works closely with the Public Information Officer (PIO) to ensure donation needs, information on the availability of donated goods, and pertinent information on the operation of the donations management program is provided to the media for dissemination to the public.

b. Phone Bank

1) A Phone Bank may be established to receive and respond to offers of donations and disseminate other disaster-related information. Depending on the goods or services offered and the current local situation, the Phone Bank may refer some donors to other agencies that may be better equipped to handle their donations. The Phone Bank may also be used to provide disaster-related information to callers.

2) Donation offers received by phone for goods and services on the Current Needs List will normally be recorded on a Record of Donation Offer, which will be provided to the DOO for follow-up action.

3) The Phone Bank should work closely with the Emergency Operations Center (EOC) to advise on items needed and not needed; to obtain official, updated disaster relief information for rumor control and victim assistance referrals; to provide data for government situation reports; etc.

c. Resources Staging Area (RSA)

1) An RSA may be established to receive, sort, organize, repackage if necessary, and temporarily store donated and other goods and then transport them to Distribution Points where victims can pick them up.

2) It is normally located outside of the disaster area and is operated by volunteer workers.
d. Distribution Points

1) Distribution Points are sites from which ready-to-use goods (received directly from donor agencies or from an RSA) or cash vouchers will be distributed to disaster victims.

2) They are typically operated by local CBOs or nationally-recognized VOLAGs such as The Salvation Army (TSA) and the American Red Cross (ARC).

3) Distribution points are generally located in proximity to areas where disaster victims are living. They may be housed in facilities owned by volunteer groups or local government or in donated space.

e. Volunteer Center

1) The Volunteer Center is a facility where spontaneous, emergent, unaffiliated volunteers are assembled, registered, assigned recovery tasks, and provided logistical and other support. Volunteers may be assigned to operate various donation management facilities, to provide direct assistance to victims (such as clean-up and home repair), or to assist government departments in recovery operations.

2) The Volunteer Center should be located in reasonable proximity to the disaster area, but not in that area.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The organization for donations management in the aftermath of a disaster shall consist of the organizations and facilities described in this annex, supplemented by government personnel and other resources where needed, available and appropriate. The organizations described in this annex are composed largely of volunteers; the facilities described in this annex will be primarily operated by volunteers.

2. The normal Winston-Salem/Forsyth County emergency organization, described in Section VI.A of the Basic Plan and depicted in Appendix 2 to the Basic Plan, will carry out government activities in support of donation management.

3. The Chair of County Commissioners/Mayor is responsible for managing donations (cash or goods) that are made to the Winston-Salem/Forsyth County government for disaster relief, subject to any regulations that may be enacted by the County Board of Commissioners/Municipal Boards.

4. Cash donations made to the Winston-Salem/Forsyth County government for disaster relief will be redirected to appropriate non-profit organizations.
5. The EMD shall appoint a Donations Coordinator (DC) to manage the overall donations program and coordinate the efforts of volunteer groups and local government.

B. Task Assignments

1. The EMD will:
   a. Appoint a DC.
   b. Ensure that a donations management program that coordinates the efforts of volunteer groups and local government, is planned and ready for activation.
   c. Monitor the operation of the donations management program when activated.

2. The DC will:
   a. Coordinate planning for and oversee the operation of the donations management program.
   b. Designate members of the DSG, with the advice of the EMD and the local COAD.
   c. Identify, in conjunction with the EMD and the DSG, individuals for the following key donations management positions:
      1) Volunteer Coordinator
      2) Resources Staging Area (RSA) Manager
      3) Phone Bank Supervisor
      4) Donations Financial Manager
   d. Develop and maintain, in coordination with the DSG, a Donations Management Operations Guide as a separately published document. In the pre-emergency phase, this Guide will contain general planning information with respect to facilities, equipment, staffing, and general operating guidance. When the donations management program is activated, the Guide will be updated with specific facility and equipment information, updated staff rosters, and detailed operating procedures; copies of the document will be provided to all key donations management program personnel. In the pre-emergency phase, the Guide shall include:
      1) Potential locations for the Volunteer Center, RSA, Phone Bank, Distribution Points, and DOO.
      2) Equipment requirements for the facilities listed above.
      3) Supply requirements for the facilities listed above.
      4) Skeleton staff rosters for the facilities listed above.
5) A list of organizations that could potentially provide volunteers to staff the facilities listed above.

e. Determine, in conjunction with the County/City Attorney, the procedures for preparing for and handling liability issues involving volunteers that are assisting the Winston-Salem/Forsyth County in donations management operations. Since these individuals may be performing volunteer services directly for the Winston-Salem/Forsyth County, they may be entitled to workman’s compensation coverage.

f. Provide the media, in coordination with the PIO, information on donations management for dissemination to the public.

g. Provide local government officials with regular reports on donations management operations.

h. Ensure required donations system-related records are maintained.

3. The Donations Steering Group (DSG) will:

a. Assist the DC in developing a donations management program for Winston-Salem/Forsyth County and in preparing operating procedures for the donations management functions.

b. Meet regularly to coordinate, update, and collaborate on the donations system and operational process before, during, and after a disaster.

c. Assist the DC in determining which donations management functions should be activated after a disaster occurs.

d. Provide advice to the DC on suitable candidates for managing the various donations management functions.

e. Assist in locating volunteers to work in the donations management functions.

f. Assist the DOO in maintaining records on donations activities.

g. Provide information to donors regarding voluntary agency operations and needs through the Donations Phone Bank.

h. Work together to determine the best method for handling and distributing large-volume or high-value donations received from the public or corporate entities.

i. Assist the DC in deciding on when to terminate or consolidate donations management functions.

4. The Volunteer Coordinator will:

a. Select a site for a Volunteer Center and coordinate equipping and staffing the facility.
b. Develop operating procedures for and train staff to operate the Volunteer Center.

c. Supervise Volunteer Center operations.

5. The Resources Staging Area (RSA) Manager will:
   a. Select a site for a RSA and coordinate equipping and staffing the facility.
   b. Develop operating procedures for and train staff to operate the RSA.
   c. Supervise RSA operations.

6. The Phone Bank Supervisor will:
   a. Select a site for a Phone Bank and coordinate equipping and staffing the facility.
   b. Develop operating procedures for and train staff to operate the Phone Bank.
   c. Supervise Phone Bank operations.

7. The Donations Financial Officer will:
   a. Establish a Donations account for receiving monetary donations.
   b. Establish specific wording for the “Pay to the Order of:” line for all checks and other securities so that appropriate information can be provided to potential donors.
   c. Ensure written disbursing procedures are prepared in close coordination with the UnMet Needs Committee so account disbursing officials have a clear mandate on how to prepare assistance checks (e.g., when, how much, to whom, etc.).

### VII. DIRECTION and CONTROL

A. General

1. The EMD is responsible for all governmental activities involved with this jurisdiction’s donations management system.

2. The DSG, chaired by the DC, will provide general guidance for donations management operations.

3. The DC will manage the donations management program, supervise key donations management program personnel, and coordinate the efforts of volunteer groups and local government.

4. The work of volunteers and paid government employees at a donations management facility will be directed by the supervisor of that facility.
5. Volunteers working as an integral part of a recognized volunteer group (e.g., the ARC, the ACS, TSA, etc.) will respond to direction from those organizations.

6. Each individual supervising a donations management function will select an appropriate assistant or designee to run the operation in his or her absence.

B. Coordination

1. The DC will work out of and communicate from the DOO, which should be located in or adjacent to the Winston-Salem/Forsyth County EOC if possible.

2. Each volunteer group assisting in the disaster will designate a specific individual with authority to accept task assignments and coordinate its activities with the DOO.

VIII. ADMINISTRATION AND SUPPORT

A. Reporting

1. During emergency operations, the DOO shall compile and provide a daily summary of significant donations management activities to the EOC for use in staff briefings and inclusion in periodic Situation Reports (see Direction and Control Annex). If the EOC has been deactivated, a periodic summary of activities will be provided to local officials and the heads of volunteer organizations participating in the recovery process.

Donations management facilities, if government-operated, shall provide a daily report of their activities to the DOO.

B. Records

1. Activity logs.

Each donations facility will maintain a log of major activities at that facility, location including activation and deactivation, arrivals and departure of staff, receipt of or return of major equipment, and the commitment of people, equipment, or materials to specific tasks.

2. The DSG shall appoint a Secretary to provide a written record of the policies formulated and activities undertaken at meetings of the Group. Those records shall be maintained by the DC.

3. The UnMet Needs Committee shall appoint a Secretary to maintain a written record of its actions. When the recovery process is completed, those records shall be turned over to the DC for retention.
4. Documentation of costs.

Expenses incurred in operating the donations management system are generally not recoverable. However, in the event state and/or federal reimbursement is considered, accurate records would need to be provided. Therefore, all government departments and agencies should maintain records of personnel and equipment used and supplies consumed during donations management operations.

C. Resources

Government resources that may be needed to operate the donations management system are coordinated through the Logistics Management Annex.

D. Post Incident Review

The Basic Plan provides that the EMD shall organize and conduct a review of the emergency operations in the aftermath of major emergency or disaster operations. The purpose of this review is to identify needed improvements in this plan, its procedures, its facilities, and its equipment. When the donations management system has been activated after a major emergency or disaster, donations management program personnel shall participate in the review.

X. ANNEX DEVELOPMENT AND MAINTENANCE.

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex shall be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Individuals, departments, agencies, and volunteer organizations assigned responsibilities in this annex are responsible for developing and maintaining appropriate standard operating procedures (SOPs) to carry out those responsibilities.

XI. REFERENCES


XII. APPENDIX

Appendix 1 Volunteer & Donations Management Organizational Structure
APPENDIX 1
VOLUNTEER & DONATIONS MANAGEMENT ORGANIZATIONAL STRUCTURE

Emergency Operations Center

Emergency Management Director

Private Sector Resources

Director of Social Services

American Red Cross

Local VOAD

--- Coordination
I. AUTHORITY

See Basic Plan, section I.

II. PURPOSE

The purpose of this annex is to provide for the orderly and coordinated evacuation of all or any part of the population of Winston-Salem/Forsyth County if it is determined that such action is the most effective means available for protecting the population from the effects of an emergency situation.

III. EXPLANATION OF TERMS

A. Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>DOT</td>
<td>Department of Transportation</td>
</tr>
<tr>
<td>EMD</td>
<td>Emergency Management Director</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
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<tr>
<td>IC</td>
<td>Incident Commander</td>
</tr>
<tr>
<td>ICP</td>
<td>Incident Command Post</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>PIO</td>
<td>Public Information Office or Officer</td>
</tr>
<tr>
<td>SOP</td>
<td>Standard Operating Procedure</td>
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</table>

B. Definitions

1. Large Scale Evacuation

   Evacuation of the affected jurisdiction to ensure the immediate safety of the population, which will require mass transportation and shelter operations.

2. Limited Area Evacuation

   Evacuation of a specific area affected within a jurisdiction needed to ensure the immediate safety of the population, and may require limited transportation and shelter operations.
3. Special Facilities

Facilities that require unique attention because they house or serve populations that cannot take care of themselves during emergency situations and/or require unique support services. Such facilities include:

a. Schools and day care centers, where students require supervision to ensure their safety.

b. Hospitals and nursing homes, where patients need specialized health care personnel and equipment to maintain their health.

c. Correctional facilities, where offenders require security to keep them in custody.

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. There are a wide variety of emergency situations that might require an evacuation of portions of the local area.

   a. Limited evacuation of specific geographic areas might be needed as a result of a hazardous materials transportation accident, major fire, natural gas leak, or localized flash flooding.

   b. Large-scale evacuation could be required in the event of a major hazardous materials spill, terrorist attack with chemical agent, extensive flooding, or a hurricane.

2. Since Winston-Salem/Forsyth County has no mandatory evacuation law, the County Chair/Municipal Mayor may only recommend evacuation of a threatened area, not mandate it. However, when the County Chair/Municipal Mayor has issued a local disaster declaration, he or she may take action to control re-entry into a stricken area and the movement of people and occupancy of buildings within a disaster area.

B. Assumptions

1. Most people at risk will evacuate when local officials recommend that they do so. A general estimate is that the majority of those at risk will comply when local officials recommend evacuation. The proportion of the population that will evacuate typically increases as a threat becomes more obvious to the public or more serious.

2. Some individuals will refuse to evacuate, regardless of the threat.

3. When there is sufficient warning of a significant threat, some individuals who are not at risk will evacuate.

4. Some evacuation planning for known hazard areas can and should be done in advance.
5. While some emergency situations are slow to develop, others occur without warning. Hence, there may be time for deliberate evacuation planning or an evacuation may have to be conducted with minimal preparation time. In the case of short notice evacuations, there may be little time to obtain personnel and equipment from external sources to support evacuation operations.

6. The need to evacuate may become evident during the day or at night and there could be little control over the evacuation start time.

7. In most emergency situations, the majority of evacuees will seek shelter with relatives or friends or in commercial accommodations rather than in public shelter facilities.

8. Most evacuees will use their personal vehicles to evacuate; however transportation may need to be provided for evacuees without personal vehicles.

V. CONCEPT OF OPERATIONS

A. General

1. Evacuation is one means of protecting the public from the effects of a hazard; protection is achieved by moving people away from the hazard. In planning for evacuation, the characteristics of the hazard and its magnitude, intensity, speed of onset, and anticipated duration are all significant factors. These will determine the number of people to be evacuated, the distance people must be moved to ensure their safety, the need for reception facilities, and the extent of traffic control and security required.

2. This jurisdiction must be prepared to conduct both small-scale and large-scale evacuations at all times of the day both from known hazard areas and from unexpected incident locations. A General Evacuation Checklist, provided in Appendix 2, has been developed to guide the execution of evacuation operations.

B. Evacuation Decisions

1. The Incident Commander (IC) or, for large-scale evacuations, the Emergency Operations Center (EOC) shall assess the need for evacuation, plan evacuations, and coordinate support for the evacuation effort. Evacuation planning should resolve the following questions:

   a. What areas or facilities are at risk and should be evacuated?

   b. How will the public be advised of what to do?

   c. What do evacuees need to take with them?

   d. What travel routes should be used by evacuees?

   e. What transportation support is needed?
f. What traffic control is needed?

g. Does the anticipated duration of the evacuation make it necessary to activate shelter and mass care facilities?

h. How will evacuated areas be secured?

Evacuations that must be conducted because of incidents that occur without warning may have to be planned quickly and carried out with only those resources that can be mobilized rapidly.

2. The decision to recommend evacuation of the populace in and around the area of an incident site rests with the IC managing that incident. In general, the County Chair/Municipal Mayor shall issue recommendations for large-scale evacuations.

C. Hazard Specific Evacuation Planning

1. Hazard-specific evacuation planning information will be developed for certain known hazards and included as appendices to this or other annexes. These appendices will describe the potential impact areas for known hazards, the number of people in the threatened area, and any special facilities affected. Such appendices should also identify potential evacuation routes and, where appropriate, transportation pickup points or assembly areas.

2. Hazardous materials risk areas and potential evacuation routes from those areas are described and depicted in the appendices to ESF-10.

D. Transportation

1. Individuals

It is anticipated that the primary means of evacuation for most individuals will be personal. However, some individuals do not own vehicles and others will need assistance in evacuating and provision must be made to provide public transportation for these individuals.

2. Special Facilities

Public schools normally have their own transportation resources; some private schools and day care centers may also have some transportation assets. Most other special facilities rely on commercial or contract transportation companies for their specialized transportation needs. Unfortunately, many of these providers cannot provide sufficient equipment to evacuate a sizeable facility on short notice. Hence, local government may be requested to assist in providing transport.

3. Emergency transportation may be provided by school buses, Winston-Salem Transit Authority, ambulances, and other vehicles. See ESF-1 for transportation guidance. In the case of large-scale evacuations with advance warning, pickup points may be designated or a telephone bank established to receive and process requests for transportation.
4. Public information messages that emphasize the need for citizens to help their neighbors who lack transportation or need assistance can significantly reduce requirements for public transportation during an evacuation. See Appendix 3 of the Warning Annex.

E. Traffic Control

1. Actual evacuation movement will be controlled by the law enforcement agencies involved.

2. If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles.

3. For large-scale evacuations where time permits, traffic control devices, such as signs and barricades, will be provided by the Winston-Salem DOT upon request.

4. Law enforcement will request wrecker services needed to clear disabled vehicles from evacuation routes.

F. Warning and Public Information

1. The IC will normally arrange for warning people to be evacuated in and around an incident site. The EOC will normally disseminate warning for large-scale evacuations beyond the incident site or where evacuation is being conducted because of an imminent threat.

2. Advance Notice of Possible Evacuation
   a. For slowly developing emergency situations, advance warning should be given to affected residents as soon as it is clear that evacuation may be required. Such advance notice is normally disseminated through the media. Advance warning should address suitable preparedness actions, such as securing property, assembling disaster supplies, fueling vehicles, and identifying evacuation routes.
   b. Special facilities should also be provided advance warning. Such facilities should be requested to review and be prepared to implement their evacuation plans and to keep the EOC informed of their status and any requirements for assistance.

3. Evacuation Warning
   a. Evacuation warning should be disseminated through all available warning systems. See the Warning Annex for further information.
   b. In the case of immediate evacuation in and around an incident site, route alerting using siren and speaker-equipped vehicles moving through the affected area is usually effective. When possible, two vehicles should be employed -- the first to get the attention of the people and a second will deliver the evacuation message. Door-to-door notification may be considered for large buildings and in rural areas where residences may be some distance from the road.
c. Special facilities may be notified directly by on-scene authorities or by the EOC staff. However, if both the incident command staff and the EOC will be making notifications, the EOC Manager will establish a specific division of responsibilities for notification so that no facilities are inadvertently overlooked.

d. Law enforcement personnel should sweep the evacuation area to insure all those at risk have been advised of the need to evacuate and have responded. Persons who refuse to evacuate will be left until all others have been warned and then, time permitting, further efforts may be made to persuade these individuals to leave.

4. Emergency Public Information

a. Warning messages disseminated through warning systems alert the public to a threat and provide basic instructions. They are necessarily short and to the point. The public will often require amplifying information on what to do during an evacuation. The Public Information Officer (PIO) will insure that such information is provided to the media on a timely basis for further dissemination to the public. Provisions must be made to disseminate information to individuals with special needs, including the blind and hearing impaired. Specific public information procedures are contained in Appendix 3 of the Warning Annex.

b. Amplifying instructions for an evacuation may include information on the location of shelter and mass care facilities, specific evacuation routes, guidance on securing their homes, and the need for evacuees to take certain items with them during an evacuation. When school children are evacuated, parents need timely information on where to pick them up.

c. When the incident that generated the need for evacuation is resolved, evacuees will be advised when it is safe to return to their homes and businesses.

G. Special Facilities

1. Special facilities, such as schools, hospitals, nursing homes, day care facilities, and correctional facilities are responsible for the welfare and safety of their clients, patients, and inmates. Virtually all such facilities are required to have an emergency plan that includes provision for emergency evacuation, but in order to effectively implement their plans they must be warned of emergency situations.

2. Schools and Day Care Centers

a. If evacuation of public schools is required, students will normally be transported on school buses to other schools outside of the risk area, where they can be picked up by their parents. It is essential that the public be provided timely information on these arrangements. In the case of a large-scale emergency situation with advance warning, schools will generally be closed and students returned to their homes so they can evacuate with their families.
b. Private schools and day care centers, including adult day care facilities, typically do not have significant transportation resources and may require government assistance in evacuating.

3. Hospitals, Nursing Homes, and Correctional Facilities

a. If evacuation of these facilities is required, patients and inmates should be transported, with appropriate medical or security support, to a comparable facility. The facility operator is responsible for making arrangements for suitable transportation and coordinating use of appropriate host facilities. In the case of short-notice or no-notice emergency situations, facilities may be unable to make the required arrangements for transportation and may need assistance from local government with transportation and in identifying suitable reception facilities.

b. Medical patients and prisoners should not be housed in shelter and mass care facilities with the general public.

H. Handling Pets During Evacuations

1. Evacuees who go to the homes of relatives or friends or commercial accommodations with their pets do not normally pose difficulties during evacuation. However, evacuees with pets seeking public shelter can create potential problems. For health reasons, pets are not allowed in emergency shelters operated by the American Red Cross and most other organized volunteer groups. However, a number of studies have indicated that some people, particularly the elderly, will not leave their homes if they cannot take their pets with them. And when people have left pets behind during evacuations, emergency responders have sometimes had to return to the evacuated area to round up and remove those pets and other animals. Hence, it is desirable to make reasonable arrangements for evacuees who come to public shelters with pets. The Animal Control Director will coordinate these arrangements.

2. Depending on the situation and availability of facilities, one or more of the following approaches will be used to handle evacuees arriving with pets:

a. Providing pet owners information on nearby kennels, animal shelters, and veterinary clinics that have agreed to temporarily shelter pets.

b. Directing pet owners to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes and in carriers may be temporarily housed.

c. Setting up temporary pet shelters at the fairgrounds or other similar facilities.

I. Access Control and Security

1. In an evacuation, the security of evacuated areas is extremely important. Those who have evacuated may not do so in the future if their property has been damaged or stolen during their absence. Law enforcement should establish access control points to limit entry into evacuated areas and, where possible, conduct periodic patrols within such
areas to deter theft by those on foot. To the extent possible, fire departments will take measures to insure continued fire protection.

2. If an evacuated area has sustained damage and cannot be reoccupied for an extended period of time, limited access will be given to emergency workers, homeowners, business owners, utility workers, and contractors restoring damaged structures and removing debris. Refer to the Law Enforcement Annex for further information.

J. Return of Evacuees

1. Return of evacuees to their homes or businesses in evacuated areas requires the same consideration, coordination, and control as the original evacuation. For limited incidents, the IC will normally make the decision to return evacuees and disseminate it as appropriate. For large-scale evacuations, that decision will be made by the County Chair/Municipal Mayor and disseminated through the media.

2. The following conditions should prevail in the evacuated area before evacuees are authorized to return:

   a. The threat that caused the evacuation has been resolved.

   b. Sufficient debris has been removed to permit travel and roads and bridges are safe to use.

   c. Downed power lines have been removed; ruptured gas, water, and sewer lines have been repaired; and other significant safety hazards have been eliminated. However, utility services may not have yet been fully restored.

   d. Structures have been inspected and determined to be safe to reoccupy.

   e. There is adequate water available for firefighting.

3. For return and re-entry, it may be necessary to provide transportation for those who lack vehicles and traffic control on return routes.

4. Public information intended for returnees should address such issues as:

   a. Documenting damage for insurance purposes.

   b. Caution in reactivating utilities and damaged appliances.

   c. Cleanup instructions.

   d. Removal and disposal of debris.
VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 2 to the Basic Plan, will plan and carry out evacuations and the return of people to their homes or businesses.

2. Incident Command System (ICS)—Emergency Operating Center (EOC) Interface
   a. As noted previously, the IC will normally determine the need for, organize, and conduct limited evacuations in the immediate vicinity of the incident site. If large-scale evacuation is required, the County Chair/Municipal Mayor will make the recommendation for such evacuation to the public.
   b. A division of responsibility for evacuation tasks should be agreed upon between the IC and the EOC. The IC will normally manage evacuation operations at the scene, while the EOC coordinates operations beyond the incident site, such as coordinating traffic control along evacuation routes, arranging for the activation of shelter and mass care facilities, and advising other jurisdictions of the evacuation.

B. Assignment of Responsibilities

1. The County Chair/Municipal Mayor will:
   a. For emergencies and disasters, recommend that citizens evacuate, when appropriate.
   b. Approve release of warnings, instructions, and other emergency public information relating to evacuation
   c. Coordinate evacuation efforts with other local governments that may be affected by the evacuation, where appropriate.
   d. Direct the relocation of essential resources (personnel, equipment, and supplies) that are at risk to safer areas.
   e. Direct the opening of local shelter and mass care facilities, if needed.

2. The IC will:
   a. Identify risk areas in the vicinity in the incident site and determine protective actions for people in those risk areas.
   b. If evacuation of risk areas and special facilities is required, plan, organize, and conduct the evacuation with the resources assigned.
c. Request support from the EOC to assist in coordinating evacuation activities beyond the incident site, such as activation of shelter and mass care facilities, if required.

3. The Emergency Management Director (EMD) will:
   a. Develop and maintain evacuation planning information for known risk areas, including population of the area, and primary evacuation routes.
   b. Review the evacuation plans of special facilities within known risk areas and determine possible needs for evacuation support.
   c. Coordinate evacuation planning to include:
      1) Selection of suitable evacuation routes, based on recommendations from law enforcement.
      2) Movement control, based on recommendations from law enforcement.
      3) Transportation arrangements.
      4) Shelter and mass care arrangements.

4. Common Tasks of All Organizations
   a. If time permits, secure and protect facilities in evacuation areas.
   b. If time permits, relocate essential equipment, supplies, and records to non-risk areas.

5. Law Enforcement will:
   a. Recommend evacuation routes to the IC or EOC staff.
   b. Assist in evacuation by providing traffic control.
   c. Protect property in evacuated areas and limit access to those areas.
   d. Secure and protect or relocate prisoners.
   e. Coordinate law enforcement activities with other emergency services.
   f. Assist in warning the public.
   g. Provide information to the PIO for news releases to the public on the evacuation routes.

6. The Fire Service will:
   a. Be responsible for fire protection in the vacated area.
b. Assist in warning the public

c. Assist in evacuating the aged, the handicapped, and other special needs groups, depending on available resources.

7. The Public Information Officer (PIO) will:
   a. Disseminate emergency information from the County Chair/Municipal Mayor advising the public of evacuation actions to be taken.
   b. Coordinate with area news media for news releases.

8. The Public Works/General Services Department will:
   a. Provide traffic control devices upon request.
   b. Assist in keeping evacuation routes open.
   c. Provide barricade and barrier to restrict entry to evacuated areas and other areas where entry must be controlled.

9. The Transportation Officer will:
   a. Coordinate transportation for evacuees without vehicles or who need assistance in evacuating, determining and establishing pickup points if necessary.
   b. Coordinate transportation assistance for the evacuation of special facilities.
   c. Coordinate all transportation relating to relocation of essential resources.
   d. Provide information to the PIO on pickup points or special pickup routes for those who require transportation, so that this information may be provided to the public.

10. The Shelter Manager will:
   a. For short-term evacuations, coordinate with the EMD for use of pre-identified shelter facilities as temporary evacuee holding areas.
   b. For other than short-term evacuations, coordinate with the EMD to open shelters and activate mass care operations. See the ESF-6 for further information.

11. Health and Medical will:

   Monitor evacuation of hospitals and nursing homes and coordinate evacuation assistance, if requested.

12. Animal Control Director will:
a. Coordinate arrangements to provide temporary facilities for pets arriving with evacuees.

b. Be prepared to provide shelter managers with information on procedures for handling evacuees with pets.

13. Special Facilities (schools, hospitals, nursing homes, correctional facilities) will:

a. Close and supervise evacuation of their facilities.

b. Coordinate appropriate transportation for evacuees and en route medical or security support.

c. Arrange for use of suitable host facilities.

d. Request emergency assistance from local government if assistance cannot be obtained from other sources.

e. Ensure assigned personnel are trained and knowledgeable of evacuation procedures.

f. Disseminate public information to advise relatives and the general public of the status of their facilities and the patients, students, or inmates served by those facilities.

VII. DIRECTION AND CONTROL

A. General

1. The County Chair/Municipal Mayor has the general responsibility for recommending evacuation, when that is the most suitable means of protecting the public from a hazard.

2. In situations where rapid evacuation is critical to the continued health and safety of the population, the on-scene IC may recommend evacuation of people at risk in and around an incident scene and direct and control the required evacuation.

3. Large-scale evacuations and evacuations conducted on the basis of imminent threat where there is no current incident scene will be coordinated and directed by the EOC and/or EMD.

B. Evacuation Area Definition

1. Areas to be evacuated will be determined by those officials with the authority to recommend evacuation based on the counsel of those individuals and agencies with the necessary expertise, the use of specialized planning materials or decision aids, the recommendations of state and federal agencies, and, where appropriate, advice from other subject matter experts. Evacuation recommendations to the public should clearly
describe the area to be evacuated in with reference to known geographic features, such as roads and rivers.

2. The hazard situation which gave rise to the need for evacuation will be continually monitored in case changing circumstances, such as an increase in rainfall or wind shift, change the potential impact area and, thus, the area that must be evacuated.

C. Continuity of Government

1. The lines of succession for Evacuation are in accordance with Section VII.C of the Basic Plan.

2. The lines of succession for each department and agency head shall be according to the standard operating procedures established by each department.

VIII. ADMINISTRATION AND SUPPORT

A. Reporting

Large-scale evacuations should be reported to NCEM and other jurisdictions that may be affected in the periodic Situation Report prepared and disseminated during major emergency operations via WebEOC or other established channels.

B. Records

1. Activity Logs

The IC and, if activated, the EOC shall maintain accurate logs recording evacuation decisions, significant evacuation activities, and the commitment of resources to support evacuation operations.

2. Documentation of Costs

Expenses incurred in carrying out evacuations for certain hazards, such as radiological accidents or hazardous materials incidents, may be recoverable from the responsible party. Hence, all departments and agencies will maintain records of personnel and equipment used and supplies consumed during large-scale evacuations.

C. Resources

General emergency response resources that may be required to conduct an evacuation are listed separately in the W-S/FC Emergency Resource Manual.

D. Post Incident Review

For large-scale evacuations, the EMD shall organize and conduct a review of emergency operations by those tasked in this annex in accordance with the guidance provided in
Section VIII.E of the Basic Plan. The purpose of this review is to identify needed improvements in this plan, procedures, facilities, and equipment.

E. Exercises

Local drills, tabletop exercises, functional exercises, and full-scale exercises shall periodically include an evacuation scenario based on the hazards faced by Forsyth County.

IX. ANNEX DEVELOPMENT AND MAINTENANCE

A. The EMD is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.

B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section IX of the Basic Plan.

C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs/SOGs covering those responsibilities.

X. REFERENCES


XI. APPENDICES

Appendix 1  Evacuation Organizational Structure
Appendix 2  General Evacuation Checklist
# APPENDIX 2
## GENERAL EVACUATION CHECKLIST

<table>
<thead>
<tr>
<th>Action Item</th>
<th>Assigned</th>
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<tbody>
<tr>
<td><strong>PLANNING:</strong></td>
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<tr>
<td>1. Determine area(s) at risk:</td>
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<tr>
<td>▪ Determine population of risk area(s)</td>
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<tr>
<td>▪ Identify any special facilities in risk area(s)</td>
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<tr>
<td>2. Determine evacuation routes for risk area(s) &amp; check the status of these routes.</td>
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<td>3. Determine traffic control requirements for evacuation routes.</td>
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<td>4. Estimate public transportation requirements &amp; determine pickup points.</td>
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<tr>
<td>5. Determine temporary shelter requirements &amp; select preferred shelter locations.</td>
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<tr>
<td><strong>ADVANCE WARNING:</strong></td>
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<tr>
<td>6. Provide advance warning to special facilities &amp; advise them to activate their evacuation transportation &amp; reception arrangements. Determine if requirements exist for additional support from local government.</td>
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<td>7. Provide advance warning of possible need for evacuation to the public, clearly identifying areas at risk. See the Emergency Public Information Annex.</td>
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<td>8. Develop traffic control plans &amp; stage traffic control devices at required locations</td>
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<td>9. Coordinate with special facilities regarding precautionary evacuation.</td>
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<td>10. Read temporary shelters selected for use.</td>
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<td>11. Coordinate with transportation providers to ensure vehicles &amp; drivers will be available when and where needed.</td>
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<td>12. Coordinate with school districts regarding closure of schools.</td>
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<td>13. Advise neighboring jurisdictions that may be affected of evacuation plans.</td>
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<tr>
<td><strong>EVACUATION:</strong></td>
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<tr>
<td>14. Advise neighboring jurisdictions &amp; the local Disaster District that evacuation recommendation will be issued.</td>
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<td>15. Disseminate evacuation recommendation to special facilities. Provide assistance in evacuating, if needed.</td>
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<td>16. Disseminate evacuation recommendation to the public through available warning systems, clearly identifying areas to be evacuated.</td>
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<td>17. Provide amplifying information the public through the media. Emergency public information should address:</td>
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<tr>
<td>▪ What should be done to secure buildings being evacuated</td>
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<td>▪ What evacuees should take with them</td>
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<tr>
<td>▪ Where evacuees should go &amp; how should they get there</td>
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<tr>
<td>▪ Provisions for those without transportation</td>
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<tr>
<td>18. Staff and open temporary shelters</td>
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<tr>
<td>19. Provide traffic control along evacuation routes &amp; establish procedures for dealing with vehicle breakdowns on such routes.</td>
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<tr>
<td>20. Provide transportation assistance to those who require it.</td>
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</table>
21. Provide security in or control access to evacuated areas.

22. Provide Situation Report on evacuation to local Disaster District.

**RETURN OF EVACUEES**

23. If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, & conduct damage assessments.

24. Determine requirements for traffic control for return of evacuees.

25. Determine requirements for & coordinate provision of transportation for return of evacuees.

26. Advise neighboring jurisdictions and local Disaster District that return of evacuees will begin.

27. Advise evacuees through the media that they can return to their homes and businesses; indicate preferred travel routes.

28. Provide traffic control for return of evacuees.

29. Coordinate temporary housing for evacuees that are unable to return to their residences.

30. Coordinate with special facilities regarding return of evacuees to those facilities.

31. If evacuated areas have sustained damage, provide the public information that addresses:
   - Documenting damage & making expedient repairs
   - Caution in reactivating utilities & damaged appliances
   - Cleanup & removal/disposal of debris
   - Recovery programs See the Recovery Annex.

32. Terminate temporary shelter & mass care operations.

33. Maintain access controls for areas that cannot be safely reoccupied.