

BASIC PLAN

December 2019

BASIC PLAN

Table of Contents

I.	INTRODUCTION	2
A.	PURPOSE.....	2
B.	SCOPE.....	2
II.	SITUATION AND ASSUMPTIONS.....	2
A.	SITUATION.....	2
a.	COASTAL PLAIN.....	4
b.	PIEDMONT	4
c.	MOUNTAINS.....	5
B.	RESOURCES.....	5
a.	LOCAL GOVERNMENT RESOURCES	6
b.	STATE GOVERNMENT RESOURCES.....	6
c.	OTHER STATE RESOURCES	7
d.	OUTSIDE RESOURCES	7
e.	PRIVATE RESOURCES.....	7
f.	HAZARD & THREAT ANALYSIS.....	9
C.	PLANNING ASSUMPTIONS	10
III.	CONCEPT OF OPERATIONS.....	10
IV.	ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	15
V.	DIRECTION, CONTROL AND COORDINATION	18
VI.	INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION	19
VII.	COMMUNICATIONS	20
VIII.	ADMINISTRATION, FINANCE AND LOGISTICS.....	20
IX.	PLAN DEVELOPMENT AND MAINTENANCE.....	20
X.	AUTHORITIES AND REFERENCES	20
A.	LINES OF SUCCESSION.....	20
B.	DELEGATION OF EMERGENCY AUTHORITY	21
C.	PROVISIONS FOR COOP.....	22
D.	RECORD RETENTION.....	23
E.	LEGAL IMMUNITIES AND LIABILITIES	23

BASIC PLAN

December 2019

I. INTRODUCTION

A. PURPOSE

The purpose of the North Carolina Emergency Operations Plan (NCEOP) is to establish a framework that enables a systematic, coordinated, and effective response to emergencies and disasters occurring in the state. The NCEOP incorporates national preparedness guidance as outlined in Presidential Policy Directive 8 (PPD-8) and is consistent with the National Incident Management System (NIMS).

B. SCOPE

This plan is designed to address all of the hazards and threats likely to require a state response in any part of North Carolina. This plan is scalable allowing it to be used in all emergencies and disasters, from those requiring a minimal state response to worst-case, state-wide disasters. The NCEOP applies to all State Emergency Response Team (SERT) departments and agencies tasked to provide assistance in a disaster or emergency situation.

The NCEOP is composed of the Basic Plan, functional annexes and hazard specific annexes. The Basic Plan describes the fundamental policies, strategies, and concept of operations to be used by North Carolina Emergency Management (NCEM) in the command and control of any incident from the onset of response through the recovery phase. Functional annexes support the Basic Plan by providing specific information on policies, processes, roles and responsibilities for NCEM and SERT functions that are common across multiple hazards. The hazard specific annexes identify the unique response details that apply to a specific hazard and describe how those details affect the Basic Plan.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

With a 2016 population of 10,146,788 living in an area of 52,712 square miles, North Carolina is vulnerable to a wide variety of natural and technological hazards. Some of these hazards are limited to specific areas, such as those around nuclear power plants, while others, such as winter storms, may occur statewide. However, the diverse population, economy and geography of North Carolina make some areas more susceptible to certain hazards. From the Atlantic coast to the Blue Ridge Mountains, the state is divided into three physiographic areas. These are identified as the Coastal Plain, the Piedmont, and the Mountains.

BASIC PLAN

December 2019

Each of these has climates, populations and geographic features that influence both the likelihood of a particular hazard and its impact on the state.

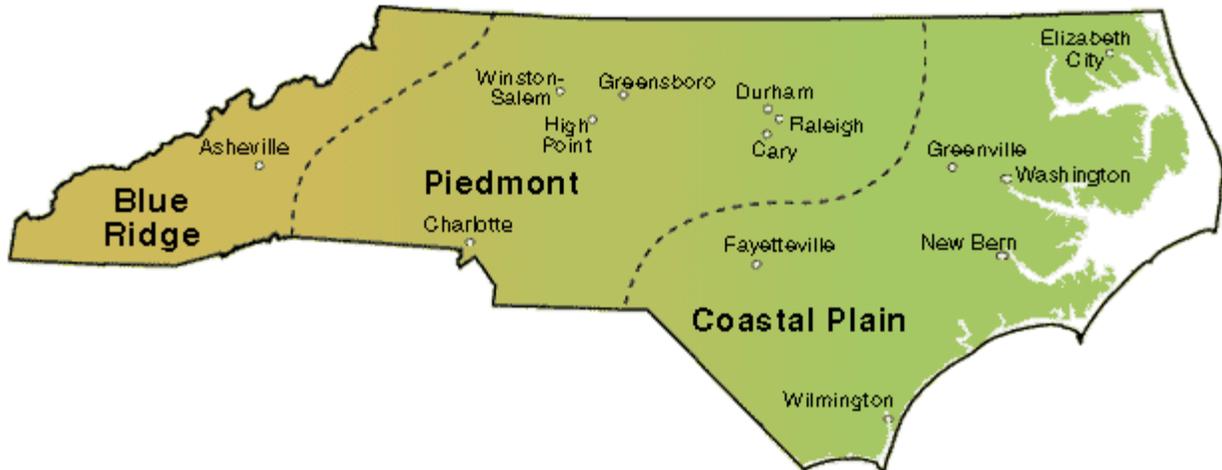


Figure 1. Map of North Carolina Physiographic Regions

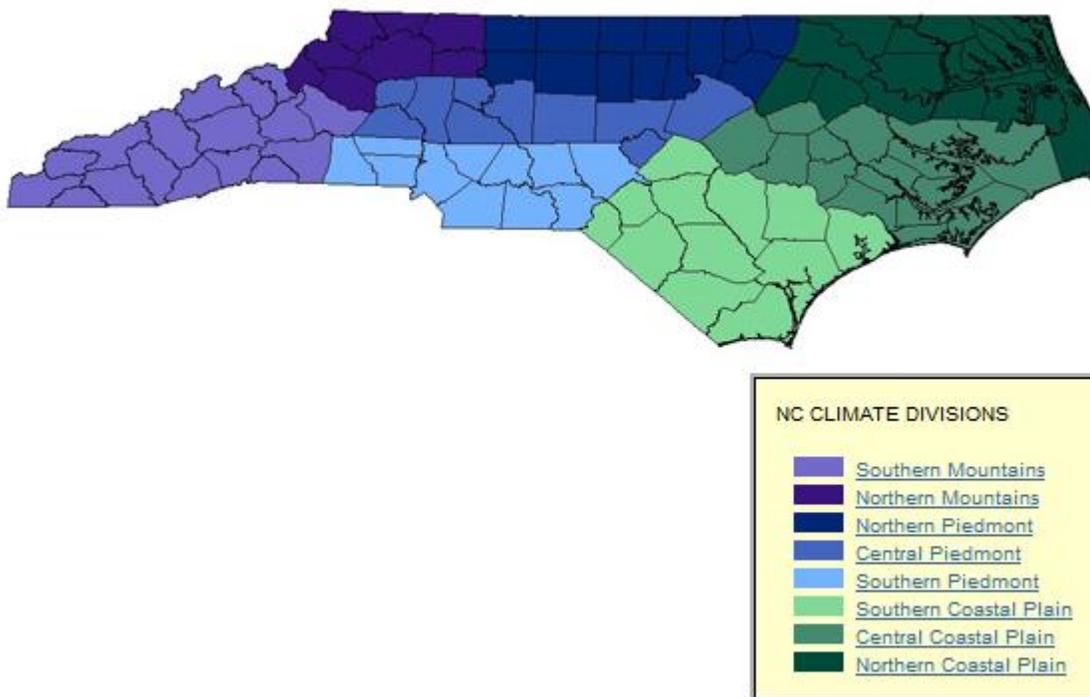


Figure 2. Map of North Carolina Climate Divisions

BASIC PLAN

December 2019

a. COASTAL PLAIN

Comprising almost the entire eastern half of the state, the Coastal Plain encompasses the tidewater area and the interior portion. While the tidewater area is generally flat and swampy, the interior portion is gently sloping and well drained. The elevation drops from 200 feet at the western boundary to sea level. The more than 300 miles of barrier island beaches and protruding coastline of the Coastal Plain are threatened by the hurricanes that impact the state twice in an average year. These storms bring high winds, thunderstorms, and flooding due to heavy rains that may threaten homes and valuable agricultural resources while placing ferry and bridge systems at risk. Since the Coastal Plain serves as a major tourist destination and a popular place to retire, these populations are also at an increased risk during hurricane season. It is not just the coastline that is at risk as hurricanes are capable of travelling hundreds of miles inland. Hurricanes are not the only weather related threat to the Coastal Plain as violent thunderstorms bring localized flooding and tornadoes while winter storms can paralyze transportation and cause widespread power outages.

The Coastal Plain is home to many large corporate farming, livestock and food processing operations. Because of this, drought and foreign animal disease hazards could have significant adverse impacts.

The Coastal plain is susceptible to a number of technological hazards as well. An incident at the nuclear power plant in Brunswick County could require an emergency response as could an incident at a number of industrial facilities, many of which are also located near Wilmington. Large oil spills could threaten the coastline from either ships transiting offshore or those heading into the Port of Wilmington. If any of these events occur during the summer tourist season response would be greatly complicated as the population of many coastal communities double during that time.

b. PIEDMONT

Rising from the Coastal Plain is the Piedmont which extends from 200 feet to nearly 1,500 feet at the base of the Mountains. The agricultural economy thrives in this area due to the gently sloping fertile terrain. Drought is a part of the state's climate and can affect large areas at a time. The greatest effects are felt in the Piedmont and Coastal Plain due to the dependence on water by farmers and livestock. Wake, Guilford, Forsyth, Mecklenburg Counties, and their respective adjacent counties, are located in the Piedmont and are the principal metropolitan areas in

BASIC PLAN

December 2019

North Carolina. Mecklenburg County and surrounding areas contain the Charlotte metropolitan area, Guilford, Forsyth, and the surrounding areas contain the Triad Region, while Wake County is home to the state's capital, Raleigh. These large population centers increase the vulnerability of residents to hazards, including terrorism and hazardous weather. Nuclear power plants serve as a potential target for terrorism and are located near the major metropolitan areas of Raleigh, Charlotte, and Wilmington. Because of their materials, these power plants can also create hazards on their own through failure, error, or in conjunction with other natural hazards.

Severe weather accounts for the greatest economic loss in North Carolina and is often attributed to summer thunderstorms. Although tornadoes and other varieties of severe weather can happen anywhere in the state, climatology suggests they occur more frequently in the Piedmont and Coastal Plain regions. On average, 40 to 50 thunderstorm days occur each year, bringing heavy rain, wind, lightning, hail and tornadoes.

c. MOUNTAINS

The Mountains stretch upward from 1,500 feet along the eastern boundary to 6,684 feet at the summit of Mount Mitchell, the highest peak in the eastern United States. There are 125 peaks above 5,000 feet and 43 peaks that exceed 6,000 feet in this area. The Mountains is the smallest region of the three and the most sparsely populated. As such, technological hazards are less likely in the Mountains though terrorism could occur anywhere. Snow, sleet, and freezing rain occur more frequently over the Mountains and western Piedmont. The impacts of winter weather create hazardous travel conditions along major routes that extend into the Mountain region. Although they can occur at any location in North Carolina, earthquakes are more predominant in the Mountains and can have a devastating effect on life and property. Heavy rains can also create flooding and landslide conditions that further increase vulnerability, especially for those that travel to enjoy a variety of recreational activities such as skiing and hiking.

B. RESOURCES

In keeping with NIMS, emergency operations in North Carolina are handled at the lowest level of government that can effectively respond and manage an incident. Each county in North Carolina has emergency management personnel who are trained and ready to respond. Local resources and capabilities vary greatly from those in large metropolitan areas to those in

BASIC PLAN

December 2019

small rural ones. Should a local jurisdiction experience an incident that exceeds its capabilities it will ask for assistance. Additionally, other state and federal resources are available should the resources of local government become overwhelmed or exhausted.

a. LOCAL GOVERNMENT RESOURCES

In North Carolina, trained local government emergency personnel are almost always the first to respond to any emergency. These include city and county law enforcement, firefighting and emergency medical services (EMS) personnel. Though some municipalities have an emergency management staff and operate an emergency operations center (EOC), all counties have staff and an EOC, making them the primary local government emergency management resource. Each county has an emergency operations plan and personnel capable of managing an emergency from their EOC. If resource requirements exceed that of the affected county, there are existing mutual aid agreements with neighboring counties that facilitate the flow of additional resources into the affected county.

b. STATE GOVERNMENT RESOURCES

NCEM, a division of the North Carolina Department of Public Safety (DPS), operates three branch offices, two warehouses and an EOC. The State EOC is co-located in Raleigh with the North Carolina Joint Force Headquarters (JFHQ) building. The State Warning Point (SWP) is also located at the State EOC.

Each branch office is led by a branch manager and has planning and administrative staff. The manager is responsible for the five area coordinators who are the primary NCEM representative for the 6-8 counties in their area. Figure 3 shows the branches and the 15 areas for which coordinators are responsible. During emergencies, the branch offices become Regional Coordination Centers (RCCs) to provide operational information sharing and resource coordination between the state and counties. The two state warehouses maintain stocks of commodities such as bottled water, tarps and meals ready-to-eat (MRE). During emergencies they will serve as state staging areas and warehouse personnel can transport supplies using NCEM trucks or contracted haulers.

BASIC PLAN

December 2019



Figure 3. North Carolina Emergency Management Branches and Areas

The North Carolina National Guard (NCNG), headquartered at the JFHQ, strengthens the level of response that is provided during a disaster. One asset provided by the NCNG are Mission Ready Packages, which are assembled response and recovery capabilities that are organized, developed, trained, and exercised prior to an emergency or disaster. Other state agencies found in Annexes A and B have resources available to support the needs of the State, and they too have Mission Ready Packages. Based on NIMS resource typing, Mission Ready Packages build upon this concept by integrating mission limitations, required support, operational footprint, and estimated costs. They include credentialed personnel who have been identified as possessing the knowledge, skills, and abilities needed to conduct that specific mission.

c. OTHER STATE RESOURCES

Private sector, non-profit, and voluntary organizations provide resources and technical expertise that support both state and local operations during a disaster.

d. OUTSIDE RESOURCES

If North Carolina resources aren't adequate to meet the needs during a disaster, the state has the ability to call upon outside resources to further supplement response and recovery efforts.

Federal agency resources, along with those from other states, can be accessed and mobilized to assist in operations that have extended beyond the capacities of state and local governments.

Resources from other states are requested through the Emergency Management Assistance Compact (EMAC). This compact establishes

BASIC PLAN

December 2019

procedures for resource requests and its pre-negotiated rules on financing, liability and insurance facilitates quick and effective response.

All EMAC operations in North Carolina are conducted under the command and control of NCEM and assisted by the EMAC Assistance Team, a group of trained and experienced personnel. EMAC requests for resources are initiated through the NCEM EMAC Coordinator following the verification of a State of Emergency declaration.

e. PRIVATE RESOURCES

The North Carolina Business Emergency Operations Center (BEOC) is a physical and virtual communications and operational hub for business and industry during events that threaten North Carolina. Private Sector partners incorporated into the State Emergency Response Team (SERT), capitalize on shared information in the response, recovery, preparation and mitigation phases of state emergency management. This allows them to make strong operational decisions, prepare, continue or resume normal business operations as quickly as possible before, during and after an event. The BEOC is located inside the SEOC (state emergency operations center) in Raleigh, NC.

Private Sector partners provide input, recommendations and sector analysis that help build capacity and resiliency throughout our state. BEOC members collaborate, train and exercise with the SERT during blue skies. Resource requests are tasked out to private sector partners and coordinated through the BEOC to speed support to the need whenever North Carolina Emergency Management is activated. Private Sector offers for rental, for lease, at cost or for donation are coordinated here. Mutual aid between businesses is encouraged and the common operating picture is greatly enhanced. The Private-Public Partnerships in our state support public safety and help protect North Carolina's economic strength by fostering collaboration, communication and cooperation between businesses and the communities they serve.

The mission of the BEOC is to provide situational awareness and information sharing to the private sector during times of disaster and gather the same support of the State Emergency Response Team (SERT). To enhance the common operating picture, liaise, and foster the collaboration of efforts between the public and private sectors in all phases of emergency management, and to support the stabilization and recovery of communities after any event.

BASIC PLAN

December 2019

Partnership with NCEM includes:

- Inclusion on the PS Manager’s Distribution List for notifications, alerts and other information regarding state emergency operations.
- Access to our crisis management platform, NC SPARTA (virtual BEOC), which provides real-time information during events down to the county level.
- Access to training, exercises, annual meetings, and our network of business and industry partners.
- Vendor re-entry certification
- Inclusion in daily coordination calls during events that include operations briefings, power outage/restoration information, as well as evacuation, curfew, and road closure updates.
- BEOC chairs have the option to offer input, suggestions, and distribute information to their association and sector members straight from the state EOC during activations. Chairs also have access to the EOC for networking and face-to-face coordination with state agencies inside the state EOC.

f. HAZARD & THREAT ANALYSIS

The state’s hazards and threats are identified in the Threat Hazard Identification Risk Assessment (THIRA) and the State Hazard Mitigation Plan (SHMP), which are in alignment with guidance set forth by PPD-8. The following natural and technological hazards have been identified as being significant enough to warrant a hazard specific annex. For hazards not listed below, NCEM will conduct operations in accordance with this Basic Plan.

<i>Natural Hazards</i>	
Hurricanes	Winter Storm
Drought	Earthquake
Foreign Animal Disease	
Communicable Disease and Biohazard Response	
<i>Technological Hazards</i>	
Civil Disturbance	Oil/Petroleum Products Spill
Cyber-Terrorism	Food Emergency

Table 1. Hazards referenced in the NCEOP

BASIC PLAN

December 2019

C. PLANNING ASSUMPTIONS

1. Local and county governments will develop plans to respond to emergencies and disasters using resources to the extent of their capabilities.
2. Local and county governments will respond to emergencies in ways that are consistent with NIMS and the Incident Command System (ICS).
3. Municipalities and counties will enter into mutual aid agreements with each other as necessary to most effectively use their resources in response to emergencies and disasters.
4. The State Emergency Operations Center and the RCCs are the primary locations from which state operations will be conducted under the direction and control of the SERT Leader. Should the State EOC become untenable, operations will relocate to an Alternate EOC in accordance with the North Carolina Emergency Management Continuity of Operations Plan (COOP).
5. SERT agencies have emergency resources and expertise that local governments do not.
6. Federal agency resources and expertise, along with those from other states, can be mobilized to augment local and state efforts when the emergency or disaster is beyond the capabilities of both governments.
7. A disaster or emergency may significantly impact critical infrastructure and will require response to support survivor needs.
8. Immediate response efforts will be hindered by cascading events during some incidents.

III. CONCEPT OF OPERATIONS

By order of the Governor, North Carolina has adopted NIMS and the Incident Command System as an approach for effectively managing emergency operations. These systems provide a rational model to prioritize and manage emergency operations in order for disaster response protocols to remain flexible.

There are five critical mission areas for emergency preparedness at the local, state and federal levels of government: prevention, protection, response, recovery and mitigation. These mission areas are the general responsibilities of

BASIC PLAN

December 2019

all governments working together. Emergency operations, a byproduct of preparedness activities, are initiated in rapid response to the situation.

The NCEOP will be activated when a disaster has occurred or is imminent. The Governor may issue an executive order or proclamation of State of Emergency that activates the emergency prevention, protection, response, recovery and mitigation aspects of local, state, and inter-jurisdictional disaster plans that apply to the disaster area. The NCEM Director may also activate the plan if a disaster threatens prior to the Governor's decision to issue an executive order or proclamation of a State of Emergency. The State EOC will be activated by the NCEM Director when the Governor declares a State of Emergency or when there is an immediate threat to life and property.

Emergency operations are handled at the lowest level of government which can effectively and efficiently respond to an incident. When local government resources are exhausted or a needed capability does not exist during an event, local governments can request assistance from the state. Some events can occur slowly, giving the state time to plan for activation. Other events may occur rapidly, causing an immediate activation of the SERT. The SERT will be activated when a disaster has occurred or is imminent. NCEM responds quickly to disasters when the resources of local government are exhausted or when a needed resource does not exist within the local jurisdiction.

The SERT is comprised of subject matter experts from state agencies, private industry, voluntary, and faith-based organizations which provide technical expertise and coordinate resources used to support local operations. During a major emergency, these representatives join the SERT Leader at the State EOC to coordinate relief efforts and provide support to local and county governments. The SERT is activated on a limited or full-scale basis as deemed appropriate by the SERT Leader. In the event of full activation (Level 2 or 1), all SERT agencies will be represented in the State EOC. The SERT Leader is responsible to the Secretary of the Department of Public Safety and to the Governor for the overall operation of the SERT during activations. Upon activation of the SERT, agencies are authorized in coordination with the SERT Leader to initiate and carry out assigned missions, including tasking of designated support agencies.

The three field branch offices are activated into Regional Coordination Centers which function as Multi-agency Coordination Centers during an event. They provide central locations for operational information sharing and resource coordination in support of on-scene efforts. RCCs are available to provide guidance and aid local governments seeking assistance. Branch office personnel may respond to the county to facilitate ongoing information exchange. Each county is responsible for emergency management in its jurisdictional boundaries and will conduct emergency operations according to established plans and procedures. If a disaster or emergency is beyond the capabilities of local

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

BASIC PLAN

December 2019

government, requests for state and federal assistance will be made to the State EOC.

If resource needs extend beyond the capability of the state agencies, mutual aid agreements and EMAC can be activated in order to procure necessary resources. The SERT Leader may request assistance as necessary from un-impacted counties via the state mutual aid agreement and from other states under EMAC.

Recovery planning will be implemented while local emergency response efforts are ongoing. Preparations are made for a rapid deployment of resources necessary to facilitate recovery. Should the emergency evolve into a disaster with appropriate declarations, state personnel will augment the Joint Field Office (JFO) once established and continue recovery activities from the State Disaster Recovery Operations Center after the Federal Emergency Management Agency (FEMA) closes the JFO.

The State EOC is manned seven days a week, 24 hours per day for normal day-to-day operations with one or more operations duty officers. The SERT/EOC is activated fully or partially depending on the level of emergency. SERT personnel (NCEM employees & SERT partners) assigned to support the EOC, RCCs, or warehouses during State of Emergencies or SERT activations of Level 3 or greater (per Figure 4 below) may be placed in hotel or other accommodations based on operational requirements or safety considerations. The provision of accommodations will most commonly occur when the State EOC, Branch Field Offices, and other essential personnel are actively engaged in disaster response and/or when hazardous conditions are expected which could prevent safe travel to/from an employee's duty station.

NC State Emergency Operations Center (EOC) Activation Levels	
Activation Level 5	Normal day-to-day operations. <u>The State EOC is not activated.</u>
Activation Level 4	Any disaster/emergency that is likely to be within the capabilities of local government and results in only minimal need for state assistance. State agencies that would take action as part of normal day-to-day responsibilities are notified. Only NCEM personnel are located in the State EOC. <u>The State EOC is activated.</u>
Activation Level 3	Any disaster/emergency that is likely to require the assistance of several state agencies. All emergency support function agencies are alerted; however, the State EOC is activated and staffed only with NCEM personnel and essential SERT agencies.

BASIC PLAN

December 2019

Activation Level 2	Any disaster/emergency that will require large scale state and possibly federal recovery assistance. The State EOC is fully activated with 24-hour staffing from all SERT members.
Activation Level 1	Any disaster/emergency that requires continued involvement of all SERT members after the event (e.g. hurricane, winter storm). The State EOC is fully activated with 24-hour staffing from all SERT members. The National Response Framework is activated with deployment of the Federal Emergency Response Team (ERT) to the State EOC for response and recovery activities.

Figure 4. NC State EOC Activation Levels

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288, as amended) provides the authority for the federal government to respond to disasters and emergencies in order to provide assistance to save lives and protect public health, safety, and property. Designated departments and agencies have been assigned responsibilities under the National Response Framework. These agencies are grouped under Emergency Support Functions (ESFs). Each ESF is headed by a primary agency, which has been selected based on its authorities, resources, and capabilities in the particular functional area. Other agencies have been designated as support agencies for one or more ESFs based on their resources and capabilities to support the functional area. The ESFs serve as the primary mechanism through which federal response assistance will be provided to assist the state in meeting response requirements in an affected area. Federal assistance will be provided under the overall direction of the Federal Coordinating Officer (FCO). Federal assistance is to supplement state and local government response efforts. ESFs will coordinate with the FCO and the affected state to identify specific response requirements, and will provide federal response assistance based on state identified priorities.

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

BASIC PLAN

December 2019

The following table identifies the FEMA ESF to the corresponding North Carolina Emergency Support Functions (NCESF).

FEMA Emergency Support Function (ESF)	NC Emergency Support Function (NCESF)
ESF #1 – Transportation	NCESF #1 – Transportation NCESF #1A – Air Operations/State and Regional Disaster Lift
ESF #2 – Communications	NCESF #2 – Communications
ESF #3 – Public Works and Engineering	NCESF #3 – Public Works and Engineering
ESF #4 – Firefighting	NCESF #4 – Firefighting
ESF #5 – Emergency Management	NCESF #5A – Worker Safety and Health Support NCESF #5B – Situation and Documentation NCESF #5C – Weather Support NCESF#5D – Reconnaissance and Damage Assessment NCESF #5E – Risk Management Section
ESF #6 – Mass Care, Housing, Emergency Assistance and Human Services	NCESF #6 – Mass Care and Human Services
ESF #7 – Logistics Management and Resource Support	NCESF #7 – Resource Support NCESF #7A – Volunteer and Donations Management NCESF #7B – Military Support
ESF #8 – Public Health and Medical Services	NCESF #8 – Disaster Health & Medical Services
ESF #9 – Search and Rescue	NCESF #9 – Search and Rescue
ESF #10 – Oil and Hazardous Materials Response	NCESF #10 – Hazardous Materials
ESF #11 – Agriculture and Natural Resources	NCESF #11 – Agriculture and Natural Resources
ESF #12 – Energy	NCESF #12 – Energy
ESF #13 – Public Safety and Security	NCESF #13 – Law Enforcement
ESF #14 – Cross-Sector Business and Infrastructure	NCESF #14 – Community Recovery and Mitigation
ESF #15 – External Affairs	NCESF #15 – Public Information

Table 2. Corresponding Federal and State Emergency Support Functions

BASIC PLAN

December 2019

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Chapter 166A of the North Carolina General Statutes (NCGS) establishes the authority and responsibilities of the Governor, state agencies, and local government for emergency management. The Secretary of the Department of Public Safety is tasked with oversight and control of emergency management in North Carolina and is responsible to the Governor for all state emergency management activities.

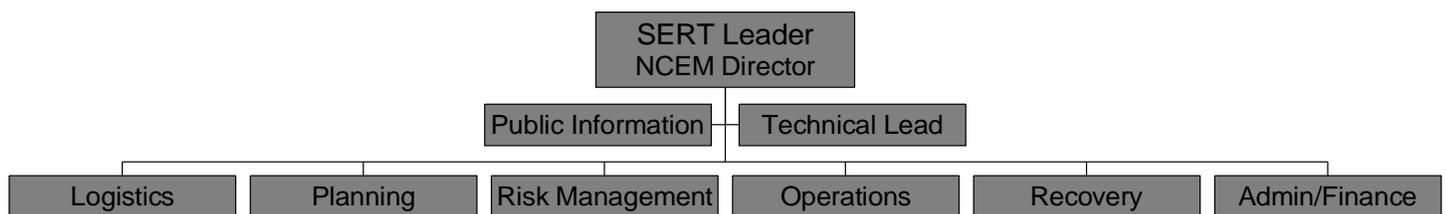


Figure 5. General SERT Organizational Structure

The SERT is organized to provide, coordinate, and arrange for emergency assistance to the counties. At the section level, this organization is identical to that under which NCEM conducts routine business. Appropriate NCEM sections and branches prepare and maintain standard operating procedures to fulfill duties and responsibilities.

1. The **SERT Leader** is responsible to the Secretary of the Department of Public Safety and to the Governor for the overall operation of the SERT during activation. The SERT Leader is normally the NCEM Director. At full activation (Level 2 or 1), this position must be occupied 24 hours per day.
2. The **Public Information Section** serves as the liaison with the print, electronic and social media during activation. They prepare and distribute news releases and social media messages as needed and support news conferences. Public Information Officers work within the Joint Information System (JIS) before, during and after the emergency and operate in the Joint Information Center (JIC) during activation. They ensure all necessary emergency information is made available to the at-risk population in a variety of formats. At full activation, this section must be manned 24 hours per day.
3. The **Recovery Section** is responsible for public and individual assistance.
4. The **Hazard Mitigation Section** is responsible for managing all grants provided by the Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program (HMGP) as well as maintaining the State's Hazard Mitigation Plan and all regional hazard mitigation plans. The section is led by

BASIC PLAN

December 2019

- an Assistant Director and is composed of a planning branch, a development branch, a project management branch and an engineer/QA/QC branch. The planning branch works with all of the State's counties to maintain regional hazard mitigation plans as well as the State's hazard mitigation plan. The development branch along with the Engineer branch is responsible for applying for Hazard Mitigation Grants annually (either Flood Mitigation Assistance or FMA and Pre-Disaster Mitigation or PDM grants) as well as post disaster grants (Disaster Recovery or DR grants) to support recovery and mitigation efforts across the state. The implementation and engineer branches are responsible for designing, managing and inspecting the acquisition, elevation, mitigation reconstructions and other infrastructure projects awarded in all FEMA grants in conjunction with county partners. Additionally, the section possess financial management and legal capabilities to support processing and executing grants and the closeout of all grant applications.
5. The **Operations Section** is responsible for coordinating and directing state government and emergency management field activities in response to emergencies and recovery from disasters. Operations section functions include Human Services and Agriculture, Infrastructure, Emergency Services,
 6. Hazardous Materials, and Field Operations. The Operations Section also coordinates military (mainly NCNG) support to emergency response and disaster recovery efforts. At full activation, the Operations Section Chief position must be occupied 24 hours per day.
 7. The **Planning Section** is responsible for collecting, formatting, archiving and distributing emergency/disaster information. This section documents SERT activities daily in Situation Reports (SitRep), Executive Summaries (ExSum), and is responsible for short-term (24-hour) planning of statewide SERT activities during emergencies and disasters. At full activation, the Planning Section Chief position must be occupied 24 hours per day.
 8. The **Logistics Section** is responsible for acquiring, collecting and moving state and donated resources to enhance response to and recovery from emergencies and disasters. Furthermore, they establish and maintain facilities required to support disaster operations. It contracts and purchases goods, equipment, and services necessary for state response and recovery actions. At full activation, the Logistics Section Chief position must be occupied 24 hours per day.
 9. The **Admin/Finance Section** is responsible for processing invoices and assuring prompt payment for goods and services necessary to support emergency response and disaster recovery efforts. In addition, the Fiscal Section is responsible for documenting all disaster-related costs and

BASIC PLAN

December 2019

projecting state funding requirements. At full activation, the Fiscal Section must be operational approximately 13 hours per day.

10. The **Risk Management Section** is responsible for providing support to the SERT with geographical information, information technology, communications, and infrastructure coordination. Risk Management is also responsible for conducting and maintaining statewide vulnerability assessments for all natural hazards and developing mitigation policies, programs and strategies that will lessen both current and future vulnerability. This support is generally assigned to or provided through other sections during activations. At full activation, the Risk Management Section must be operational 24 hours per day.

The SERT is comprised of senior representatives of state agencies, volunteer and nonprofit organizations, and corporate associates who have knowledge of their organizations' resources. SERT members have the authority to commit the resources to emergency response. As the situation develops or if additional assistance is required, SERT agency representatives may be deployed as All-Hazard Incident Management Teams (IMT) to affected counties to provide on-scene coordination and assistance. SERT agencies are responsible for the following:

- Provide departmental liaisons to function as members of the SERT to represent their agencies in preparedness, response, and recovery activities, to include the commitment of their departments' resources and to maintain knowledge of EOC procedures.
- Provide equipment, facilities, and trained personnel as available and required by a specific emergency.
- Review this plan together with annexes and appendices as necessary to ensure portions applicable to each SERT agency are accurate and current.
- Develop and maintain supporting plans, resource inventory lists, standard operating procedures, and alerting lists.
- Plan and provide for the safety of employees and protection of state property in the disaster area.
- Coordinate actions with the SERT and other agencies having related tasks.
- Participate in exercises to test emergency plans and procedures.
- Provide for record keeping and documentation of disaster related fiscal records.

BASIC PLAN

December 2019

- Inform counterpart agencies at local level of the situation.
- Voluntary organizations and non-profit agencies may provide service delivery that includes, but is not limited to, mass care feeding, sheltering, distribution of emergency relief supplies, health services, mental health, emotional and spiritual care, debris removal, home repairs and/or rebuilding, volunteer management, as well as case work and case management. See Annex A Appendix 3 Tab E and Annex A Appendix 5 Tab C.

RCCs coordinate response and recovery operations and the deployment of outside resources to the counties. Branch managers can assign Area Coordinators to respond immediately to the disaster or emergency site to assess the situation, coordinate activities of state agencies on the scene, and relay any recommendations or requests for resources to the SERT.

County and local governments are responsible for preparing plans for evacuation and/or sheltering in place as well as conducting such operations when conditions require. Local officials and/or County Commissioners may declare local States of Emergency and request state assistance on the county's behalf. County EOCs are staffed with elected officials and senior representatives of county departments and volunteer organizations. Representatives within the county EOC receive information, coordinate tasking of resources, and make population protection decisions. County EOCs will coordinate response and recovery operations and the deployment of outside resources to cities. Local emergency management coordinators from non-impacted counties may be dispatched to affected counties as members of All Hazard IMTs and EOC Overhead Teams. The primary responsibilities of these teams are to assist local coordinators, serve as liaison officers for ongoing assessments, and relay local recommendations or requests for resources to the State EOC.

V. DIRECTION, CONTROL AND COORDINATION

The Governor delegates authority to the Secretary of the Department of Public Safety in accordance with Chapter 166A of the NCGS. The Secretary of the Department of Public Safety will serve as the State Coordinating Officer (SCO) and will be responsible for direction and control of state operations. The Secretary of the Department of Public Safety also delegates authority to the NCEM Director.

Based on the severity and magnitude of the situation, the Governor may request that the President declare a major disaster or an emergency for the state. NCEM will alert FEMA that a request for federal assistance will be submitted. FEMA may pre-deploy a Liaison Officer to the State EOC and deploy an Emergency Response Team Advanced Element when a Presidential declaration appears imminent. This request for assistance will go from the Governor through FEMA.

BASIC PLAN

December 2019

FEMA will conduct an eligibility review, which will be submitted with the request to the President. With a Presidential declaration, FEMA is authorized to use the authority of the Stafford Act and to reimburse for public assistance recovery claims against the Disaster Relief Fund.

Federal assistance will be provided to the state through a Unified Coordination Group assigned to the Joint Field Office. The Secretary of Homeland Security may appoint a Federal Coordinating Officer. According to the National Recovery Framework, the federal government will provide assistance using Emergency Support Functions.

Initial recovery is marked by the establishment of the JFO. FEMA establishes the JFO near the disaster site and provides reservists who have appropriate expertise. NCEM and other state agencies provide liaison and augmentation as required at the JFO. NCEM personnel remain at the JFO as long as necessary to coordinate long-term assistance to survivors.

VI. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

The SERT Leader will require preparation of a Situation Report and an Executive Summary, recurring reports that documents past, current and planned activities existing during an operational period in response to an emergency. Additionally, the SERT Leader will approve a daily Incident Action Plan (IAP) that is often published at the beginning of each operational period and establishes general control objectives which reflect the overall strategy and specific action plans. The Operations Section Chief will issue mission assignments to SERT members based on local government's identified resource shortfalls. To satisfy IAP operational objectives, resource tasking to state agencies will be accomplished through a mission assignment approach.

NCEM may receive initial notification or warning of a disaster from multiple sources, including local emergency management agencies or county warning points, the National Weather Service, the State Highway Patrol Warning Point, and the National Hurricane Center. The State EOC Operations Officer on duty will notify key NCEM and DPS officials, SERT agencies, and the local emergency management agency or county warning point in accordance with standing operating guidelines. The Operations Officer will also notify FEMA and other agencies as appropriate for the situation. Upon notification by the State EOC, each SERT agency is responsible for conducting its own internal notifications. The SERT may be called to assemble at the State EOC for an initial briefing and discussion of response requirements.

BASIC PLAN

December 2019

VII. COMMUNICATIONS

Emergency communications are intended to be of limited duration. These include information and reports, surveillance of threatening conditions, and 24-hour radio, telephone, and internet capability. If emergency preparedness communications become overwhelmed or destroyed, other state agency systems will be utilized as necessary to augment state communications, assist with lifesaving operations, and disseminate operational guidance. Individual agencies will retain operational control of their communications systems and equipment during emergency operations. As the incident progresses, there is a gradual transition from emergency back to normal communications. Emergency support is removed once normal communications have been fully restored. For additional details, reference the State Communications Plan.

VIII. ADMINISTRATION, FINANCE AND LOGISTICS

Response administration, finance, and logistics will be conducted in accordance with established plans, policies, and procedures. FEMA will conduct an eligibility review, which will be submitted with the request to the President. With a Presidential declaration, FEMA is authorized to use the authority of the Stafford Act and to reimburse for public assistance response and recovery claims against the Disaster Relief Fund. For additional details, reference the North Carolina State Recovery Framework.

IX. PLAN DEVELOPMENT AND MAINTENANCE

This plan will be reviewed annually, or as conditions warrant, utilizing a whole community approach to ensure complete applicability among North Carolina residents. The plan is also tested during periodic exercises and after action review forums. Each SERT agency is responsible for ensuring applicable portions of the plan remain accurate and up-to-date. Changes to the plan will be published and distributed as necessary.

Recommended changes should be made in the form of substitute language and forwarded to the NC Department of Public Safety, North Carolina Emergency Management, Attention: Planning & Homeland Security Section, 4236 Mail Service Center, Raleigh NC 27699-4713. Changes to the plan will be published and distributed as necessary. This plan supersedes the NC EOP published in June 2016.

X. AUTHORITIES AND REFERENCES

A. LINES OF SUCCESSION

The Governor has general direction and control of all aspects of the state Emergency Management Program. This includes all aspects of preparations

BASIC PLAN

December 2019

for, response to, recovery from, and mitigation against war or peacetime emergencies. During the absence of the Governor from the state, the Lieutenant Governor becomes acting Governor. The Lieutenant Governor will also become Governor upon the death, resignation, or removal from office of the Governor. As prescribed by law, the continuing line of succession as acting Governor incorporates the President of the Senate and Speaker of the House of Representatives.

B. DELEGATION OF EMERGENCY AUTHORITY

- a. S.L. 2012-12 ([HB843](#)). Also known as the “Modernize NC Emergency Management Act,” HB 843 represents the most comprehensive update and reorganization of our state’s emergency management statutes since their enactment over three decades ago. The legislation’s primary purpose is to consolidate and reorganize the statutes that establish emergency management authorities for state and local governments

currently found in Article 1 of G.S. Chapter 166A (North Carolina Emergency Management Act of 1977) and Article 36A of G.S. Chapter 14 (Riots and Civil Disorders). Cities and counties that declare a state of emergency prior to this date should operate under existing law, but are *strongly advised* to comply with the new limitation on lawfully possessed firearms and ammunitions if they elect to impose restrictions or prohibitions on dangerous weapons.

- b. S.L. 2012-90 ([SB798](#)), “Various Changes to Emergency Management Act,” contains Sections 1 through 6 that went into effect on June 28, 2012, and Sections 7 through 12 are effective October 1, 2012. SB798 extends the expiration dates of gubernatorial disaster declarations, expands the liability protection for private property owners whose property is used for emergency management purposes, formally establishes the State Emergency Response Team (SERT), expands the functions of the Division of Emergency Management, and creates the Joint Legislative Emergency Management Oversight Committee.
- c. S.L. 2012-33 ([HB741](#)), “Emergency Vehicle Length Act,” amends G.S. 20-116(d) to extend to 45 feet the legally allowed length of state and local government law enforcement and emergency management vehicles (under current law, the length limitation for these vehicles was 40 feet).
- d. S.L. 2012-38 ([HB149](#)), “Terrorism Criminal Offense Act,” creates a new criminal offense of terrorism. Amending G.S. Chapter 14 to create a new Article 3A (G.S. 14-10.1), “terrorism” is defined as committing an act of violence (which is already a violation of G.S. 14-17) or any other felony

BASIC PLAN

December 2019

acts of assault, use of force or violence against a person, or use of explosives, or uses of nuclear, biological, or chemical weapons of mass destruction, with the intent to intimidate the civilian population or an identifiable group of the civilian population or influence, through intimidation, the activities or conduct of the federal, state, or local government.

- e. [NCGS 166A](#). NC Emergency Management Act of 1977 only in effect until September 30, 2012, HB843 repeals Article 1 and recodifies as Article 1A. This Act establishes the authority of the Governor, state agencies, and local governments in mitigation and prevention of, protection against, response to, and recovery from natural and man-made disasters or intentional acts.
- f. [NCGS 14.288](#). Article 1A of Chapter 166A recodifies Article 36A of NCGS 14 (Riots and Civil Disorders), which establishes the authority of state and local governments to respond to rioting and civil disorder.
- g. [NCGS 115C-242](#). Use of NC School Buses. This act establishes the authority to use NC school buses for emergency management purposes during disasters declared in accordance with NCGS 166A.
- h. [NCGS 143B-259.2](#). Powers and duties of the Secretary of the Department of Public Safety. This act establishes the authority of the Secretary of the Department of Public Safety to coordinate activities of all state agencies and resources in response to a disaster.

C. PROVISIONS FOR COOP

North Carolina Emergency Management is committed to enhancing the quality of life for its citizens by assisting people to effectively prepare for, respond to, recover from, and militate against all hazards and disasters. To accomplish this mission, NCEM must ensure operations can be performed efficiently with minimal disruption, especially during an emergency. Continuity is an essential element in the responsible and reliable delivery of emergency services to North Carolina.

Should the State EOC be lost when SERT activation is required, a relocation of primary emergency operations to an alternate facility will take place. The NCEM Director will determine when to activate the Continuity Plan. The Emergency Relocation Group will sustain operations at the relocation facility until all necessary NCEM/SERT personnel arrive. Arrangements will also be made to accommodate and govern the SERT.

The NCEM Director will designate personnel to continue day-to-day operations for continuity purposes. Authority for activation may be delegated

BASIC PLAN

December 2019

to the NCEM Duty Officer. NCEM Section Chiefs will notify personnel and provide instructions as required. The following divisional line of succession will be followed as necessary during Continuity Plan activation: Director, Deputy Director (Operations Chief), Plans Chief, Logistics Chief, Recovery Chief, Risk Management Chief, Admin Chief, Deputy Operations Chief, Deputy Plans Chief, Deputy Logistics Chief, Deputy Recovery Chief, Deputy Risk Management Chief, Deputy Admin Chief, Operations Branch Managers.

D. RECORD RETENTION

Each department of state government is responsible for establishing its own records retention program in accordance with the laws governing that department. Emergency management records and files are reviewed annually and records identified for retention are sent to the State Records Center.

E. LEGAL IMMUNITIES AND LIABILITIES

As a result of HB843, §166A-19.60 recodifies §166A-14, §166A-19.61 recodifies §166A-6.15, and §166A-19.62 recodifies §166A-6.15.1. Several provisions in 166A provide for the protection of individuals involved in training for and conducting emergency operations. Questions pertaining to these matters should be referred to the North Carolina Department of Justice.