North Carolina Coastal Region Evacuation and Sheltering Standard Operating Guide

2019 Edition- Base Document
Version 3.1

NORTH CAROLINA

We are pleased to present the updated Base Document of the North Carolina's Coastal Region Evacuation and Sheltering Standard Operating Guide (CRES-SOG), Version 3.0. 2019 Edition.

North Carolina Emergency Management (NCEM) would like to thank the citizens of North Carolina, the Local Government Agencies, and all of our State and Federal Partners for their assistance in helping us improve our preparedness and response to coastal threats. NCEM remains vigilant in the fight to protect our State from the loss of life and/or property and improvements to the CRES-SOG is one step toward that mission.

Please be advised that this guide is a living document and it is periodically reviewed and updated to reflect changes in policy or procedures. Please refer to the Guide Maintenance section for more detail as they relate to major changes.

Sincerely,

North Carolina Emergency Management

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PLANNING ASSUMPTIONS AND CONSIDERATIONS

The principal assumptions underlying the concept of operations for the CRES-SOG:

1. The CRES is not intended as a stand-alone sheltering and evacuation guide; it is intended to support in-county response and operations as required to prevent the loss of life and/or property.
2. Elements of the CRES-SOG may be used for all hazards.
3. The primarily focus of the guide is on response to a coastal threat that necessitates regional coordination, with State support, for evacuation and sheltering operations.
4. Incidents are managed at the lowest possible organizational and jurisdictional level. County and municipal governments have developed plans to respond to emergencies and disasters using local resources to the maximum extent possible.
5. The degree of State involvement depends largely on the local jurisdictions' needs and/or requests for external support or their ability to manage the incident.
6. This guide is activated by a direct request from a risk county to their respective RCC for "CRES Activation," and must be approved by the SERT Leader (Director) or Operation's Section Chief (Deputy Director).
7. Upon a gubernatorial declaration of a State of Emergency, the SERT Leader (Director) or the Operations Sections Chief (Deputy Director) has the sole authority to activate the CRES, if activation has not yet occurred at the request of a County per Assumption #4 above and approved. This activation will be delegated to the RCCs and Human Services for the coordination of risk-host county shelter and evacuation activities and resource support.
8. Significant storm threats will require North Carolina Emergency Management to coordinate state resources required to assist local jurisdictions.
9. If the number of evacuees or resources requested by the impacted Counties at any time exceed the capabilities of the RCCs (as determined by the Incident Commander/s at the impacted RCCs, SEOC Human Services Branch Director, or by the SERT Leader or Operation's Section Chief), coordination of the risk-host county shelter and evacuation activities and resource support will be transferred to the State Human Services Branch and activation of the <u>State's Coordinated Regional Shelter Plan will occur.</u>
10. The evacuation of large numbers of people from vulnerable areas will stress the capabilities of road networks, potentially increasing the time necessary to evacuate the threatened risk area.
11. The State will coordinate significant information-sharing across multiple jurisdictions and between the public and private sectors to assist in key decision-making efforts regarding evacuation, shelter operations, State Medical Support Sheltering (SMSS) and dissemination of public information.
12. All references to low-intensity, high-intensity, and categorized storms are used for planning and operational guidance. It is recognized any storm system may threaten the loss of life and or property to the extent of exceeding local capabilities and in such the implementation timelines in this guide are not limited to such a category. Responsible parties should base decision-timing on the threat and need of their populations.
13. Decision and Implementation timelines reference hours and days <u>pre-storm force winds</u> not the time before the storm makes official landfall, unless otherwise noted.
14. Local transportation assets for the persons with access and functional needs are not sufficient. The State may be requested to supplement local jurisdictions with accessible transportation resources for evacuees with access and functional needs.

15. Threats from significant storm systems will result in numerous displaced people, disruption of normal life support systems, significant congestion of transportation networks, and stress on local and state transportation resources.

16. Sheltering operations will be limited in the risk counties for this guide. The state will provide coordination and assistance in activating inland county shelter operations to serve as host shelter communities to those jurisdictions threatened by significant storm systems.

17. Significant incidents will require prolonged incident management operations and support activities, including the use of the Incident Command System at all levels.

18. Departments and agencies at all levels of government and certain non-government organizations, such as the American Red Cross, will likely be required to deploy resources on short notice to provide timely and effective mutual aid and/or intergovernmental assistance.

INTRODUCTION

Purpose

The purpose of the Coastal Region Evacuation and Sheltering Standard Operating Guide (CRES-SOG) is to support in-county response and operations as required to prevent the loss of life and/or property. The CRES-SOG provides a structural framework to establish specific State responsibilities and tasks for operational support of a coordinated and effective evacuation from the 20 North Carolina coastal counties. These coastal counties border the Sounds and the Atlantic Ocean and have a long history of executing evacuations for storm systems of varying strengths. This document outlines five critical components related to storm response: evacuation, sheltering, transportation, the sheltering and evacuation of populations with access and functional needs and public information. For the purposes of this document, populations with access and functional needs are defined as populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: communication, maintaining health, independence, safety, support and self-determination, and transportation Some people with acute medical needs will have additional needs as well.

The counties in North Carolina are defined as a 'risk' or 'host' county. The term 'risk' refers to a county subject to catastrophic coastal storm surge flooding, where evacuations may be necessary. The term 'host' refers to a county having approved facilities for sheltering that are not at immediate risk from storm surge flooding and are therefore considered relatively safe for evacuees from threatened jurisdictions. This guide pre-identifies tiered risk-host shelter relationships for planning purposes only in the Planning Profile Spreadsheet; counties may be assigned to a host county not pre-identified based on the storm's threat, the availability of host shelter support, and the needs of the risk county. The 20 risk counties are separated into three regions: Northern Coastal Plain, Central Coastal Plain, and Southern Coastal Plain. For ease, a list of counties in their respective regions can be found in Table 1-1. Designated colors for the Northern, Central, and Southern regions in Table 1-1 reflect the color-coding used in the CRES Field Operating Guide (CRES-FOG) for ease of reference.

Table 1-1: Coastal Region Risk Counties.

Coastal Region Risk Counties		
Northern	**Central**	**Southern**
Bertie	Beaufort	Brunswick
Camden	Carteret	New Hanover
Chowan	Craven	Onslow
Currituck	Jones	Pender
Dare	Pamlico	
Hyde		
Martin		
Pasquotank		
Perquimans		
Tyrrell		
Washington		

Overall, these statewide guidelines establish consistent operational methodologies for the state of North Carolina in planning for and supporting multi-jurisdictional evacuations under the activation of the CRES. Additionally, these guidelines set expectations for the state's coordinated storm response.

Upon a gubernatorial declaration of a State of Emergency, the SERT Leader (Director) or the Operations Sections Chief (Deputy Director) have the sole authority to activate the CRES. This activation will be delegated to the RCCs and Human Services for the coordination of risk-host county shelter and evacuation activities and resource support.

Organization
The guide has a base document that includes planning assumptions, an introduction, a concept of operations, guide development, guide maintenance, a sheltering function, a transportation function, an evacuation function, and a state medical support sheltering function. The operational component was developed to provide clearly documented direction to agencies staffing the North Carolina State Emergency Operations Center (SEOC) and NCEM Regional Coordination Centers (RCCs) in support of coastal evacuations. In addition to the base document, the CRES is organized into three regional subsections: The Northern Coastal Plain, Central Coastal Plain, and Southern Coastal Plain. Within each regional subsection, critical components are addressed including but not limited to any guide or protocol specific to said region that is not shared between all regions as well as pertinent supplemental data tables and figures from the most recent Hurricane Evacuation Study. The appendices nor the data tables and figures from the most recent Hurricane Evacuation Study serve as an exhaustive list. Additional relevant plans to CRES operations are referenced in this guide. Counties should work with their local officials, local communities, neighboring counties, and the State to identify the most efficient and safe execution of evacuation, transportation, and sheltering operations.

Evacuation
This guide identifies the processes and assets that must be coordinated at the State level to support mass evacuations from coastal counties. Issues addressed include the need for additional transportation management assets. Region specific information such as state-to-state coordination with Virginia and South Carolina is included in the respective coastal region subsection.

Transportation
This guide defines how the State will assist the counties by accessing, activating and deploying additional transportation resources needed at the county level during evacuation and re-entry as available and deemed appropriate.

Sheltering
This guide defines risk-to-host county relationships for sheltering the general population. Additionally, it sets the State's criteria for tiered shelter activation along the I-95 corridor and further east toward the coast. Issues such as host county to risk county coordination of public information are addressed. A list of shelter resources with their capacity and limitations for each host and risk county can be found using the State's WebEOC Shelter Board. It is the responsibility of the County to keep this information updated.

People with access and functional needs
This guide outlines the processes for securing appropriate transportation, care and sheltering for populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: communication, maintaining health, independence, safety, support

and self-determination, and transportation. The number of people in this section varies from county to county as do the resources needed for their care. This guide recognizes persons with access and functional needs will be sheltered in general population shelters and may require different levels of support. The State will work with the Disability Integration Specialist and the local jurisdictions impacted to identify appropriate plans and processes as needed for all impacted persons within North Carolina. There is clarification of the local responsibility to identify, register and inform this population.

State Medical Support Shelters
This guide also focuses y on those populations where a SMSS may be needed for acute medical care. Resources to transport and care for this population are limited and must be activated and coordinated between local jurisdictions and at the state level. For the purposes of the SMSS Sheltering Function, please reference the Department of Health and Human Services (DHHS) plans and polices for SMSS sheltering and population criteria to help determine appropriate sheltering for populations. Should there be any questions regarding appropriate sheltering, please contact the ESF8 desk.

Public Information
This guide establishes how the State will support counties by creating and disseminating essential public information during evacuations and re-entry. The State will also be the lead in coordinating evacuation information with the Commonwealth of Virginia and the South Carolina when needed. The process of utilizing technology and conference calls for pre-storm coordination is defined and includes the State Emergency Operations Center, Eastern Branch Office, Central Branch Office, Western Branch Office, risk and host counties and a variety of emergency management partners. These partners include, but are not limited to, the North Carolina State Highway Patrol (NCSHP), American Red Cross (ARC), National Weather Service (NWS), and the Department of Transportation (DOT). The State EOC (SEOC) will take the lead in coordinating with local Public Information Officers (PIOs) and Joint Information Centers (JICs). The role of State public information resources to support evacuating and sheltering communities will be discussed.

GUIDE DEVELOPMENT

In May 2007, NCEM began a process designed to gauge the necessity of State coordination and assignment of resources during threats to the North Carolina coast from tropical systems. The intent of this process was to determine the preparedness level of local jurisdictions, the success of county-to-county coordination efforts and the expectation of state involvement and assistance.

A review of risk county evacuation and sheltering plans was undertaken and cross-walked using a common template. Afterwards, face-to-face interviews were conducted with emergency management professionals in the 20 risk counties throughout the Northern, Central and Southern Coastal Plains. Interjurisdictional information collected from plans, common practices, and undocumented processes was compiled and compared to determine gaps, differences in coordination efforts and multiple expectations from common resources. This information was compiled, analyzed and used to develop this guide in anticipation of creating a common framework of state and local jurisdictions. The guide addresses managing mass evacuations, assignment of resources, sheltering of populations with access and functional needs, sheltering of the general populace, and sheltering those with acute medical needs that may require State Medical Support and coordinated dissemination of public information.

The Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineer's 2016 Hurricane Evacuation Study (2016 HES) results function as the planning foundation for the current hurricane evacuation decision timing. This universal tool has provided clear and consistent decision

making guidance for EOC activations, evacuation orders and the North Carolina's overall shelter philosophy. This has been critical in establishing consistency in operations and building an operational understanding for decision makers at all levels.

Guide development was conducted over two phases and consisted of regional workshops with local and state partners, interviews with emergency management coordinators from the risk counties, and input from NCEM throughout the months of June and July 2007. Comments from meetings, workshops and individual reviews were evaluated and incorporated as necessary.

This guide was reviewed and updated beginning in June 2009 through October 2010. During this time, the guide was applied and tested in numerous exercises, including the 2010 State Hurricane Exercise and during Hurricane Earl in September 2010. After a lengthy and in-depth look at the guide's philosophy, numerous after-action comments and suggestions for improvement were considered and incorporated. Improvements include stronger coordination between risk and host counties for sheltering during evacuation and more defined roles for agencies identified throughout the CRES-SOG. To facilitate operational use, a quick pocket Field Operating Guide (FOG) was created in 2011 as a supplement to the CRES-SOG, known as the CRES-FOG. The CRES-FOG was updated in 2014.

Since 2010, elements of the CRES were successfully used for many storms: 2011 Irene, 2012 Sandy, 2014 Arthur and 2016 Matthew. However, on September 14, 2018 Hurricane Florence, North Carolina's current storm or record, indicated improvements across the State and with the CRES-SOG were required. An extensive after-action report to include direct county interviews and data analyses were conducted during 2018-2019 and released in 2019.

This version of the CRES-SOG, reviewed and updated from 2017-2019, reflects any critical changes to terminology and operational use as informed by responsible parties and the 2019 CRES after-action report. This 2019 published CRES document will be referred to as the CRES, CRES-SOG, or Version 3 hereinafter.

While the CRES-SOG focuses on storm impact, the framework in this guide may be useful for all hazard events requiring evacuation and sheltering, and may serve as a starting point for area specific or regional guide development.

GUIDE MAINTENANCE

NCEM is the executive agent for the management and maintenance of this Guide. The Guide is a living document and will be updated periodically as required to incorporate new directives and changes based on lessons learned from exercises and actual events. This section establishes procedures for interim changes and full updates of the Guide.

Types of Changes

Changes include additions of new supplementary material and deletions, wording, usability, and relevance. No proposed change should contradict or override authorities or other plans contained in the statute, order, or regulation.

Coordination and Approval

Any department or agency with assigned responsibilities contained in the Guide may propose a change. NCEM is responsible for coordinating all proposed modifications with other stakeholders as required.

Notice of Change
After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, NCEM will issue an official "Notice of Change." Exceptions to an official "Notice of Change" are those changes where the concept of operations and major roles and/or responsibilities are unchanged but may include small policy and/or procedural updates and verbiage changes. The notice will specify the date, number, subject, purpose, background, and action required, and provide an overview of the change language on one or more numbered and dated inserted pages that will replace the modified pages in the Guide. Once published, the modifications will be considered part of the Guide for operational purposes pending a formal revision and reissuing the entire document. The most updated and approved version will be available through the WebEOC file library. Interim changes can be further modified or updated using the above process.

Distribution
NCEM will distribute "Notices of Change" to all participating agencies. "Notices of Change" to other organizations will be provided upon request.

Reissuing the Guide
Working toward continuous improvement, NCEM is responsible for an annual review to be completed no later than April 1st. An update and complete revision of the Guide is to be completed every **three years**, or more frequently if deemed necessary. The review and update will consider lessons learned and best practices identified during exercises and responses to actual events, and incorporate new information technologies. NCEM will distribute revised Guide documents for the purpose of interagency review and concurrence.

National Incident Management System
The NIMS provides a core set of doctrines, concepts, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels. This guide will comply with NIMS best practices and policies.

CONCEPT OF OPERATIONS

Upon a gubernatorial declaration of a State of Emergency, the SERT Leader (Director) or the Operations Sections Chief (Deputy Director) have the sole authority to activate the CRES. This activation will be delegated to the RCCs and Human Services for the coordination of risk-host county shelter and evacuation activities and resource support.

General
This guide recognizes that incidents are managed at the local jurisdiction, when possible. Local police, fire, medical, and emergency management personnel are responsible for incident management of an event that impacts their community. Local jurisdictions will utilize all available resources, including voluntary and private assets, before requesting assistance from the state. If the incident exceeds the local capability to respond, a request to the state for assistance may be submitted through WebEOC for the appropriate resource/s.

While preparedness is an ongoing state of readiness that is monitored year round, the official Phase 1 (Preparedness) of the NC CRES-SOG begins on May 1st of every year with the State officially monitoring the Atlantic and Caribbean tropical regions for storm activity. When a significant storm system has formed and could possibly pose a threat to North Carolina's coastal region as a hurricane, the State Emergency Operations Center will activate the Coastal Region Evacuation and Sheltering Standard Operating Guide in support of local jurisdictions if approved by the Director. The guide will be activated in the following six operational phases:

Continue to next page for the Table of the six operational phases

COASTAL REGION EVACUATION & SHELTERING GUIDE Operational Phases					
PHASE 1 **Preparedness** May 1st-30th /120+hrs	**PHASE 2** **Standby** 120-96hrs	**PHASE 3** **Decision** 96-72hrs	**PHASE 4** **Implementation** 72-12hrs	**PHASE 5** **Storm Effects** 12-0hrs	**PHASE 6** **Reentry** 0+hrs
Activity Overview	Activity Overview	Activity Overview	Activity Overview	Activity Overview	Activity Overview
Update State and Local Regional Procedures Annual Update of Relevant Plans Review Public Information Program Train and Exercise Monitor National Weather Service/ National Hurricane Center for Tropical Storm Formation	Storm forms or is located W of 45 Longitude and N of 15 Latitude Activated State EOC & Regional Coordination Centers Alert OEMS/SMAT Monitor Progress of Storm via HURREVAC/HVX, etc. Alert/Status shelters of host counties Alert/Status of the SCRS Conduct Regional Conference Calls Evaluate EMAC Requirements Assess Vulnerability and Decision Times	May Pre-Position Resources Regional Evacuation Decision Making Recon Evacuation Routes Prepare Evacuation Timeline Disseminate Pre-Event Public Information Coordinate Shelter Openings	Enhanced Coordination Evacuation Monitoring Respond as Required to Observed Delays Assess Need to Terminate Monitor Shelter Populations and Transportation Assist Shelter Logs	Monitor Storm Effects on State Develop Situational Damage Assessments Prepare for Post-Storm Activities Perform Response Activities when Safe for Deployment Monitor Status of Shelters and Population Other	Develop Regional Reentry Incident Action Plan Stage resources Distribute Post-Event Public Information Account for all evacuees Evaluate/recon evacuation re-entry routes Demobilize resources Coordinate Shelter Closings

Phase 1: Preparedness
May 1st of every year initiates the Preparedness phase of the CRES SOG's six operational phases. The State reviews and updates any critical regional policies and participates in scheduled exercises and training opportunities to ensure an effective program. State, regional and county communication methods are verified and points of contact (POC) are updated. Training in the use of evacuation and timing decision tools, such as HURREVAC/HVX, are implemented to strengthen overall coordination and activation flow. Daily monitoring of the National Weather Service and National Hurricane Center forecasts will also take place. Counties conduct an annual update on location and types of all populations to include those with access and functional needs.

Phase 2: Standby
The Standby Phase is initiated if a tropical system has formed and the 120-hour Error Cone in HURREVAC/HVX touches any portion of the State, or a storm has formed in the area located West of Longitude 45 and North of Latitude 15. In either case, the system could pose a possible threat to the North Carolina coast. At this time, the SEOC and RCCs will activate according to the protocol defined in the State Emergency Operations Plan (EOP). This phase consists of scheduled conference calls facilitated by the branch managers between the SEOC, county emergency operations centers and appropriate state and federal agencies in order to determine the threat to North Carolina and the potential for escalation. Conference calls and utilization of WebEOC begins in this phase. State Medical Assistance Teams (SMATs) and host shelter counties will be alerted. State Coordinated Shelters will be alerted and placed on standby in accordance with the North Carolina State Coordinated Regional Shelter Plan (SCRS). Emergency Management Assistance Compact (EMAC) requirements will be evaluated by senior staff. NCEM utilizes the Hazard Analyst Tool to determine the most "at-risk" counties, develop profiles on populations, and assess resource requirements.

Phase 3: Decision
The Decision Phase indicates a storm system poses a significant threat to the North Carolina coast. During this phase, state resources may be pre-positioned to assist local jurisdictions in the evacuation and sheltering of residents and visitors. Public information is coordinated with local communities to ensure an effective and consistent message is relayed to the general public. Final reconnaissance of all evacuation routes are executed, in addition to adjusting evacuation timelines and coordinating anticipated shelter openings.

Phase 4: Implementation
During the Implementation Phase, jurisdictional evacuation orders are executed and State resources are deployed to mitigate challenges in evacuation, transportation, sheltering, functional and/or access need populations' management and dissemination of public information. Significant Event Boards within WebEOC are the primary communication tool utilized to share evacuation information from the risk counties to the State and host counties. Activated RCCs transmit evacuation updates through WebEOC to the SEOC. RCCs conduct conference calls as needed.

Phase 5: Storm Effects
During the Storm Effects Phase, the SEOC monitors the storm's effects on the impact areas and compiles and assesses situational damage reports received from any affected counties. NCEM develops an Incident Action Plan (IAP) to support local re-entry processes. The SEOC and the RCCs ensure the correct resource

types, in required amounts, are mission-ready, when safe for deployment. Once conditions are deemed safe, response activities will begin.

Phase 6: Reentry

The Reentry Phase indicates the threat from a tropical system has passed and the process for reentry into the evacuated jurisdictions must be managed. Reentry plans are activated and recovery incident action planning continues for recovery operations. Post-event distribution of critical reentry information will be coordinated by the State PIO through media outlets, sheltering networks and the local Joint Information Centers (JICs). Reentry routes are assessed to ensure suitability and accountability of all evacuees. Non-essential resources are demobilized. The statewide mutual aid agreements are activated to support recovery activities including repositioning of critical resources.

COASTAL PLAIN REGIONS

The Coastal Plain region consists of approximately 45% of North Carolinas total land area and is bounded by the Atlantic Coast to the East and the Fall Line to the West[1]. The large support of wildlife and vegetation provided by the beaches, rivers and sounds make it a leading tourist attraction and a desirable place to live. Most of the coastal shoreline lies on barrier islands that are separated from the mainland by large sounds, and along estuaries and peninsulas on the mainland. The barrier islands form curved chains that connect a series of capes off the mainland. These island chains change orientation by as much as 90 degrees at some capes. Elevations on these islands vary from only a few feet above sea level to isolated hills over 100 feet in height.

Although at many locations barrier islands are subject to occasional over-wash, some areas afford significant protection to the mainland from storm surge and waves in the Atlantic Ocean. One particular narrow strand of barrier islands, known as the Outer Banks, stretches for approximately 130 miles. These islands are generally less than 1-mile wide and lie more than 20 miles east of the mainland.

Much of the coastal region is characterized by low, swampy terrain. By far, the most extensive example of this is the topography bordering Albemarle and the Pamlico Sounds. Due to the large wetlands area, access roads to the Outer Banks are limited and make evacuation difficult. To the North and South of the Pamlico Sound, there are extensive areas of wetlands and swamps that due to environmental considerations prohibit road construction.

For evacuation planning purposes, North Carolina's coastal area is divided into three response regions (see Figures 1-1 and 1-2). Supplemental material related to each response region such as storm surge inundation maps can be found in the most recent Hurricane Evacuation Study (2016 HES). Counties are encouraged to reference the 2016 HES and any other validated data regarding storm-surge inundation, evacuation and clearance times, population estimates, etc. Risk counties are bolded:

- *Northern Coastal Plain (NCP)*
    - **Currituck**, **Camden**, **Pasquotank**, **Perquimans**, **Chowan**, **Bertie**, **Washington**, **Martin**, **Tyrrell**, **Hyde**, **Dare**, Edgecombe, Nash, Halifax, Northampton, Hertford, and Gates County

- *Central Coastal Plain (CCP)*
    - **Beaufort**, **Craven**, **Jones**, **Pamlico**, **Carteret**, Pitt, Lenoir, Greene, Wayne, Wilson, and Johnston County

- *Southern Coastal Plain (SCP)*
    - **Onslow**, **Pender**, **New Hanover**, **Brunswick**, Columbus, Bladen, Sampson, Duplin, Cumberland, Robeson, Scotland, Hoke, and Harnett County

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[1] http://www.ncpedia.org/geography/region/coastal-plain/ncatlasrevisited

The response regions are grouped around the following transportation corridors (not all-inclusive):

- Key Roadways in Northern Coastal Plain – US 158W and US-64W/I-495
- Key Roadways in Central Coastal Plain – US 264W and US 70W
- Key Roadways in Southern Coastal Plain – US 74/76W, I-40W and US 421W
  - US Highway 17 and 13 provide some important connectivity between these east/west evacuation highways.

EVACUATION FUNCTION – INTRODUCTION

This guide identifies the processes and resources that must be coordinated at the State level to support mass evacuations from coastal counties. Issues such as the State-to-State coordination are addressed.

Purpose

The primary objective of this guide is to establish relationships and procedures for North Carolina Emergency Management (NCEM) in providing and coordinating evacuation management assistance needed at the regional and local level. As stated in the North Carolina Emergency Operations Plan, city and county governments are expected to develop plans to respond to emergencies and disasters using local resources to the extent of their capabilities. Each county plans its own evacuation, coordinating its activities with neighboring risk and host counties, and the NCEM Eastern Branch Regional Coordination Center (RCCE) (activated Branch Office). As specified in GS166A, the NC Emergency Management Act, municipalities must coordinate emergency management activity through their respective county EM agency. To support mass evacuations from coastal counties given an imminent threat to loss of life or property, the State of North Carolina separated the risk counties within the coastal plain region into three distinct regions: The Northern, Central, and Southern Coastal Plain. The Northern Coastal Plain region is comprised of 11 coastal counties: Currituck, Camden, Pasquotank, Perquimans, Chowan, Bertie, Washington, Martin, Tyrrell, Dare and Hyde. The Central Coastal Plain region is comprised of five coastal counties: Beaufort, Craven, Jones, Pamlico, and Carteret. The Southern Coastal Plain region is comprised of four coastal counties: Onslow, Pender, New Hanover, and Brunswick. Please refer to each region's respective Evacuation Function for attachments and plans specific to the region/s of interest.

Scope

To determine the need for the CRES-SOG, NCEM conducted a review designed to determine the advisability of state coordination and assignment of resources during threats to the North Carolina coast from tropical systems. The intent of the review was to determine the availability of evacuation support and assistance to the local jurisdictions, the documentation of that assistance, and the expectation/s of state emergency management involvement.

An intensive examination of county evacuation and sheltering plans was conducted using a common cross-walk template. Subsequently, face-to-face interviews were conducted with emergency management professionals in the 20 identified risk counties throughout the Northern, Central and Southern Coastal Plains. Information collected from plans, normal practices, and undocumented processes were compiled to determine gaps, differences in coordination efforts and multiple expectations from common resources.

This information was analyzed in anticipation of creating a common framework of state and local jurisdictions for managing evacuation resources.

Successful evacuation relies on two critical components: accurate identification and communication of evacuation areas, and timely decision making. Historically, the order for a coastal evacuation is made at the local level, usually by the Chairman of the Board of County Commissioners; however, as stipulated by GS166A, the Governor has the authority to order a coastal evacuation at any point. The 2016 North Carolina Hurricane Evacuation Study (2016 HES), provides the delineation of potential storm surge inundation areas, hurricane evacuation zones, and clearance times for evacuation of the general population for each risk county. HURREVAC/HVX, a computer program developed by the Federal Emergency Management Agency, is available to state and local officials to aid in hurricane evacuation decision making. HURREVAC/HVX determines the theoretical latest time at which an impending evacuation order or advisory should be given by integrating information extracted from the National Hurricane Center's Tropical Cyclone Forecast with clearance times developed in the evacuation study. Since several other factors must be weighed for prudent evacuation decision making, HURREVAC/HVX was not designed to be a stand-alone decision-making mechanism, but is a decision tool to be taken in context with other considerations.

Situation

For a low-intensity storm, evacuation will be mostly limited to people living in potential storm surge and flood inundation areas as well as residents of mobile homes. In-county shelters should be sufficient to protect those numbers of evacuees. The exceptions are Dare, Camden-Pasquotank, Carteret, Currituck, Hyde and Tyrrell Counties, which do not have American Red Cross (ARC) or Division of Social Services (DSS) approved pre-landfall hurricane shelters and should plan to leverage their county sheltering and evacuation plans to accommodate the need.

While the State will continue to help coordinate and help support in-county response efforts, for counties where there are no ARC or DSS approved pre-landfall hurricane shelters, there will be no official State sanction or support offered to churches or private facilities choosing to open and provide shelter. Counties may self-support these facilities based on their County plans and policies, with the understanding that official State support may be limited.

This guide recognizes that the lack of in-county ARC or DSS approved pre-landfall hurricane shelters will likely increase the support required by the State for coordination of sheltering and evacuation needs, but it in no way absolves these counties from maintaining and executing adequate evacuation, transportation and sheltering plans. The CRES is not intended as a stand-alone sheltering and evacuation guide; it is intended to support in-county response and operations as required to prevent the loss of life and/or property.

For a high-intensity storm (typically a category 3 or higher), all of the risk counties in North Carolina should issue a full mandatory evacuation of risk areas, and they should not open American Red Cross or DSS shelters in-county pre-storm for evacuees. Instead, the evacuee population will be asked to evacuate to inland host counties or to State Coordinated Shelter facilities, who will provide sheltering opportunities. For an evacuation of this nature, an extraordinary number of vehicles will have to move from the risk

counties in a relatively short period of time. The North Carolina State Highway Patrol is the coordinating agency for all traffic related hurricane issues, including manning traffic control points and maintaining traffic flow from the risk counties. This mission is accomplished in cooperation with the North Carolina Department of Transportation (NCDOT), which provides the supporting equipment for the traffic flow plan, primarily via the Division of Highways and the Ferry Division. Each of these agencies is tasked with providing additional resources and assistance to local emergency management and law enforcement agencies. In the case of a total evacuation, resources will be drawn from the coastal counties (host and risk), as well as the inland Piedmont and Western counties that are normally not as seriously affected by tropical storm systems.

EVACUATION FUNCTION – EVACUATION PROCESSES AND DECISION MAKING

Lead Agency: (Specific for regional response *)

- NC Emergency Management* (Director)
- NC Office of Emergency Medical Services (Chief)
- NC State Highway Patrol* (Troop Commander)
- NC Department of Transportation
- County Emergency Management Services Departments (Emergency Services Directors)
- County Sheriff Departments (Sheriffs)
- Boards of County Commissioners (Chairmen)
- County Transportation Coordinators

Supporting Agencies: (Specific for regional response *)

- NC Division of Social Services* (Liaison)
- NC Division of Public Health (Liaison)
- NC Division of Aging and Adult Services* (Liaison)
- NC Division of Mental Health*, Developmental Disabilities and Substance Abuse (Liaison)
- County Finance Departments (County Resource Directors)
- Municipal Emergency Management (EM Coordinators)
- Municipal Police Departments (Police Chiefs)
- Boards of County Commissioners (Commissioners)
- NCDOT (NCDOT District Engineer)
- NCSHP (NCSHP First Sergeant)

Note: Items marked with * above are included only when a regional response is required to evacuate populations with access and functional needs or populations exceeding capacity of the counties prior to predicted effects from a formidable storm. During these events NCEM will be integral to the command and control function.

INTRODUCTION

Historically, the order for a coastal evacuation is made at the local level, usually by the Chairman of the Board of County Commissioners; however, <u>as stipulated by GS166A, the Governor has the authority to order a coastal evacuation at any point.</u> With a county-by-county approach, it is incumbent upon the local jurisdictions to maintain close coordination with their immediate neighbors to coordinate processes of overall operations and the release of accurate public information. A unified county-by-county approach proved successful for past hurricane events in North Carolina.

Analyses of the response to devastating storms such as Hurricane Katrina of 2005, Hurricane Matthew of 2016, and Hurricane Florence and Michael of 2018 highlight the importance of hurricane preparedness planning for impending storms. The coastal counties generally recognize that for any storm threatening the capabilities of the local jurisdictions, State assistance is available. For such storms, NCEM's role of operational support is expanded to include regional evacuation decision making and coordination efforts.

In hurricane evacuation decision making, emergency planners must always consider the worst case scenario based on the known information and act accordingly. The National Hurricane Center recommends decision makers compensate for average forecast errors and respond to an approaching storm showing tendencies toward intensification as one category above the level forecasted for landfall (e.g. Operate at a Category 4 level for a forecasted Category 3 landfall).

Evacuation decision making must be timely and decisive. Any hesitation beyond the designated decision times could place the success of the evacuation process in jeopardy and result in casualties and loss of property.

The CRES-SOG outlines the decision making process from both the viewpoint of NCEM and the local emergency management offices. Each may come into play to a lesser or greater degree, depending upon the nature of the storm and the ability of the counties and municipalities to respond to the emergency situation.

PLANNING ASSUMPTIONS AND CONSIDERATIONS

The decision making and evacuation operations for a storm affecting a coastal county are coordinated with the RCCE, NCSHP, NCDOT as well as local county government/s. Any storm threatening local resource capabilities and affecting multiple jurisdictions assumes NCEM's operational support including regional evacuation decision making and coordination efforts. For either state or locally directed evacuation, the first action is to identify transportation for the access and functional needs populations.

CONCEPT OF OPERATIONS

General

The State Emergency Operations Center (SEOC) and Regional Coordination Centers (RCCs) are activated and staffed as deemed appropriate by NCEM approximately 72 to 96 hours prior to the anticipated landfall of the storm. The CRES-SOG may support any category of storm if approved by the SERT Leader (Director).

For storms posing a threat to the loss of life and/or property or categorized as a low-intensity storm (typically a Category 1, 2 and 3 hurricane), individual county-by-county evacuations may or may not be suggested based on the trajectory and predicted impact of the storm. If the storm has been categorized as a high-intensity (typically a strong Category 3 hurricane, with indications of strengthening, or is categorized as a Category 4 or 5 hurricane), the CRES-SOG regional evacuation of all risk counties will be activated immediately. In all cases, the RCCE will be activated in advance of the issuance of a local government evacuation order.

Low Intensity Storms
The State and potentially affected County EOCs will determine the counties most likely to be impacted by the storm. The SEOC will request a gubernatorial declaration of a "State of Emergency," as appropriate. Individual counties will order evacuations.

Access and functional needs populations will generally be cared for within the county. It may be necessary for access and functional needs populations to undergo an early evacuation, depending upon sheltering options and transportation resource availability. The general population is normally housed in public schools within the county, if allowable. Transportation to those shelters are typically private-owned vehicles or county-school-district-owned buses. The use of military vehicles may also be used as resources if NCEM deems appropriate to aid in evacuations. **Low Intensity Storms generally include tropical storms and Category 1, 2, and 3 hurricanes.**

IMPLEMENTATION TIMELINE – LOW INTENSITY STORMS	
72 Hours	State implements partial activation of the EOC-based on the approaching storm. State activates depending on storm progress. County EOCs activate instep with the State.
	NCSHP and NCDOT engaged in evacuation.
48 Hours	NCEM activates the sheltering program.
	County Board Chairman decides whether to call an evacuation of people with access and functional needs. If so, he issues that order immediately.
	County Board Chairman decides whether or not to call a phased evacuation of people with acute medical needs requiring SMSS. If so, he issues that order immediately.
40 Hours	Division of Social Services and ARC open general population shelters(s).
	People with acute medical needs requiring SMSS begin sheltering.
36 Hours	County Board Chairman gives evacuation notice for general population in the county.

High Intensity Storms
The State and County EOCs will determine the counties most likely to be impacted by the storm. RCCs will notify all counties potentially involved in the response, both risk and host. The SEOC will request a gubernatorial declaration of a "State of Emergency," as appropriate. If required, the State and affected

County EOCs will initiate the regional evacuation plan, including pre-deployment of personnel and resources, as deemed appropriate

If possible, the evacuation order for access and functional needs populations should be given within 96-72 hours in advance of the storms landfall. The evacuation order for the general population is estimated to be within 36 to 72 hours pre-storm landfall. Evacuation orders will depend on clearance times required for individual counties, and time pre-storm impact.

Due to the complexity of arranging setup and transportation of the appropriate populations with acute medical needs to designated SMSS, a tiered evacuation order is initiated. If possible, the evacuation order for populations with acute medical needs should be given up to four days in advance of the storms landfall.

Upon notification of the initial evacuation order for populations requiring acute medical needs, NCEM will notify North Carolina Office of Emergency Medical Services and host counties to request SMSS shelter openings, if not already requested. An estimation of 24 hours is required to prepare the shelter for occupancy. The shelter will begin receiving evacuees approximately one day post-opening or about 48 hours before storm impact. It is recognized SMSS shelters may be opened and available to receive evacuees pre-48 hours before landfall. NCEM will work closely with NCOEMS and other vital partners to ensure appropriate coordination and response.

Local transportation coordinators, county emergency management coordinators, and many other social service organizations will work to coordinate local assets and prepare staging areas for the embarking of people with acute medical needs requiring SMSS sheltering and the general population evacuees requiring host sheltering. Local officials will coordinate closely with their state-level leadership throughout the evacuation process due to the regional scope of the order. The required number of contracted ambulances provided by NCEM will begin to arrive approximately 48 hours pre-storm landfall. Evacuations will continue until impacts from the approaching storm prohibit further operations. **High Intensity Storms generally include Category 3 (as needed), 4 and 5 hurricanes.**

See Next Page for Implementation Timeline

IMPLEMENTATION TIMELINE – HIGH INTENSITY STORMS	
120 Hours	State considers/implements partial activation of the EOC based on the approaching hurricane.
96 Hours	NCEM advises ESF 6 and ESF 8 partners on need to activate the regional sheltering program.
	NCEM begins the process of identifying additional resources for access and functional needs populations.
	NCEM/OEMS begin the process of identifying ambulance resources available through the Statewide Mutual Aid Agreement Program for use prior to landfall. Also tasks the Public Transportation Division for transport of ambulatory evacuees needing additional assistance.
72 Hours	OEMS open SMSSs.
	NCEM, NCSHP and NCDOT engaged in evacuation coordination.
48 Hours	First ambulances for non-ambulatory people with acute medical needs and vehicles transporting ambulatory people with acute medical needs leave County staging areas for SMSS, if functional or access need requires an SMSS. Shelters begin receiving evacuees who have arrived by POV.
	Ambulances and vehicles transporting people with acute medical needs begin to arrive at SMSS.
	County Board Chairman decides whether or not to call a phased evacuation of access and functional needs populations. If so, issue that order now.
	SMSSs continue to receive people with acute medical needs. Shelters continue receiving evacuees who have arrived by POV.
	Voluntary evacuation of general public begins in the county.
	Mandatory evacuation begins in the county.
40 Hours	Division of Social Services and ARC open general population shelters(s).
36 Hours	People with acute medical needs continue to shelter in SMSS.
32 Hours	County Board Chairmen gives evacuation notice for general population in the county.
18 Hours	Depending on county clearance times, mandatory evacuation begins in the county.
12 Hours	The last bus leaves final staging area in risk county on route to host county shelter.

RESPONSIBILITIES

Lead Agency:

(Specific for Cat 4 and 5 shown with *)

NC Emergency Management* (Director)
- Provide oversight and command for the overall evacuation
- Point of contact for NCEM

- Assume command of evacuation should a regional evacuation be necessary

NC Office of Emergency Medical Services (Chief)
- Command and Control of the SMSS
- Provide ambulances in the number and at the time required

NC State Highway Patrol* (Troop Commander)
- State point of contact for NC State Highway Patrol regarding regional evacuation

NC Department of Transportation
- NC Department of Transportation* (Division Engineer) State point of contact for NCDOT regarding use of their resources in the regional evacuation

County Emergency Management Services Department (Emergency Services Directors)
- Primary county coordinator for transportation matters pertaining to overall coordination of the evacuation (either county wide or regional)
- Primary point of contact for coordination of all evacuation related matters in the county

County Sheriff Offices (Sheriffs)
- Primary county point of contact for coordinating timely evacuation movement, traffic control and security during an evacuation

Boards of County Commissioners (Chairmen)
- Declare a "State of Emergency" in writing
- After consultation, issue tiered evacuation orders
- Request assumption of state direction and control should a regional evacuation be required
- Overall authority and responsibility for ensuring county emergency evacuation transportation assets are effectively utilized during the evacuation
- Provide guidance to the County Transportation Coordinator
- Terminate the official evacuation order

County Transportation Coordinators
- Coordinate public transportation during county wide evacuations.
- Provide direction for county public transportation use of county resources and assessment of county needs during a regional evacuation.

Supporting Agencies and Host County Counterparts:

(Specific for Category 4 and 5 shown with *)

NC Division of Social Services* (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Public Health* (Liaison)

- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Aging and Adult Services* (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Mental Health*, Developmental Disabilities and Substance Abuse (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

Boards of County Commissioners (Commissioners)
- Assist Chairman with identifying transportation requirements.
- In accordance with the NC Statewide Mutual Aid and Assistance Agreement, authorize the use of select County property to be used as a host area for sheltering of evacuees from neighboring counties.

County Finance Departments (County Resource Directors)
- Where feasible, assist the County Transportation Coordinator in pre-contracting for vehicles and /or vehicle drivers to support the evacuation prior to the emergency.
- Assist the County Officials in prioritizing emergency transportation resources.

County Administrators (Managers)
- Provide for resources (people, commodities, etc.).

County Incident Commanders
- For risk areas of limited scope, on own volition, order evacuation of risk areas.

NCEM Operations Chief
- Control all, or segments of, regional evacuation functions.

Municipal Emergency Management (EM Coordinators)
- Coordinate outside assistance for transportation requirements in support of City emergency operations with the County Emergency Management Coordinator.

Municipal Police Departments (Police Chiefs)
- Provide for traffic control during evacuations within respective jurisdictions.

NC Department of Transportation (NC DOT Division Engineer)
- Keep the County EOC informed of highway conditions, when activated.
- Keep evacuation routes clear of debris.
- In coordination with the County Sheriff(s) and provide for and set up traffic control measures.

NC State Highway Patrol (NC SHP First Sergeant)
- Provide for traffic control state and interstate routes within the County for a large scale evacuation, as assigned by the Governor
- Coordinate NCSHP Traffic Control Plan for the County with the County Sheriff and municipal Police Chiefs.

REFERENCES
- NCSHP Coastal Region Evacuation Plan, May 2011
- HURREVAC/HVX for Windows
- Federal Emergency Management Agency
- U.S. Army Corps of Engineers
- National Oceanic and Atmospheric Administration, 2007
- North Carolina Hurricane Evacuation Study 2016
- Technical Data Report
- Federal Emergency Management Agency
- U.S. Army Corps of Engineers

TRANSPORTATION FUNCTION – INTRODUCTION

Purpose

The primary objective of the transportation guide is to establish relationships and procedures to aid NCEM in providing and coordinating transportation assets needed at the regional and local level. This section includes information on transportation resources, mass transit coordination, accessible transportation coordination, airlift resource support, and fuel resource allocation and support.

For a low intensity storm such as a tropical storm or a Category 1, 2 or 3 hurricane, evacuation will be mostly limited to people living in potential storm surge inundation, significant inland flooding risk areas and residents of mobile homes. In-county shelters may or may not be sufficient to protect those numbers of evacuees.

For high intensity storms such as a Category 4 or 5 hurricane, it is anticipated all risk counties in North Carolina should issue a full mandatory evacuation (depending on the track of the storm), and those counties that issue an evacuation should not open pre-storm shelters in-county. Populations needing assistance will be asked to evacuate to an inland host counties or designated SMSS shelter, who will provide temporary sheltering.

The coastal counties generally recognize that for any storm threatening the capabilities of the local jurisdictions, State assistance is available in supplementing locally available transportation assets, outside of using the Intrastate Mutual Aid Agreement. Since the state government does not own a significant number of appropriate vehicles, it will be incumbent upon the impacted counties and NCEM to provide the shortfall through contracts, emergency purchasing, the Emergency Management Assistance Compact (EMAC), and federal requests.

Although North Carolina recently experienced its storm of record (Hurricane Florence 2018), classified as Category 1 at landfall, it is important to note that the Coastal Plain area of North Carolina has not experienced a large Category 4 or 5 hurricane in recent history, and therefore the number of people requiring transportation for a county-wide and multi-county evacuation might still far exceed the estimates provided by county officials.

Scope

This transportation guide covers the mass transportation requirement for storm evacuation. It is aimed at providing a framework for accessible mass transportation for those who may not have a personal means of transportation out of the storm risk area. It also provides a framework for coordination of transportation of people with acute medical needs.

Coastal North Carolina is mostly rural and has limited public mass transit bus or rail systems. Air evacuation is impractical for the public segment that requires mass transportation evacuation. Public schools are closed in advance of storm emergencies to allow students, their parents, and school employees time to personally prepare for an evacuation. At this point, school buses and drivers and contracted buses or other modes of mass transportation will be looked to as potentially available transportation resources for mass storm evacuation, either to sites within the county or to host counties.

The use of school buses is appropriate for individuals who lack the resources to do so. Additional needs related to people with acute medical needs should be considered to determine the type and amount of assistance necessary to execute safe and successful evacuations. The use of all available assets is addressed.

County plans for evacuating healthcare facilities vary widely. Generally, for low intensity storms evacuation will be mostly limited to facilities in potential storm surge inundation, significant inland flooding, or high-wind damage areas. In most counties, this can be accomplished with local transportation resources. Generally, for high intensity storms at-risk counties plan complete evacuations, creating an extremely heavy demand for medical support vehicles.

While this SOG cannot provide a total plan for the transportation of the segment of the population who are hospitalized or institutionalized, it does provide guidance in order to address identified transportation needs for this population group. All hospitals and other medical care facilities in North Carolina are required to have an approved emergency plan in which they assume responsibility for patients under their care during an emergency to include transportation.

Situation

Low Intensity Storms
For a low-intensity storm, evacuation will be mostly limited to people living in potential storm surge and flood inundation areas as well as residents of mobile homes. In-county shelters should be sufficient to protect those numbers of evacuees. The exceptions are Dare, Camden-Pasquotank, Carteret, Currituck, Hyde and Tyrrell Counties, which do not have American Red Cross (ARC) or Division of Social Services (DSS) approved pre-landfall hurricane shelters and should plan to leverage their county sheltering and evacuation plans to accommodate the need.

While the State will continue to help coordinate and help support in-county response efforts, for counties where there are no ARC or DSS approved pre-landfall hurricane shelters, there will be no official State sanction or support offered to churches or private facilities choosing to open and provide shelter. Counties may self-support these facilities based on their County plans and policies, with the understanding that official State support may be limited.

This guide recognizes that the lack of in-county ARC or DSS approved pre-landfall hurricane shelters will likely increase the support required by the State for coordination of sheltering and evacuation needs, but it in no way absolves these counties from maintaining and executing adequate evacuation, transportation and sheltering plans. The CRES is not intended as a stand-alone sheltering and evacuation guide; it is intended to support in-county response and operations as required to prevent the loss of life and/or property.
In other cases, where the risk county has a mutual aid agreement in place with another county for hurricane sheltering, that risk county may alone be able to publicly bus evacuees to the sheltering county. If the above is true, the evacuation can proceed in the manner prescribed in the county emergency operations plan. Use of publicly owned school buses within the county can normally accommodate this

level of evacuation without host county aid. In this instance, limited assistance from the State of North Carolina would normally be required. However, 6 of the 11 Northern Coastal Plain counties have limited or no county shelters and may need state-supported resources to go to host county shelters, even for these less damaging storms. Needing State support for less damaging storms due to the inability to shelter safely within a County, in no way precludes the County from assuming responsibility in shelter, evacuation, and transportation functions to support their citizen's needs.

High Intensity Storms

When a high intensity storm is predicted to threaten coastal North Carolina, a much larger response may be required. This threat requires a regional approach and more extensive involvement of the State. Assistance from the federal government may also be needed. This section addresses this eventuality by including information for mass transit coordination and accessible transportation coordination.

NCESF-1 Transportation Unit Overview

The State Emergency Response Team (SERT) Emergency Support Function 1's (ESF-1), Transportation, purpose is to provide movement of resources in support of local government entities, volunteer organizations and other emergency response organizations requiring transportation capacity to perform emergency assistance missions. Comprehensive information regarding lead and supporting agencies, assigned responsibilities, operations, notification, recovery actions, and government control and coordination can be found in Annex A, Appendix 5, Tab A under the SERT Logistics Section within the SEOP. ESF-1 partners include:

- **North Carolina Emergency Management (NCEM), Logistics Section**, which provides function management and coordinates any state contracted transportation vendors.

- **Division of Adult Correction and Juvenile Justice** which provides transportation to support evacuation missions, equipment, uniformed personnel and related services for the support of law enforcement personnel as may be directed and to provide transportation to the prison system.

- **Department of Transportation, Division of Highways, Division of Public Transportation (DOT-DOH)**, which coordinates requests with the mass transit systems within the state as needed. Mass transit systems are public-private partnership-owned, and are typically available to the local area in which they operate. DOT-DOH provide and maintain control devices as needed to maintain or control traffic along emergency routes.

- **Contracted transportation vendors (i.e. bus vendors)**, with which NCEM contracts.

- **Department of Public Instruction (DPI)**, which coordinates use of school and activity buses across the state, and allows direct contact with all NC public school systems. DPI can also coordinate mutual aid support in regards to maintenance yards and refueling.

- **Federal resources,** in which NCEM can seek as needed.

The Transportation Function provides accessible transportation to support mass evacuation operations. It does not provide resources to manage or staff embarkation stations or disembarkation stations, nor does it track evacuees and their movement. All detailed mass evacuation planning and services for populations are conducted at the local and regional levels. The Transportation Function is activated and operates on the established SERT schedule when storm forecasts indicate mass evacuation may be required, and unit members begin to gather resource availability data immediately.

The Transportation Function will provide resource partners with warning notices, and stage transport vehicles in strategic locations as needed. Mass evacuation transportation resource requests are submitted by the counties and state agencies through WebEOC. Resource requests for mass evacuation support must include any additional drivers needed above those dispatched with the equipment, along with estimated number of evacuees needing transport, and the estimated duration the support is needed. If a resource request is for drivers only, then the requesting agency must specify the quantity of drivers, the qualifications required, and the duration needed. It is the responsibility of the requesting entity to handle logistical requirements once drivers arrive on scene. When a driver resource request is submitted, the unit will check the availability of resources and dispatch them using a "closest to" method. Driver requests will be filled by the unit through using local resources first, followed by state agencies second. Staging areas will be replenished as drawdowns occur to ensure availability of resources. At landfall, the unit will begin planning for re-entry support and demobilization.

PLANNING ASSUMPTIONS AND CONSIDERATIONS

When evacuees are relocated outside of the risk county to a host county, consideration will be given to appointing at least one representative from the risk county who will be relocated to the host county EOC to act as liaison between the risk county and host county. And, conversely, a host county representative will be selected as a liaison between the counties and be relocated to the risk county EOC. This is a county decision that will be recommended when the State coordinates the opening of host county shelters.

Evacuees who have acute medical needs that are relocated outside of the risk county to SMSSs, where individual care for the evacuee is critical, the evacuation will include their family/care giver. Evacuees that have service animals that assist with disabilities are allowed in all shelters.

NCESF-11, Animal Protection Function, enforces the Pets Evacuation and Transportation Standards ACT (PETS), and ensures advanced and continued planning for humane transportation, evacuation, and sheltering of domesticated animals during disasters. More comprehensive plans for transportation of pets and sheltering of pets can be found in Annex A, Appendix 3, Tab J of the SERT Operations Section within the North Carolina Emergency Operations Plan (NCEOP). Information to assist individuals with planning for animal sheltering in the case of a disaster can be located at readyNC.org or here.[2]

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[2] https://readync.org/EN/Plan_Pets.html

Sufficient warning time will generally be available to institute a general evacuation internal to the risk county. Evacuation to the host counties will take longer. Evacuation orders by counties need to be issued early, when regional evacuations are required. With advanced warning, some people will evacuate voluntarily prior to being advised to do so, and most will evacuate promptly when a notice is issued. Most will evacuate by personal vehicle. There is, however, little historic data to confirm that the evacuating public in need of school bus transportation will totally (or nearly totally) evacuate even risk areas when a catastrophic hurricane is predicted. Their level of urgency is similarly uncertain.

Warning time needed will increase when evacuation to SMSS counties are involved. Evacuation orders need to be issued early – up to four days in advance of the arrival of tropical storm winds. Additional time is needed to ready the SMSS for evacuees.

Drivers for all buses may be an issue should the existing drivers elect to evacuate with their family(s) instead of driving evacuees out of the risk county(s) to the host counties in buses. If required, the use of host county drivers and host county buses would be used to relieve these shortfalls.

Since shortfalls of mass evacuation modes of transportation, including accessible transportation, may be likely, state coordination is a key to the successful evacuation of the Northern Coastal Plain for a high intensity storm.

Hospitals and other medical care facilities housing people with acute medical needs have executable evacuation and transportation plans for their patients. The state of North Carolina will augment these plans as needed.

TRANSPORTATION FUNCTION – REFERENCES
- NC General Statutes 115C-242(6) Use of School Bus for Emergency Management
- NC Statewide EM Mutual Aid Agreement regarding the state's responsibility as it relates to this function
- NCNG 500-60 Joint Operating Procedures and the hurricane-related Contingency Plan (CONPLAN) 500-1
- NC Emergency Operation Plan (NCEOP), 2016

TRANSPORTATION FUNCTION - STATE RESOURCES

Department of Public Instruction
Transportation assistance for evacuation of general population can be accomplished with the use of county school buses. It should be noted that many bus drivers in a risk county will not be available due to the fact that they will be evacuating themselves. **Therefore, if a risk county identifies a need for additional bus drivers, a resource request will be made to the State EOC via WebEOC to ESF-1 Desk**. The ESF-1 manager at the State EOC will subsequently contact the Section Chief of the Transportation Services Section of the Department of Public Instruction and make a tasking for the requisite number of qualified school bus drivers, buses (including accessible buses), and maintenance support from counties that are not at risk.

The drivers will report with personal gear that is adequate to be self-sufficient for up to 72 hours. They will load in groups of 20 or less onto a school bus(es) from their county and travel to the requesting risk county. Upon arrival, the bus drivers will mount up onto the risk county's school buses, pick up any evacuating personnel at pre-arranged pick-up points and travel to pre-identified shelters. Buses will be parked in staging areas in the host county and the drivers will stay at the shelter. Depending on the situation at post-landfall, the same bus drivers may be requested to assist in the re-entry phase or they may be shifted out with other bus drivers.

Department of Transportation, Public Transportation Division
Transportation assistance for evacuation of general population can be accomplished with the use of vehicles assigned to the Public Transportation Division of the Department of Transportation. These are federally funded assets. Federal Transit Administration representatives have advised NCEM through FEMA Region IV that there are no restrictions on the use of the equipment for evacuation support in the event of an emergency.

North Carolina's transportation system is comprised of large and small urban systems, rural systems, and several regional transportation authorities. These systems have a variety of vehicles, many of which are lift equipped. The Public Transportation Division maintains a database that includes routes, points of contact and type of vehicle for each system. **When a risk county identifies a need for additional transportation for general population, a resource request will be made to the State EOC via WebEOC to the ESF-1 Desk.** The ESF-1 Manager will subsequently contact the Public Transportation Division and make a tasking for the requisite number and type of drivers, vehicles (including accessible vehicles) and maintenance support to assist in the evacuation.

Public transportation leaders will make the decision on which systems to pull resources in order to support the mission so that it will minimize disruption to services of its other customers (i.e. dialysis patients, etc.). Once the resources are identified, they will travel to the requesting risk county and pick up evacuating personnel at pre-arranged accessible pick-up points and travel to pre-identified shelters. Vehicles will be parked in staging areas in the host county and the drivers will stay at the shelter. Depending on the situation at post-landfall, the same vehicle drivers may be requested to assist in the re-entry phase or they may be shifted out with other vehicle drivers.

NC Intrastate Mutual Aid Agreement
Based on the need and the storm system, transportation assistance for evacuation of people with acute medical needs can be accomplished with the use of ambulances acquired through local agencies, the Statewide Mutual Aid Agreement, EMAC assistance, and/or private contractors.

CONCEPT OF OPERATIONS

General
The State Emergency Operations Center will be activated by North Carolina Emergency Management 72 to 96 hours prior to anticipated landfall of the hurricane. If any one of the risk counties decides to evacuate

in anticipation of the incoming hurricane by request of CRES activation from the risk county, the CRES guide will be activated.

The State EOC, NCEM RCCs and County EOCs will coordinate, and reach consensus, on areas most likely to be impacted. The State EOC will, through the RCCs, then notify all counties potentially involved in the response (both risk and host), and request that the Governor declare a State of Emergency. Working together, the State EOC, RCCs and affected County EOCs will then initiate the CRES guide, including pre-deployment of personnel and equipment resources, if necessary.

It is envisioned that an evacuation order for access and functional needs populations must be given up to four days in advance of hurricane landfall. The general evacuation order will be given later, 36 to 72 hours before landfall, depending upon clearance times required for individual counties. One must remember that this is the scenario for a large and potentially catastrophic storm making landfall.

Because arranging for the setup of the State Medical Support Shelter (SMSS), and the transportation of people with acute medical needs is extremely time consuming, a tiered evacuation order is needed. Upon the activation of evacuees requiring an SMSS (as part of an overall evacuation order) from one or more risk counties, NCEM will notify the North Carolina Office of Emergency Medical Services (NCOEMS) and request that SMSSs be opened. It is anticipated that one day would be required to prepare the shelter for occupation. It is anticipated that the shelter will begin receiving evacuees about one day after opening or about two days before landfall. The requested number of ambulances required for transport of people with acute medical needs and provided through the Statewide Mutual Aid Agreement, EMAC or other means will be requested so as to arrive at the risk county two days before landfall. People with acute medical needs will then be transported to the pre-designated SMSS. The requested number of vehicles required for transport of people with acute medical needs and provided through the Public Transportation Division will be requested so as to arrive at the risk county two days before landfall.

Local transportation coordinators, county emergency management coordinators, and many other social services organizations will work to coordinate local assets and prepare staging areas for embarkation of access and functional needs populations. Because the effort is of regional scope, the local officials will coordinate closely with their state level leadership. Evacuation will continue until arrival of gale force winds associated with the approaching storm.

RESPONSIBILITIES

Lead Agency:

(Specific for Category 4 and 5 shown with *)

NC Emergency Management* (Director)
- Provide oversight and command for the overall evacuation.
- Assume command of evacuation should a regional evacuation be necessary.
- Provide appropriate forms to document expenditures of all resources.
- Manage the SERT EST-1 Transportation Cell.

NC Office of Emergency Medical Services* (Chief)
- Command and control of the SMSS.
- Coordination with the NCEM IC.
- Coordinate and provide ambulances in the number and at the time required.

NC Department of Public Instruction* (Superintendent of Public Instruction)
- Notify risk and host county school districts to prepare for evacuation based on timeline established by NCEM.
- Provide oversight coordination in the affected counties.
- Serve as State level liaison between the NCEOC and county school districts during a regional evacuation.
- Coordinate the supply of evacuation staging areas for necessary supplies prior to a regional evacuation.

NC Department of Transportation*- Public Transportation Division
- State point of contact for NCDOT regarding use of their resources in the regional evacuation.

NC State Highway Patrol*
- State point of contact for NCSHP regarding regional evacuation.

NC Division of Adult Correction and Juvenile Justice*
- State point of contact for DPS/ACJJ regarding the use of their resources in the regional evacuation.

Boards of County Commissioners (Chairmen)
- Declare a state of emergency in writing.
- After consultation, issue evacuation orders.
- Request assumption of state direction and control should a regional evacuation be required.
- Overall authority and responsibility for ensuring county emergency evacuation transportation assets are effectively utilized during the evacuation.
- Provide guidance to the County Transportation Coordinator.
- Terminate the official evacuation order.

County Schools (Superintendents)
- Supervise and control use of school assets (shelters at schools, buses for county wide evacuations, etc.).
- Serve as county point of contact for use of above resources in event of regional evacuation.

County Transportation Coordinators (With County Schools)
- Coordinate public transportation during county wide evacuations.
- Provide direction for county public transportation use of county resources and assessment of county needs during a regional evacuation.

County Emergency Management Departments (Emergency Management Coordinators)
- Primary county coordinator for transportation matters pertaining to overall coordination of the evacuation (either county wide or regional).
- Primary point of contact for coordination of all evacuation related matters in the county.

County Sheriff Departments (Sheriffs)
- Primary county point of contact for coordinating timely evacuation movement, traffic control and security during an evacuation.

Supporting Agencies and Host County Counterparts:

(Specific for Category 4 and 5 shown with *)

NC Division of Social Services* (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Public Health* (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Aging and Adult Services* (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

NC Division of Mental Health*, Developmental Disabilities and Substance Abuse (Liaison)
- Aid in coordination of staging and transportation issues related to people with access and functional needs.

Boards of County Commissioners (Commissioners)
- Assist Chairman with identifying transportation requirements.
- In accordance with the NC Statewide Mutual Aid and Assistance Agreement, authorize the use of select County property to be used as a host area for sheltering of evacuees from neighboring counties.

County Finance Departments (County Resource Directors)
- Where feasible, assist the County Transportation Coordinator in pre-contracting for vehicles and /or vehicle drivers to support the evacuation prior to the emergency.
- Assist the County Officials in prioritizing emergency transportation resources.

County Administrators (Managers)
- Provide for resources (people, commodities, etc.).

County Incident Commanders
- For risk areas of limited scope, on own volition, order evacuation of risk areas.

NCEM Operations Chief
- Control all, or segments of, regional evacuation functions.

Municipal Emergency Management (EM Coordinators)
- Coordinate outside assistance for transportation requirements in support of City emergency operations with the County Emergency Management Coordinator.

Municipal Police Departments (Police Chiefs)
- Provide for traffic control during evacuations within respective jurisdictions.

NC Department of Transportation (NC DOT Division Engineer)
- Keep the County EOC informed of highway conditions, when activated.
- Keep evacuation routes clear of debris.
- In coordination with the County Sheriff(s) and provide for and set up traffic control measures.

NC State Highway Patrol (NC SHP First Sergeant)
- Provide for traffic control state and interstate routes within the County for a large scale evacuation, as assigned by the Governor
- Coordinate NCSHP Traffic Control Plan for the County with the County Sheriff and municipal Police Chiefs
-

IMPLEMENTATION TIMELINE

IMPLEMENTATION TIMELINE – LOW INTENSITY STORMS	
72 Hours	State implements partial activation of the EOC-based on the approaching storm. State activates depending on storm progress. County EOCs activate instep with the State.
	NCSHP and NCDOT engaged in evacuation.
48 Hours	NCEM activates the sheltering program.
	County Board Chairman decides whether to call an evacuation of people with access and functional needs. If so, he issues that order immediately.
	County Board Chairman decides whether or not to call a phased evacuation of - populations with access and functional needs to evacuate. If so, he issues that order immediately.
40 Hours	Division of Social Services and ARC open general population shelters(s).
	Evacuees needing additional support begin sheltering.
36 Hours	County Board Chairman gives evacuation notice for general population in the county.

IMPLEMENTATION TIMELINE – HIGH INTENSITY STORMS	
120 Hours	State considers/implements partial activation of the EOC based on the approaching hurricane.
96 Hours	NCEM advises ESF 6 and ESF 8 partners on need to activate the regional sheltering program.
	NCEM begins the process of identifying additional resources for access and functional needs populations
	NCEM/OEMS begin the process of identifying ambulance resources available through the Statewide Mutual Aid Agreement Program for use prior to landfall. Also tasks the Public Transportation Division for transport of ambulatory access and functional needs.
72 Hours	OEMS open SMSSs.
	NCEM, NCSHP and NCDOT engaged in evacuation coordination.
48 Hours	First ambulances for non-ambulatory people with acute medical needs and vehicles transporting ambulatory people with acute medical needs leave County staging areas for SMSS. Shelters begin receiving evacuees who have arrived by POV.
	Ambulances and vehicles transporting ambulatory people with acute medical needs begin to arrive at SMSS.
	County Board Chairman decides whether or not to call a phased evacuation of access and functional needs populations. If so, issue that order now.
	SMSSs continue to receive people with acute medical needs. Shelters continue receiving evacuees who have arrived by POV.
	Voluntary evacuation of general public begins in the county.
	Mandatory evacuation begins in the county.
40 Hours	Division of Social Services and ARC open general population shelters(s).
36 Hours	People with acute medical needs continue to shelter in SMSS.
32 Hours	County Board Chairmen gives evacuation notice for general population in the county.
18 Hours	Depending on county clearance times, mandatory evacuation begins in the county.
12 Hours	The last bus leaves final staging area in risk county on route to host county shelter.

SHELTERING FUNCTION – INTRODUCTION

Purpose
The primary objective of the Sheltering Function is to provide an overview for sheltering of evacuees from risk counties given a disaster event. This section identifies main points and aids in directing NCEM and local agencies in facilitating sheltering needs of the affected populations.

Scope
In the event of a pre-storm evacuation requiring the use of host-county locations in North Carolina, the CRES Sheltering Function starts with a tiered-based system for opening shelters. A tiered system was developed to avoid overwhelming physical and personnel State resources to serve the sheltering needs of the general population and domesticated animals, as needed. People with acute medical needs are discussed more in the SMSS Function of the CRES. The Risk-Host County sheltering system is ordered in the following tiers for opening shelters:

Tier 1. Locations in counties along and immediately east of Interstate 95 where adequate facility and staff resources are available and driving time to a destination can be minimized in the early stages of the evacuation

Tier 2. Locations in counties west of Interstate 95 where facilities are available and staff can be augmented to serve an overflow of persons seeking shelter even though a longer distance must be traveled during a period of good weather prior to the landfall of the storm

Tier 3. Locations in counties between the Tier 1 counties and the coastal counties which are evacuating where facilities are available, but staffing availability may be reduced during the initial period of the evacuation. These shelter locations would be opened last in the process to allow time to provide staffing for providing shelter to individuals who may not have sufficient time to reach shelter in the Tier 1 and Tier 2 locations

The pre-identified tiered host shelters are not an exhaustive list; host shelters may be opened in any location deemed suitable for temporary sheltering needs during an event to help protect the loss of life. It is recognized at any given point a host county can become a risk county and a pre-identified risk county may become a host county depending on the severity and track of the storm.

Situation
An estimated population of 1,096,209 (2019 Population Estimates, North Carolina Office of State Budget and Management) is living in the 20 risk counties. The resident populations within these counties have grown 10% since 2010 and are expected to continue this trend. The peak tourist population of the area is projected to be June through September, providing population growth fluctuations between 10-30% at any given point. It is expected that the majority of tourists and a large proportion of the permanent residents will leave their homes prior to a mandatory evacuation notice either returning to their homes in a non-threatened area or seeking shelter in locations other than general shelters. This guide focuses on those individuals who may remain in the area until the mandatory evacuation phase and may require assistance with sheltering. An extensive planning profile in combination with resources such as the Hurricane Evacuation Study were used to inform the concept of operations and guidance of the CRES.

Shelters opened by local or state personnel and may be located in schools, churches, civic centers and other permanent buildings that are in compliance with the state's expectations that the facility meets the pre-landfall shelter selection standards set by the American Red Cross.

These locations will be designated as general population shelters. Due to the variety of shelter types and sizes within the area, consideration may be given to opening Tier 2 and/or Tier 3 shelters in quick progression, when the intensity and severity of the approaching storm warrants.

NCEM recognizes the importance of multiple agency partnerships in protecting the people and animals in North Carolina given a significant event. NCESF-11, Animal Protection Function, enforces the Pets Evacuation and Transportation Standards ACT (PETS), and ensures advanced and continued planning for humane transportation, evacuation, and sheltering of domesticated animals during disasters. More comprehensive plans for transportation of pets and sheltering of pets can be found in Annex A, Appendix 3, Tab J of the SERT Operations Section within the NCEOP. Information to assist individuals with planning for animal sheltering in the case of a disaster can be located at https://readync.org/EN/Plan_Pets.html.

Based on surveys conducted by the 2016 Hurricane Evacuation Study (2016 HES), over 50 percent of households have a pet (Figure 38 in 2016 HES), with over 80 percent of pet owners planning to take their pet with them to their evacuation destination other than a public shelter (Figure 39 in 2016 HES). Of the approximate 20 percent of pet owners stating they would evacuate to a public shelter, 9.3 percent stated the policy prohibiting pets in shelters could keep them from evacuating.

To accommodate the pet sheltering needs of the approximate remaining 20 percent of households with pets, the following actions are recommended:

- Enable joint pet and owner evacuation for all residents whenever such evacuations can be accomplished safely.
- When pets and owners cannot be sheltered at the same location, ensure an ID system is in place to provide information for reclaiming pets after the evacuation process has been concluded.
- Establish a requirement that household pets be kept in specifically designed cages, carriers, or other appropriate enclosures during the evacuation process.
- Require owners to bring food, medicines and any pertinent pet equipment to pet shelter locations.

Via the 2016 HES, only 9.1 percent of all at-risk populations (with or without pet) stated they would evacuate to a public shelter, with the majority evacuating to a home of a friend or relative followed by a hotel or motel (Figure 52).

Ensuring adequate protection for all citizens is a shared responsibility of all levels of government. All disasters begin locally and local government is closest to the citizens. It is crucial that people with acute medical needs be identified as they may need to be housed in medical facilities where there will be available equipment, resources and professional staff to provide for their needs. Sheltering-in-place is the best option, provided facilities are not subject to storm surge or located in a floodplain.

The Health Assessment Tool has been adopted from Red Cross forms to provide such an early assessment where necessary. This form may be used to more effectively and efficiently identify those shelter clients

that may need assistance beyond the typical requirements of those within the general shelter environment.

For both general and SMSS shelters, continuity of shelter service and uniformity of care expectations rest with these services delivered by those operating the shelter. The American Red Cross shelter management system was adopted by North Carolina and provides a benchmark for shelter operation expectations and standards. The ARC Shelter Operations Toolkit is provided as a resource for both ARC as well as non-ARC shelter staff and can be used as a reference in the operation of shelters during pre-landfall as well as post landfall sheltering operations. In the course of sheltering operations, the welfare and confidentiality of the shelter client is always of concern to both the State as well as to the individual. The guidelines concerning confidentiality and disclosure of shelter client information is provided as a resource when such decisions surface. This guide is not intended to supersede other specific resources of an individual agency but to provide a reference point when no such guidance is available or provided.

Shelter clients and their families will have a need to establish that they are safe and well. The Shelter Client Welfare Information and Family Reunification Services resource provides several systems that may be employed for this purpose.

SHELTERING FUNCTION – SHELTER ACTIVATION SEQUENCE

To prepare for and respond to the impact of a tropical storm or hurricane posing threat to the State, a mass shelter task force and a mass feeding task force are activated. NCEM Human Services conducts extensive coordination and information sharing with multiple agencies including the Department of Health and Human Services (DHHS); Divisions of Social Services (DSS), Public Heath (DPH), Adult and Aging Services (DAAS), Mental Health, Developmental Disabilities, and Substance Abuse (DMHDDSAS**); The** American Red Cross (ARC); The NC Baptist on a Mission (NCBM); and The Salvation Army (TSA), to develop a NC Mass Care SOG for the disaster. The ARC and TSA have a strong collaborative partnership with NCBM for meal planning, preparation and delivery; therefore all planning must include a coordination period for these agencies. Additional agencies may be contacted to facilitate these processes.

At specific times during the sequence of activities, NCEM Human Services with coordination from the Regional Coordination Centers, must either make a decision or take action. All decisions lead to an action. To the extent that the ARC, TSA and NCBM have input to the decisions and knowledge of the actions taken by the State Human Services, the coordination and delivery of mass care to the disaster area are improved.

The sequence of activities is structured to lead to an anticipated event. This event is based on the date and time the tropical storm or hurricane is anticipated to strike. The event may fluctuate to a date and time sooner or later, and the NC Mass Care SOG will adjust accordingly.

Until the hurricane strikes and assessment teams arrive on the ground and confirm the extent of the damage, the NC Mass Care SOG will be based on assumptions as to the amount of resources required to support the disaster. However, the plan must be flexible and adjustments will be necessary due to uncontrollable factors such as voluntary evacuations, intensity and direction of the storm and other initiating factors.

The NC Mass Care SOG attempts to specify the size of the mass care infrastructure envisioned for the pending disaster, i.e. proposed number of kitchens, comfort stations, feeding vehicles, and potential shelters and evacuation estimates. The purpose in preparing these estimates is multiple:

- To notify the State Logistics Section of the number and type of resource support that the Mass Care Infrastructure will require from the State;
- To identify shortfalls in numbers and types of resources that must be requested from FEMA. (Note: The deadline for State Human Services to submit resource requirements to State Logistics is Event (or E) minus 48 hours. The deadline for submission to FEMA is E minus 24 hours. These deadlines require close coordination and planning between State Human Services and ARC/TSA prior to landfall of the storm.); and
- To provide management oversight regarding the activation of shelters in such a manner as to ensure that evacuation measures parallel sheltering availability.

The NC Mass Care SOG must be updated continually based on the size and track of the storm, as well as synchronized with the State Logistics SOG. The NCEM Human Services Branch Manager along with the ARC, TSA, and NCBM liaisons need to meet at least daily with logistics planning staff to ensure that

everyone is informed of the logistical situation. As the logistical situation stabilizes and the logistic staging area is established, the need for the ARC, TSA, and NCBM liaisons to attend these meetings diminishes.

Coordination of Shelter Openings in Support of Coastal Evacuations

This guide is intended to outline procedures for coordination among local EOCs, activated RCCs, and the SEOC when shelter support is needed for evacuating surge counties.

Shelter space is limited in coastal counties at risk from storm surge. In accordance with recommendations in the 2016 HES, American Red Cross-approved pre-landfall hurricane shelters are not available in the northeastern counties of Currituck, Camden, Dare, Hyde, and Tyrrell. As the concept of shelter-in-place is not an option, risk counties must evacuate populations at risk. Therefore, coastal counties must direct evacuees inland to approved shelters in host counties, which are not at risk from catastrophic storm surge and have shelter space to accommodate the evacuees. Such shelter openings must be requested by local Emergency Managers in the risk counties, accepted and implemented by the host counties, and coordinated across branch jurisdictional boundaries. Lead time is important for host counties to make necessary preparations to receive the evacuating population. The local EOCs, activated Branch RCCs, and the Human Services Desk at the State EOC all have roles in this coordination effort.

Identification of specific shelters in host counties and route direction to the shelters should be available to risk counties at the time evacuation orders are given. This information should be conveyed to the evacuees following the County's evacuation plan and coordinated with the State to include the SEOC Human Services Branch, Mass Care liaison(s) and the necessary public information outlets serving the evacuation route.

CONCEPT OF OPERATIONS

A WebEOC resource request for CRES shelter support will be initiated by the coastal risk county considering imminent evacuation at least 12 hours prior to tropical storm force winds. When possible, notification will be made during normal working times (8AM – 5PM) to allow time for host counties to make necessary notifications and prepare facilities. Counties will use the WebEOC resource request number for tracking and shelter reimbursement purposes. The RCC East (RCCE) Mission Assignment Coordinator (MAC) is responsible for the assignment of the resource request to the RCCE Operations. RCCE Operations will notify RCC Central (RCCC) and the SEOC Human Services Branch Director. RCCE and RCCC will begin ongoing coordination with each other and the SEOC Human Services Branch Director. The RCCC will coordinate opening of host county shelters using the WebEOC resource request number as authorization.

The SEOC Human Services Branch Director will coordinate with ARC, TSA, and NCBM to support field operations as requested by the locals through RCC Central. All State and NGO support will be coordinated by the RCCs with the local Emergency Managers.

The SERT Leader (Director) will coordinate as necessary to ensure pre-arranged financial obligations are fulfilled.

A sheltering checklist outlining the action responsibilities of the county requesting sheltering needs (Green), the RCCE (Orange), and the RCCC (Yellow) is located below and should be used as a reference.

Sheltering Checklist for Tier 1, 2, or 3 Opening Coordination (General Population)		
COUNTY ACTION	**RCCE ACTION**	**RCCC ACTION**
Updated As of: August 2019		
IMPORTANT: If at any point it is recognized that the evacuating population will be more than the total HOST shelter capacity – **SEOC Human Services must initiate the State Coordinated Regional Shelter Plan**		
Risk County identify need for a host shelter		
Risk County contact RCC East with the following information: • Potential need for shelter ***FOR HOW MANY EVACUEES*** • Population type (i.e. general population, elderly, language barrier) and demographics • Transportation method • ***Expected decision time***		
Risk county place request for host shelter in **Web-EOC Resource Request** with the above information • *Resource Request Example: XXX County requests a host shelter for general population due to mandatory evacuation to begin at 0600. Approx. _____ residents are expected to evacuate. Will be transported by bus.*		
RCC East Operations immediately notify RCCC and SEOC Operations Chief of risk county needs via phone call.		
RCC East MAC assigns the risk county resource request to Ops.		
RCC East Ops post risk county resource request and **Web-EOC** mission number into significant events so that RCC Central and host counties can see the request.		
RCC East Operations calls RCC Central Operations to advise that RCC East has made the significant event entry containing the risk county request and the mission number.		
RCC East will set up a conference call for Risk/Host shelter discussion. Provide conference call number and time in **Web-EOC** Significant Event.		
RCC Central Ops immediately notifies local EM in host shelter county of imminent evacuation decision and requests confirmation of Tier 1, 2 or 3 shelter availability.		
RCC Central Ops transmits via **Web-EOC** and/or VIPER the Tier 1, 2 or 3 shelter availability confirmation to RCC East Ops and SEOC.		

Sheltering Checklist for Tier 1, 2, or 3 Opening Coordination (General Population)		
COUNTY ACTION	**RCCE ACTION**	**RCCC ACTION**
Updated As of: August 2019		
RCC East Ops will conduct a conference call with RCC Central Ops, RCC West Ops, SEOC Ops, SEOC-Human Services, mass care liaison(s) and both risk and host counties to coordinate designated shelter and any logistics requirements.		
RCC East will monitor the evacuation and coordinate with the risk county for any evacuation assistance/or Human Services will monitor and coordinate per the State Coordinated Shelter Plan		
RCC Central coordinates with host counties. Host counties will begin shelter operations according to their local SOPs and/or SOGs. Host counties will notify RCCs of any logistical support needed (i.e. mass care support/feeding) and follow up with resource requests if needed.		
Evacuating county issues public information message specifying available shelters in Tier 1, 2 or 3.		
Evacuation order and public information posted by **risk county** or RCC East on **Web-EOC** Significant Events		
Risk county provide host county with transportation method, company name, phone number of transportation driver and any other issues to coordinate arrival to include an evacuee manifest.		
Daily Host county conference calls will be conducted by RCC Central to maintain situation awareness on shelter operations, population and logistic needs.		
POST EVENT SHELTER CLOSING COORDINATION		
Risk county advise RCCE, RCCC, RCCW and host county of decision for re-entry via **Web-EOC.**		
Risk County provides host county with estimated day and time of transportation arrival to pick up sheltered population (if transported by the county) via phone call.		

SHELTERING FUNCTION – SHELTER ACTIVATION PROCESS

Lead Agencies: NC Department of Public Safety, NC Department of Emergency Management, NC Department of Health and Human Services

Supporting Agencies: Lead: American Red Cross (see NC Mass Care Standard Operating Guidelines (SOG)-References and Guidance for additional agencies)

Introduction

The purpose of this section is to outline the roles, responsibilities and interrelationships of the key organizations involved in providing storm evacuation sheltering, feeding and logistical resources utilizing a tiered program of shelter openings in host counties.

This plan covers activities in the host and risk counties. It will include activities related to the activation, monitoring, and deactivation of shelters. In accordance with legislation set forth in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the Pet Evacuation and Transportation Standards Act of 2006, and the North Carolina Emergency Management Act, North Carolina Emergency Management Division Directive 100-02 establishes that the **Human Services** falls under the **Operations Section** and is responsible to:

- Coordinate mass care, mass feeding and shelter operations, public health, volunteer efforts to aid disaster victims, emergency information and assistance for tourists, damage assessment, and mental health.
- Coordinate animal welfare activities in response to and recovery from agricultural emergencies.
- Coordinate assessment of agricultural crop damages to reduce immediate and future commercial loss.
- Operate 24 hours per day at full activation.

See the North Carolina Risk-Host County Matrix and the NC Mass Care SOG-References and Guidance located in the File Library of Web-EOC for more detailed information.

This plan will be implemented when the risk county area is threatened by an approaching weather system and associated storm surge requiring a voluntary or mandatory evacuation to host counties. This plan may also be used as a guide for any incident requiring a voluntary or mandatory evacuation. This plan is not contingent on mandatory evacuation as a significant voluntary evacuation may also precipitate the implementation of the plan. Unless the CRES is activated, shelter expenses may not be covered by the State.

Upon a gubernatorial declaration of a State of Emergency, the SERT Leader (Director) or the Operations Sections Chief (Deputy Director) have the sole authority to activate the CRES. This activation will be delegated to the RCCs for the coordination of risk-host county shelter and evacuation activities and resource support.

Planning Assumptions and Considerations

The following assumptions and considerations are key to creating a program to identify locations in counties away from the North Carolina coastline that can provide an appropriate level of service for individuals evacuating from the coastline counties.

1. When a tropical storm is expected to impact some or all of the coastal counties, evacuations will be necessary to protect the safety of citizens living in the risk area.
2. The greatest loss of life from these events is related to storm surge and related flooding, which can overwash land areas within several miles of the coastline as well as heavy rainfall which can cause localized inland flooding.
3. The coastal counties are not expected to be able to provide safe pre-landfall hurricane shelter locations for their residents.
4. The National Weather Service will issue appropriate and timely warnings for tropical weather events. These warnings will support decision making related to implementing an evacuation plan.
5. County governments retain the authority to implement an evacuation and to order the opening of shelters.
6. Host counties will be identified and asked to support risk counties in sheltering operations of the evacuated populations. The risk-host relationship will be based on proximity.

Concept of Operations

The State Emergency Operations Center will be activated when an ongoing or anticipated disaster exceeds the capabilities of a county to respond or requires the coordination of two or more counties. The American Red Cross, as well as other private or nongovernmental disaster relief organizations, will activate their physical and personnel resources to respond to the event in accordance with their own policies and procedures.

In the conduct of CRES-SOG Mass Care – Sheltering, guidelines and operational resources have been provided to ensure continuity of service delivery as well as the establishment of planning and operational considerations of those shelters. These resources and references are considered to have been reviewed by North Carolina Emergency Management and establish benchmark standards for general population sheltering associated with all sheltering operations regardless of the type of incident. For additional support resources refer to the NC Mass Care SOG.

RESPONSIBILITIES

State of North Carolina

Department of Emergency Management:
- Control and direct the implementation of a regional or statewide sheltering process for a hurricane or tropical storm making landfall on the coast of North Carolina.
- Responsible for the creation of the state's NC Mass Care SOG and the procurement of necessary federal support for same.
- Activation of a process which will allow for reimbursement to host and supporting counties for personnel and services provided to the sheltering program.
- RCCs oversee the deployment of Companion Animal Mobile Equipment Trailers (CAMET) which can be co-located at general population shelters as well as used for additional support for pet sheltering.

Department of Health and Human Services with the Department of North Carolina Emergency Management
> Helps identify, coordinate, and leverage all divisions within their agency necessary to support shelter operations of evacuees

Division of Social Services (DSS):
- Coordinate Mass Care activities at the EOC. In counties where the Department of Social Services has been selected as the responsible agency, it will have the responsibility for mass care activities in cooperation with the American Red Cross (ARC).
- Coordinate the provision of additional social workers for the shelters.

Division of Aging and Adult Services (DAAS):
- Identify suitable shelter resources for older populations and persons with disabilities.
- Maintain a list of domiciliary facilities for older populations and persons with disabilities.

Division of Mental Health, Developmental Disabilities, and Substance Abuse (DMHDDSAS):
- If requested, identify suitable shelter resources for populations requiring support for their respective conditions.
- Maintain a list of domiciliary facilities or locations for their respective conditions.

Division of Public Health (DPH):
- Provide information on communicable disease control.
- Deploy Public Health Regional Surveillance Teams.
- Coordinate the deployment of additional health personnel to support shelters.
- Provide health oversight in disaster situations requiring expedient supply of food and water.

Department of Agriculture and Consumer Services (NCDA&CS):
- Coordinate the number and deployment of veterinarians.
- Manage the distribution of USDA commodities for feeding.

REFERENCES

- ARC Standards for Hurricane Evacuation Shelter Selection
- ARC Shelter Operations Toolkit
- NC General Statute 166-A
- National Response Plan
- NC Emergency Operation Plan 2018

SHELTERING FUNCTION – MASS CARE SHELTERING

Introduction

The purpose of this document is to define the roles, responsibilities and interrelationships of the key organizations involved in providing mass care to victims of a disaster in North Carolina and to coordinate emergency hurricane evacuation sheltering, feeding and logistical resources in support of all mass care services.

Concept of Operations

The State Emergency Operations Center (SEOC) is activated and begins operations when an ongoing or anticipated disaster may exceed the capabilities of a county to respond or requires the coordination of two or more counties. The American Red Cross (ARC), the Salvation Army (TSA), and NC Baptist on a Mission (NCBM), as well as other private or nongovernmental disaster relief organizations, respond to a disaster in accordance with their own policies and procedures.

The State Human Services Branch, under the direction of the State Human Services Branch Manager, performs four vital functions at the SEOC: responds to requests for mass care support from the Counties, provides information to the State Emergency Response Team (SERT) on the status of mass care service delivery in the state, directs state and federal resources, as required, to assist with the delivery of mass care support to victims of the disaster and responders, and will look to the State Coordinated Regional Shelter Plan (SCRS) for guidance as needed to support sheltering operations.

Each county within North Carolina carries out responsibilities assigned under NC General Statute 166-A in accordance with prescribed and designated duties via the County Board of Commissioners. Therefore, sheltering, health, and mental health duties during a disaster event will vary from county to county. The health, safety and welfare of the citizens of each county are afforded those planned actions during a disaster event through the delegation of duties and assignments that affords the continuation of services during a disaster event and are considered a normal responsibility of municipal and county government.

Refuges of "last resort" are typically located in hurricane risk areas and are not endorsed or encouraged by the State for general population sheltering. Refuges of last resort should open post-storm. Their use is a local government decision and local government responsibility to operate. If shelters of this type are intended to be used by a local government pre-storm, they should be identified and discussed in the local government emergency operations plan. Additionally, if refuges of last resort are intended for use or must be used due to the event situation pre-storm, the County should open them 24 to 12 hours pre-storm force winds.

Mission Tracking

The risk County requests mass care support electronically or telephonically from the RCCE if the disaster exceeds the capabilities of the local jurisdiction. The RCCE Mission Assignment Coordinator (MAC) assigns such requests to State Human Services Branch, which assigns the mission to the appropriate agency. Counties and municipalities in the state have established relationships with local American Red Cross (ARC) and The Salvation Army (TSA) representatives for the delivery of local mass care services as well as

internal county resources such as the Division of Social Services, county health and mental health departments as well as other assets.

The State Human Services Branch at the SEOC will process and track all requests from the counties. Upon receipt of a request from a county, Human Services coordinates with mass care agency liaisons at the SEOC to determine which agency can and will meet the request of the county. The agency liaisons relay these requests to their respective organizations so those resources can be directed to meet the identified need. The Human Services Branch will follow-up with the liaisons to determine the status of the request and post an electronic response in WebEOC.

Information to the SERT

Data on the size and scope of client services assists the SERT in understanding the impact of the disaster on the State and aids in operational decisions on the allocation of vital resources to the affected areas. The two most important reports provided by Human Services are the Shelter Count and Meal Count Report.

The Statewide Shelter database is available through WebEOC. The database identifies which shelters are open and the number of persons that are in each shelter. Counties are responsible for updating the shelter database. The ARC is required to maintain their shelters and record shelter activities in the National Shelter System (NSS) database. This database will be monitored by the SEOC ARC representative and the information shared with the Human Services Branch Coordinator.

Maintenance of the State Shelter database is an ongoing process. The Red Cross SERT Liaison will provide the Shelter Count Report via email to the Human Services Coordinators, the SERT Incident Commander, Plans Section, and any other identified stakeholders by 0600 hours daily. This report will include the shelter name, shelter address, and what the midnight count for each shelter is along with an overall shelter count total for number of shelters open and number of shelter residents. Shelter data should also be updated in WebEOC on the Shelter Board. The shelter data is displayed in "real time" and reflects the best shelter numbers and population at that particular moment. As new information is received, the database is updated.

The Meal Count Report is prepared daily in order to track the scale and scope of disaster feeding in the affected area. The report is a compilation of data submitted by the ARC and TSA. The ARC and TSA are requested to provide each day by 11 AM the number of meals prepared by county during the 24-hour period ending at midnight the night before. When compiled, the report is entered into the SEOC situation report (sitrep) in order to make the information available to the SERT and those federal agencies that have access to the system.

Non-Governmental Agencies

During disasters, the primary non-government mass care agencies (The Salvation Army, NC Baptist on a Mission and the American Red Cross) recognize the legal responsibilities of the state government and will to the extent possible coordinate their activities to ensure effective assistance to those people affected by the disaster. The state of North Carolina concurrently recognizes that volunteer relief agencies depend primarily upon voluntary public financial support to carry out their programs. The state will be

sympathetic with the position of these agencies in conducting special appeals and campaigns for funds during times of disaster, and will help interpret the need for such to its citizens.

RESPONSIBILITIES

Department of Emergency Management:
- Control and direct the implementation of a regional or statewide sheltering process for a hurricane or tropical storm making landfall on the coast of North Carolina.
- Responsible for the creation of the state's NC Mass Care SOG and the procurement of necessary federal support for same.
- Activation of a process which will allow for reimbursement to host and supporting counties for personnel and services provided to the sheltering program.
- RCCs oversee the deployment of Companion Animal Mobile Equipment Trailers (CAMET) which can be co-located at general population shelters as well as used for additional support for pet sheltering.

Department of Health and Human Services with the Department of North Carolina Emergency Management
  Helps identify, coordinate, and leverage all divisions within their agency necessary to support shelter operations of evacuees

Division of Social Services (DSS):
- Coordinate Mass Care activities at the EOC. In counties where the Department of Social Services has been selected as the responsible agency, it will have the responsibility for mass care activities in cooperation with the American Red Cross (ARC).
- Coordinate the provision of additional social workers for the shelters.

Division of Aging and Adult Services (DAAS):
- Identify suitable shelter resources for older populations and persons with disabilities.
- Maintain a list of domiciliary facilities for older populations and persons with disabilities.

Division of Mental Health, Developmental Disabilities, and Substance Abuse (DMHDDSAS):
- If requested, identify suitable shelter resources for populations requiring support for their respective conditions.
- Maintain a list of domiciliary facilities or locations for their respective conditions.

Division of Public Health (DPH):
- Provide information on communicable disease control.
- Deploy Public Health Regional Surveillance Teams.
- Coordinate the deployment of additional health personnel to support shelters.
- Provide health oversight in disaster situations requiring expedient supply of food and water.

Department of Agriculture and Consumer Services (NCDA&CS):
- Coordinate the number and deployment of veterinarians.
- Manage the distribution of USDA commodities for feeding.

SHELTERING FUNCTION – CRES SHELTERING REIMBURSEMENT

Documentation Overview

This is a reimbursement program that requires accurate documentation to ensure that all expenditures by the county are reimbursed by the state upon CRES activation. The program will be instituted when the county incurs costs as the result of operating mass care shelters. It is highly recommended that a person be designated by the county to compile and organize this cost data as it is being created. The organization and maintenance of accurate cost records, besides being necessary for reimbursement, will be required for any possible future audits that may be conducted by outside agencies.

Eligible Costs for Reimbursement

Eligible Costs – Generally, costs that can be directly tied to the performance of eligible sheltering work are eligible. Such costs must be:

- Reasonable and necessary to accomplish the work.
- Compliant with federal, state and local requirements for procurement.
- Eligible Regional Sheltering Costs – Eligible regional sheltering costs may include, but are not limited to, the reasonable costs for:

    1. **Facilities.**
        a. Minor modifications to buildings used for mass sheltering, if necessary to make the facility habitable.
        b. Facility lease or rent (at the market rate; loss of revenue is not eligible).
        c. Utilities, such as power, water, and telephone.
        d. Generator operation (but not purchase).
        e. Shelter safety and security.
        f. Shelter management.
        g. Phone banks for disaster victims, if essential and necessary.
    2. **Supplies and Commodities.** Eligible items are those needed for, and used directly on, the declared disaster, and are reasonable in both cost and need. Examples include:
        a. Cots.
        b. Food and water.
        c. Linens/blankets/pillows.
        d. Personal comfort kits (e.g., shampoo, soap, toothpaste, toothbrush, etc.).
        e. Towels/washcloths.
        f. Televisions or radios (1 per 50 shelter residents; basic CATV service is eligible).
        g. Washers/dryers (1 each per 50 shelter residents).
    3. **Pay for Regular Employees.** The labor force of the Providing Agency, while providing services under the terms of a Mutual Aid Agreement to the Receiving Agency will be treated as contract labor, with regular and overtime wages and certain benefits eligible, provided labor rates are reasonable.

        Labor force costs (both regular and overtime) from risk counties who are providing shelter operations personnel to host shelter counties are eligible if the State EOC assigns the risk

county with a shelter support mission or if the risk county and the host county have a county to county mutual aid agreement. Temporary employee costs (both regular and overtime) hired by a Providing Agency are eligible reimbursement costs.

4. **Applicant-Owned Equipment.** The use of applicant-owned equipment (such as buses or other vehicles) to provide eligible evacuation or sheltering support will generally be reimbursed according to the FEMA Schedule of Equipment Rates (does not include operator labor).

5. **Emergency Medical Services.** For the purposes of screening the health of shelter residents, assessing and treating minor illnesses and injuries, and making referrals (e.g., calling 911), mass shelters may be staffed with emergency medical technicians, paramedics, nurses, or physicians. The number of medical staff will vary according to the size and type of shelter population. State Medical Support Shelters will require higher-skilled medical staff (e.g., registered nurses) than a general population shelter.

   a. The following costs related to the provision of emergency medical services in a mass sheltering environment may be eligible for reimbursement:

      i. First aid assessment.
      ii. Provision of first aid, including materials (bandages, etc.).
      iii. Provision of health information.
      iv. Special costs of caring for individuals with chronic conditions.
      v. Supervision of paid and volunteer medical staff.
      vi. Prescriptions required for stabilizing the life of an evacuee/sheltered (supply not to exceed 30 days).
      vii. Medical staff for emergency and immediate life stabilizing care, including mental health and medically fragile evacuee populations.
      viii. Public Information Officer.
      ix. Social Worker.

   b. The costs of triage, medically necessary tests, and medications required to stabilize an evacuee/shelter patient for transportation to a hospital or other medical facility may be eligible. The PA applicant should not seek reimbursement for these costs if underwritten by private insurance, Medicare, Medicaid or a pre-existing private payment agreement. Long-term treatments are not eligible, in accordance with FEMA Recovery Policy 9525.4.

      i. The costs of transporting an evacuee/shelter patient to a hospital or other medical facility may be eligible.
      ii. If mass shelter medical staff determine that an evacuee/shelter patient requires immediate medical or surgical attention, and requires transportation to a hospital or other medical facility for necessary and emergency life sustaining treatment not available at the shelter, the costs associated with such evacuee/shelter patient transportation, diagnosis, testing and initial treatment are eligible. Eligible outpatient costs are limited to:

- (1) Local professional ambulance transport services to and from the nearest hospital equipped to adequately treat the medical emergency.
- (2) Physician services in a hospital outpatient department, urgent care center, or physician's office, and related outpatient hospital services and supplies, including X-rays, laboratory and pathology services, and machine diagnostic tests for the period of time that the evacuee/shelter patient is housed in congregate sheltering.

    iii. Vaccinations administered to protect the health and safety of congregate shelter patient and supporting emergency workers are, for transmissible or contagious diseases, an eligible expense.

6. **Transportation.** Transportation of evacuees to congregate shelters is an eligible expense when the means of transportation is the most cost-effective available. Other transportation services may be provided pursuant to Section 419 of the Stafford Act.

7. **Shelter Safety and Security.** Additional reimbursable safety and security services may be provided at congregate shelters, based upon need. Police overtime costs - associated with providing necessary, additional services at congregate shelters - are eligible for reimbursement.

8. **Cleaning and Restoration.** The costs (to the Applicant) to clean, maintain, and restore a facility to pre-congregate shelter condition are eligible.

9. **Animal Shelters.** Generally, congregate sheltering facilities do not allow household pets (except service animals assisting people with disabilities), due to health and safety regulations. Eligible animal shelter costs include costs associated with the provisions of rescue, shelter, care, and essential needs (e.g., inoculations) for evacuee and rescued household pets and service animals, to include veterinary staff for emergency and immediate life-stabilizing care. Exhibition or livestock animals are not eligible for animal sheltering.

10. **Costs Related to Accessibility.**

Reimbursement Process

Except as otherwise provided below, it is understood that the state shall pay to the Providing Agency all documented costs and expenses incurred by Providing Agency as a result of extending aid and assistance to the Receiving Agency. 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 the Receiving Agency and Providing Agency. Receiving Agency shall be ultimately responsible for reimbursement of all eligible expenses. Providing Agency shall submit reimbursement request and documentation to Receiving Agency on FEMA Forms.

At the time of the implementation of the North Carolina Coastal Region Evacuation and Sheltering SOG, the North Carolina Emergency Management will designate a State Regional Sheltering - Public Assistance Coordinator (SRS-PAC) to provide any information needed by the Providing Agency regarding the reimbursement process.

Additionally, a Public Assistance Grant Manager will be deployed to the Central and Eastern RCCs and State EOC to provide support on Shelter Support Operations.

1. **Personnel** – During the period of assistance, Providing Agency shall continue to pay its employees according to its then prevailing ordinances, rules, and regulations. Receiving Agency shall reimburse Providing Agency 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, the Receiving Agency shall not be responsible for reimbursing any amounts paid or due as benefits to Providing Agency's personnel under the terms of the North Carolina Worker's Compensation Act.

2. **Equipment** – Providing Agency shall be reimbursed by Receiving Agency for the use of its equipment during the period of assistance to either a pre-established local or state hourly rate or according to the actual replacement, operation, and maintenance expenses incurred. In the absence of local rates, the FEMA Schedule of Equipment rates will be used.

3. **Materials and Supplies** – Providing Agency 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 schedule, unless such damage is caused by gross negligence, willful and wanton misconduct, intentional misuse, or recklessness of Providing Agency's personnel.

4. **Record Keeping** – The Providing Agency shall maintain records and provide copies of paid invoices and contracts for reimbursement by the Receiving Agency (NCEM) using the forms and format used by FEMA .

5. **Payment; Other Miscellaneous Matters as to Reimbursements** – The request for the reimbursement of costs and expenses shall be forwarded as soon as practical after the costs and expenses are incurred, but not later than sixty (60) days following the period of assistance. The Receiving Agency shall pay the bill or advise of any disputed items, not later than sixty (60) following the billing date. These time frames may be modified in writing by mutual agreement. The American Red Cross will, in accordance with NCGS 166-A, continue their protocols for feeding and sheltering cost reimbursement via the voluntary donations support by the American public and will apply such reimbursement when expenditures are just and in keeping with the traditional reimbursement policies of the organization.

SHELTERING FUNCTION – DECISION MATRICES

Lead Time	Action Prior to Storm Force Winds
5 days = 120 hours	State implements partial activation of the State Emergency Operations Center (SEOC) based on approaching weather event and determines the status of the State Coordinated Regional Shelter Plan
	Department of Health and Human Services coordinates staff recall to support disaster operations for mass care
4 days = 96 hours	NCEM Human Services advises ESF-6 partners of need to activate sheltering program
	RCCs initiate roll call of all RISK and HOST counties to validate response status
	Department of Agriculture anticipates pet sheltering activities
	Full activation of the SEOC takes place
	County Board Chairman decides to call for an evacuation in risk county/ies
	Risk counties coordinate with NCOEM to request host shelters be opened
3 days = 72 hours	RCCs with related agencies and organizations, notifies host counties to prepare to open up available shelters
	RCCs coordinate CAMET/CAST deployment through county to county mutual aid
2 days = 48 hours	RCCs/NCEM Human Services requests that additional shelter locations in host counties be prepared
	Identified host counties open shelters
1 day = 24 hours	Agencies monitor registration of public at shelters to identify requirements for additional shelters to open
0 day = 0 hour	Storm force winds begin to impact area

SMSS FUNCTION – INTRODUCTION

Purpose
This document provides an overview of the State Medical Support Shelter (SMSS) components of the North Carolina Coastal Region Evacuation and Sheltering Standard Operating Guidelines so that the continuity of healthcare can be maintained for individuals with medical conditions requiring active monitoring and management by a credentialed medical professional. In conjunction with the Mass Care Sheltering Function of this plan, the Mass Care and Human Services Emergency Support Function (ESF-6) located in Annex A, Appendix 3, Tab E, and the Emergency Support Function Disaster Medical Services located in Annex A, Appendix 3, Tab F, it outlines the policies, organizations and tasks of NCEM and supporting agencies in the event of a pre-landfall evacuation in the State of North Carolina. Any planning for these individuals must also take into account specialized transportation needs of these individuals.

Scope
The evacuation and medical sheltering process coordinated by North Carolina Office of Emergency Medical Services (NCOEMS) and NCEM for individuals that require a specialized level of medical care to maintain their usual level of health is intended to maximize the effective use of limited physical and personnel resources in the state.

Situation

Situation Overview: Incidents involving hurricanes and other natural or man-made disasters have occurred in North Carolina and are expected to continue to occur in the future. The situations listed below were considered in the development of this plan.

- Every day the health care delivery system (e.g. home healthcare, clinics, hospice, medical offices, skilled nursing facilities, hospitals etc.) provides a comprehensive range of medical care to the residents of North Carolina. During an emergency there can be a temporary loss of capacity or capability to provide needed healthcare services to all residents and guests of North Carolina
- Temporary loss of community healthcare support (e.g. home healthcare, clinics, hospice, medical offices, etc.) results in a medical surge on our already stressed in-patient health care delivery system (e.g. skilled nursing facilities and hospitals).
- In many cases individuals can maintain their usual level of health in a temporary residence (e.g. hotel, shelter, relatives' home) with minimal healthcare support required. However, some individuals will require a specialized level of medical care to maintain their usual level of health and avoid hospitalization

LEVELS OF CARE

Levels of Care Expected

The following is a list of reasonable expectations for the levels of care being provided for at an SMSS including possible exceptions to this level of care.

1. Individuals who require active monitoring, management, or intervention by a medical professional to maintain their normal level of health.
    a. Patients from home requiring 24/7 skilled nursing care
    b. Hospice Patients from home
    c. Ventilator Patient
    d. Tracheotomy which requires suctioning
    e. Extensive Wound Management
    f. Stable Dysrhythmia monitoring/management
    g. Bedridden and total care required
    h. Individuals who have been evaluated by a medical professional and deemed necessary for care at a medical support shelter to maintain their normal level of health

2. The level of care provided at an SMSS should not exceed the level of staff skills and resources available.

3. Medical Providers that are assigned to an SMSS are operating in an emergency situation and should exercise reasonable care and judgment to assure patient safety.

4. Care provided at a medical shelter is not intended to replace all services provided across the healthcare system continuum

5. Any person who presents or develops the need for a level of care beyond that which can be provided at a medical shelter should be transported to an appropriate medical facility or the care/resource required should be requested from NCOEMS so that care can continue at the SMSS.

SMSS FUNCTION – STATE MEDICAL NEEDS SHELTERS

Lead Agency: NC Office of Emergency Medical Services
Supporting Agencies: NC Emergency Management

Introduction:

Over the past decade, North Carolina has experienced many natural disasters that have resulted in the need for local and state government to provide shelter for residents that evacuated or were displaced from their homes due to the storm. Many of these displaced individuals have medical needs that require ongoing skilled medical care to assist them in maintaining their usual level of health and avoiding the need for hospitalization.

With an increasing number of patients that receive medical rehabilitation and skilled nursing care at home, an expanding number of individuals with chronic medical conditions, and minimal hospital surge capacity during normal conditions, it is likely that future disaster incidents will cause serious stress on the existing healthcare delivery system. Based on this identified risk, North Carolina utilizes State Medical Support Shelters to ensure the safety of all evacuees while attempting to minimize the surge on our healthcare system.

Concept of Operations
Information on the pre-event identification of specific locations to serve as SMSS locations and development of medical and logistical support required for the safe and effective operation of a SMSS shelter is identified in NC OEMS State Medical Support Shelter Plan

Responsibilities

Office of Emergency Medical Services (OEMS)
- Provide primary medical care using State Medical Assistance Teams (SMAT's)
- Maintain lists of personnel for assignment to shelters.
- Coordinate, command, and control for all Disaster Medical Services assigned responsibilities by the SEOP and NCEM.

North Carolina Emergency Management (NCEM)
- Provide IMT support as requested.
- Provide Logistics support as requested.
- Provide Public Assistance support.
- Transportation support to move State Medical Response System equipment to the SMSS.

SMSS FUNCTION – DECISION MATRICES

Lead Time	Action Prior to Landfall
5 days = 120 hours	State implements partial activation of the State Emergency Operations Center (SEOC) based on approaching weather event
	Office of Emergency Medical Services coordinates coordination call to discuss placement and HCC support for SMSS operations
	Office of Emergency Medical Services advises ESF-8 partners of need to activate SMSS program
4 days = 96 hours	OEMS and Department of Agriculture anticipates pet sheltering activities
	Full activation of the SEOC takes place
	Operational readiness checks of SMSS sites completed
3 days = 72 hours	Office of Emergency Medical Services and State Medical Assistance Teams deployed to SMSS locations
	Durable medical equipment deployed to SMSS locations
2 days = 48 hours	Transportation of SMSS evacuees begins
	Office of Emergency Medical Services monitors shelter capacities and operationalizes additional shelter locations as needed
1 day = 24 hours	Transportation of SMSS evacuees completed
0 day = 0 hour	Storm force winds begin to impact area

PUBLIC INFORMATION FUNCTION – INTRODUCTION

This section provides comprehensive Standard Operating Guidelines (SOGs), based on North Carolina Emergency Management (NCEM) and Department of Public Safety (DPS) Communications Office requirements. Prior to the activation of the State Emergency Response Team, the NCEM Public Information Officer will be the primary source of information for news media and lead spokesperson concerning disaster-related subjects. Once the SERT is activated, the Department of Public Safety's Public Affairs Director, or his/her designee, serves as the lead spokesperson for the disaster. General Statute 166A gives responsibility and authority for coordinating the response to a disaster to the Department of Public Safety, Emergency Management Division. The division is empowered to call upon any member of government to help with that response.

The overall mission of the Public Information function is to contribute to the safety and well-being of the community before, during and after a disaster by disseminating information that is timely, accurate, consistent and easy to understand. This information must explain what people can and should do to provide for their own safety and well-being, plus what they can expect from North Carolina Emergency Management and other state government agencies working together to provide the services needed to rebuild communities and restore lives.

The Public Information staff must develop and implement strategies to:

1. Provide disaster victims with the information they need to protect their lives and property from further damage;
2. Provide all target markets with equal access to timely and accurate information about disaster response, recovery and mitigation programs;
3. Instill confidence in the community that all levels of government are working in partnership to protect lives and property before a disaster strikes, and to restore essential services following a disaster in order to help individuals begin putting their lives back together;
4. Manage expectations so that disaster victims have a clear understanding of all disaster response, recovery and mitigation services available to them; and
5. Support state and local efforts to provide disaster victims with specific program information;
6. Work with the media to promote a positive understanding of federal and state response, recovery and mitigation programs.

Partnership and teamwork are essential when it comes to managing public information during disaster operations. Cooperation and understanding among public information staff from all state agencies is central to the task. These PIOs provide essential public health and safety information before, during and after a disaster. PIOs from other state agencies often work in the Joint Information Center (JIC) as their agency's on-site spokespersons, generating news releases, responding to media inquiries and working as part of a comprehensive public information team. A PIO may be assigned primarily to support the overall JIC mission to lend particular expertise and talents.

The information that follows offers guidance into establishing a coordinated and consolidated public information program necessary to manage information before, during and after disasters.

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PUBLIC INFORMATION FUNCTION – GENERAL READINESS AND ACTIVATION

INTRODUCTION

Purpose
North Carolina's large and rapidly growing population centers are located in regions susceptible to hurricanes, tornadoes, and flooding. This accentuates the need for this level of coordination and preparation. The effective management of emergency response personnel during the incipient stage of any major incident and throughout its extended operations, will, by far, have the most significant impact on loss of life and the severity of injuries to the affected population. This NC CRES SOG lends itself to the rapid activation and response of aid to a community in the event of localized all-hazard emergencies.

Scope
This Standard Operating Guideline (SOG) supports the general concept of operation, organization, and tasks detailed in the Public Information Annex or Action Guidelines to the North Carolina Emergency Operations Plan. It provides the detail necessary to implement the Public Information Annex/Action Guidelines.

Planning Assumptions and Considerations
1. The level of preparedness will affect the public's perception of the emergency or disaster. Tourists will feel particularly vulnerable if they are unaware of the hazards or planned responses of the area.
2. The event will require responding agencies to provide instructions and information to the public about the incident and actions people should take to save and protect lives, property, economy, and the environment. Responding agencies should also expect to provide information to reduce public concerns about the incident and response activities.
3. Local media will be more willing than out-of-state media to provide specific emergency public information to local residents.
4. Some events, or even forecast events, can bring many reporters, photographers, and camera crews to an area; this will create heavy demands on the emergency public information organization. The public information staff must have a plan to meet this demand. All emergency workers should be instructed to refer media inquiries to public information staff.
5. Public and media will desire more information and will call to get it. A Citizen's Information Hotline or public inquiry call center should be set up as early in the operation as possible.

CONCEPT OF OPERATIONS

State agencies are responsible for providing the public with information about a particular threat, intermediate protective actions designed to further save lives, protect property, the economy, and the environment, and long-term recovery actions to restore the affected community, as nearly as possible, to its pre-incident condition. The NCEM Public Information Officer is assigned to coordinate the collection and dissemination of all newsworthy information in times of emergency or disaster. This person, or another PIO designated by the NCDPS Communications Office, will act as official spokesperson for the agency. The entire NCDPS Communications Office works closely with the Governor's Office, the NCDPS and the NCEM in collecting information from within the Emergency Operations Center (EOC) and other sources. If there is significant media interest, a Joint Information Center (JIC) may be required to support response operations. This JIC becomes the central location from which news releases are issued and where public inquiries are addressed. The Public Information Officer recruits, selects, and activates staff as necessary to operate the JIC. The Public Information Officer is a member of the Command Staff within the Emergency Operations Center. The PIO advises the Governor's Office and the NCEM on public information issues, acquires the most current and accurate information, and approves news releases before they are distributed. The PIO functions as official spokesperson at the JIC, if activated, and organizes staff to operate it.

RESPONSIBILITIES

Operational Phase 1 – Preparedness
During the Preparedness Phase, the state will review and update critical regional policies and participate in scheduled exercises and training opportunities to ensure an effective program. State, regional and county communication methods will be verified and points of contact will be updated. Efforts will be made to implement and strengthen overall coordination and flow of information.

Responsibilities of the North Carolina Emergency Management Public Information Officer include:

1. Review the Public Information Annex/Action Guidelines to the Emergency Operations Plan (EOP) at least annually and update it as changes occur.
2. Review and update documents that support the Public Information Annex/Action Guidelines, such as this Emergency Public Information SOG.
3. Maintain working relationships with public information personnel from local response agencies, PIOs in adjacent jurisdictions, and private organization public relations personnel so that mutual needs may be fulfilled during emergencies and disasters.
4. Provide training to State EOC staff and local Emergency Management Coordinators to ensure they are familiar with public information concepts.
5. Maintain media contact lists.
6. *Conduct annual training with local media representatives and share with them the details of the plan.
7. Periodically review the Emergency Alert System (EAS) Area Plan. Assist the State Warning Officer with developing message templates with blanks that can be filled in quickly during emergencies.

The State Warning Officer is responsible for activating the Emergency Alert System (EAS) and providing the EAS message.

8. *Prepare and obtain educational material for each potential hazard that could affect the state. Distribute this information to the public.

9. *Prepare "camera ready" information that can be quickly printed and distributed to each affected household at the time of an emergency.

10. *Ensure that the Joint Information Center (JIC) can be operational on short notice. Select alternative facilities for use.

11. *Develop status boards, maps, etc. for JIC. Store in a convenient, safe location.

12. *Make arrangements for communications equipment and other supplies/equipment necessary for JIC functioning.

13. *Contact FEMA Region IV PIO in order to coordinate Hurricane Preparedness info with Federal government and adjoining states.

14. *Review/revise all pre-scripted news releases and public safety announcements. These are stored in WebEOC (NCSparta) with template news releases for all other hazards.

15. *Implement general public education campaigns to assist residents in emergency preparedness.

16. *Respond to news media queries as needed.

*In conjunction with the DPS Communications Director

Operational Phase 2 – Standby

The Stand-by Phase indicates a tropical system has been identified and poses a possible threat to the North Carolina coastal area. This phase will consist of regular conference calls, facilitated by the Area Coordinators, between the State Emergency Operations Center, potentially affected county emergency operations centers (risk and host) and appropriate state and federal agencies as to the degree of threat to North Carolina and the potential for escalation.

Responsibilities of the NCEM Public Information Officer include:

1. Monitor storm information and evaluate appropriate pre-scripted forms for distribution. Revise as appropriate.

2. *Contact and coordinate information with PIOs from FEMA Region IV and adjoining states.

3. Evaluate JIC location, supplies and equipment. Confirm prior arrangements for staffing, logistics and other support.

4. *Widely distribute media releases and PSAs as appropriate.

5. *Coordinate information dissemination to other state agencies, community outreach agencies, local emergency management partners, and appropriate media markets.

6. Coordinate JIC location, activation, access restrictions and briefing schedule with media markets, including coastal radio and TV outlets.

7. *Conduct/arrange news interviews about storm preparation.

*In conjunction with the DPS Communications Director

Operational Phase 3 – Decision

Entering into the Decision Phase indicates a tropical system poses a significant threat to the North Carolina coastal area. During this phase, state resources will be pre-positioned to assist local jurisdictions in the evacuation and sheltering of residents and visitors. Public information will be coordinated with local communities to ensure an effective and consistent message is relayed to the general public.

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

- Fully mobilize the emergency public information organization, determine shift assignments, brief emergency public information staff on status of emergency situation and their duties.
- Maintain contact with the EOC to obtain the latest information, verify information, and have news releases authenticated.
- Establish JIC operations with full operational and logistical support staff.
- Announce JIC Activation and widely distribute to include all local emergency management coordinators in the Northern, Central and Southern Coastal Plains.
- Coordinate information with FEMA Region IV, adjoining states and appropriate state entities.
- Make contact with local emergency management coordinators in the threatened area and coordinate state dissemination of local information.
- Complete and distribute appropriate pre-scripted message templates and local information bulletins.
- Update social media applications as appropriate throughout the storm.
- Include all field staff and local Emergency Management Coordinators in all e-mails and faxes as distributed.
- Provide copies of all written news releases and summaries of all press conferences to the Governor's Office, NCEM, and local EM staff.
- Monitor published and broadcast information for accuracy. Correct misinformation whenever possible.
- Obtain and release telephone numbers the public can call for additional information or specific questions (Citizen's Information Hotline).
- Maintain a log and a file of all information released to the media.
- Schedule NCEM representatives (Branch managers, area coordinators and PIOs) for TV, radio talk show interviews.
- Coordinate live radio and TV situation reports and distribute to local and national media markets
- Establish briefings schedule (generally 0800, 1000, 1600, and 2100).
- Make request to Logistics Branch in the EOC to arrange an aircraft with video recording capability to fly storm path and/or coast as soon as safe flying conditions return following the hurricane. Videotape to be made available to all media and shown to public at selected sites following the storm.
- Deploy field PIO to assist with local media if requested.

Operational Phase 4 – Implementation

During the Implementation Phase, jurisdictional evacuation orders are executed and state resources are deployed to mitigate challenges in evacuation, transportation, sheltering, functionally and medically fragile population management and dissemination of public information. Significant Event Boards within WebEOC will be a primary communication tool used to share evacuation information from the risk counties to the state and host counties. Also, Area Coordinators will be providing evacuation updates through the branch offices via WebEOC, as well as holding conference calls as needed.

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

- Ensure special attention is given to coordination and dissemination of information as deemed critical by the local emergency managers in the threatened area.
- Maintain contact with the EOC to obtain the latest information, verify information, and have news releases authenticated.
- Coordinate information with FEMA Region IV, adjoining states, appropriate state entities and local EOCs.
- Provide copies of all written news releases and summaries of all press conferences to the Governor's Office and NCEM.
- Maintain full activation of JIC.
- Monitor news media and social media outlets for storm info and adjust message as necessary.
- Monitor published and broadcast information for accuracy. Correct misinformation whenever possible.
- Obtain and release telephone numbers the public can call for additional information or specific questions (Citizen's Information Hotline).
- Obtain and release telephone numbers the public can call to volunteer assistance.
- Maintain a log and a file of all information released to the media.
- Use rapid response as needed and coordinate with local EOCs.
- Review/revise pre-scripted news releases as needed, and then post on web page, e-mail and/or fax.
    a. State response preparations
    b. Homeowner/property owner precautions
    c. Recovery related issues (insurance, pictures of property, important papers, etc.)
    d. Evacuation routes -- coordinate with DOT and SHP
    e. Shelter locations -- what to take; pets in shelters
    f. Evacuation and re-entry information
    g. Shelters
    h. Traffic conditions
    i. Public Health and safety topics
    j. Donations Management
- Generate a news release on state and local response activities. Widely distribute, especially to EOCs and radio/TV outlets in the impacted area.
- Coordinate live radio and TV Situation Reports with local and national media

- Coordinate with Governor's Press Office for tour of affected area for Governor and/or DPS secretary for D+1 or D+2 (depending on time of impact).
- Brief community relations representatives.

Operational Conditions – Reentry (D+1)

The Re-entry Phase indicates the threat from a tropical system has passed and the process for re-entry into the evacuated jurisdictions must be managed. Re-entry plans are activated and Recovery Incident Action Planning begins. Post event distribution of critical re-entry information will be coordinated through the JIC. The statewide mutual aid agreements will be activated to support recovery activities including repositioning of critical resources.

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

- Coordinate with FEMA Region IV all response and recovery information.
- JIC remains fully activated.
- Deploy PIOs to forward locations as requested.
- Monitor news media for storm information.
- Coordinate information from local jurisdiction for distribution to the State EOC and FEMA Region IV.
- Monitor published and broadcast information for accuracy. Correct misinformation whenever possible.
- Obtain and release telephone numbers the public can call for additional information or specific questions (Citizen's Information Hotline).
- Obtain and release telephone numbers the public can call to volunteer assistance.
- Maintain a log and a file of all information released to the media.
- Review/revise pre-scripted releases as needed. Suggested releases include:
    a. Evacuation and re-entry information
    b. Shelters
    c. Traffic conditions
    d. Public Health and safety topics
    e. Donations Management
    f. Recovery efforts/initiatives
    g. Where to find state/federal assistance to recover from the storm.
- Notify field staff and local EOCs of releases being distributed if possible
- Generate a news release on state and local response activities. Widely distribute, especially to EOCs and radio/TV outlets in the impacted area.
- Coordinate live radio and TV Situation Reports with local and national media
- Coordinate with Governor's Press Office for tour of affected area for Governor and/or DPS secretary.
- Brief Community Relations representatives.
- Escort media in major damage areas (pool media if necessary).
- Coordinate/schedule community relations teams

Operational Conditions 5 – Reentry (D+2 through D+3)

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

- Coordinate with FEMA Region IV PIO for response and recovery information.
- Begin preparations for Disaster Field Office for equipment and staffing.
- JIC remains fully activated and staffed.
- Accommodate Federal Public Information Officers and assist them in releasing information on Individual and Public Assistance programs.
- Monitor news media and social media outlets for storm information and prepare news releases as appropriate.
- Monitor published and broadcast information for accuracy. Correct misinformation whenever possible.
- Obtain and release telephone numbers the public can call for additional information or specific questions (Citizen's Information Hotline).
- Obtain and release telephone numbers the public can call to volunteer assistance.
- Maintain a log and a file of all information released to the media.
- Review/revise pre-scripted news releases and use the FEMA templates as needed. Suggested topics include:
    a. Evacuation and re-entry information
    b. Shelters
    c. Traffic conditions
    d. Public health and safety topics
    e. Donations management
    f. Tele-registration
- Notify field staff and local EOCs of releases being distributed.
- Generate a news release on state and local response activities. Widely distribute, especially to EOCs and radio/TV outlets in the impacted area.
- Coordinate live radio and TV Situation Reports with local and national media
- Coordinate with Governor's Press Office for tour of affected area for Governor and/or DPS secretary.
- Brief community relations representatives.
- Escort media in major damage areas (pool media if necessary).
- Deploy community relations teams

Operational Conditions 5 – Reentry (D+4)

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

1. Shift emphasis to Recovery Phase.
2. If Presidential Disaster Declaration is received, coordinate equipment and staffing with FEMA Region IV to set up the Joint Field Office (JFO) and shift PIO operations to JFO.
3. The JIC remains fully activated and staffed until such time as a FEMA JFO becomes operational or media interest declines to point where PIO activities can be handled with limited staff located at the EOC.

4. Accommodate Federal Public Information Officers and assist them in releasing information on Individual and public assistance programs.
5. Monitor news media for storm information.
6. Monitor published and broadcast information for accuracy. Correct misinformation whenever possible.
7. Obtain and release telephone numbers the public can call for additional information or specific questions (Citizen's Information Hotline).
8. Obtain and release telephone numbers the public can call to volunteer assistance.
9. Maintain a log and a file of all information released to the media.
10. Review/revise pre-scripted news releases and use FEMA templates as needed. Suggested topics include:
    a. Evacuation and re-entry information
    b. Shelters
    c. Traffic conditions
    d. Public health and safety topics
    e. Donations management
    f. Tele-registration
11. Notify field staff and local EOCs of releases being distributed.
12. Generate a news release on State and local response activities. Widely distribute, especially to EOCs and radio/TV outlets in the impacted area.
13. Coordinate live radio and TV Situation Reports with local and national media
14. Coordinate with Governor's Press Office for tour of affected area for Governor and/or DPS secretary.
15. Brief community relations representatives.
16. Escort media in major damage areas (arrange for media pool if needed).
17. Monitor Deployment of Community Relations Teams
18. Gather all records kept during all phases of the emergency and prepare a chronological summary of all events, actions taken, inquiries made, and responses given. Collect newspaper clippings and TV news recordings and web postings.
19. Survey staff and local media for suggestions to improve public information response procedures in future emergencies.
20. Write an after-action report and provide copies to the emergency management coordinator and appropriate elected officials and local agency representatives

PUBLIC INFORMATION FUNCTION – JOINT INFORMATION CENTER (JIC)

In the event of a disaster or potential disaster with significant ongoing media interest a Joint Information Center (JIC) is established. If only one jurisdiction or level of government is involved, the Public Information Officer will activate the JIC according to the procedures found in this document. If more than one jurisdiction, level of government, or private industry is directly involved, a JIC will be established jointly, usually at the best available facility.

Each designates a spokesperson that exchanges information and issues news releases in order to assure accurate, non-conflicting coverage of the disaster situation. The JIC provides a central location for the news media to receive accurate current information. It is the sole source of all authenticated and coordinated information compiled from all jurisdictions and facilities involved.

The Public Information Officer is responsible for coordinating staffing of the JIC on a 24-hour basis if necessary, and ensuring that it is equipped with communications and all necessary supplies. The PIO is responsible for establishing news briefing times with accompanying written statements on a regular scheduled basis and as needed. In the event of a Presidential or Governor's Declared Emergency or Disaster, the local PIO will work in conjunction with state and federal PIOs assigned to the incident.

These Standard Operating Guides (SOGs) are designed to provide a framework for effective and consistent implementation of a Joint Information Center (JIC).

Pre-JIC Activation

Responsibilities of the NCEM Public Information Officer include:

1. Field inquiries from the media and compile information.
2. Report to the EOC and serve as a member of the Command Staff.
3. Begin collecting information to prepare news releases and briefings.
4. Begin preparing written news releases using current data and information. Printed copies will be made available for distribution as necessary. News releases will be disseminated as follows:
   a. Contact radio/TV stations directly via telephone or email. Read briefing to radio/TV contact. (See Attachment A for list of contacts.)
   b. Use e-mail and fax to distribute the news release to regional media.
   c. Provide adequate copies of all news releases to EOC management and staff, Citizen's Information Hotline operators, local officials, appropriate state agencies including State Legislators.
   d. Posted on division website.
5. Notify local, state and (if necessary) national media outlets that the JIC is activated. Provide contact information for reporters.
6. Schedule news conferences for chief executives as requested. Prepare material to be distributed as directed by the chief executives.

JIC Activation

Responsibilities of the NCEM Public Information Officer and the DPS Communications Office include:

1. Activate the JIC after consultation with NCEM. The JIC is located at the State Emergency Operations Center, 1636 Gold Star Drive, Raleigh.
2. Obtain all supplies and place them in pre-designated locations.
3. The primary means of communications in the JIC are telephone and e-mail. The JIC currently has one primary phone line, 919-825-2599. The line automatically rolls over to different extensions within the JIC. Contact NCEM Communications Manager to arrange additional phone lines.

4. Contact NCEM IT/Communications staff to arrange a backup means of communication. This is set up and made operational in the event primary system fails.
5. Ensure all computers are operational.
6. Notify JIC staff of activation and ask to report.

JIC Staffing and Organization

1. The JIC requires a staff of approximately 3-5 persons to effectively operate the facility, provide for the needs of the news media, and collect and disseminate information.
2. The JIC has a variety of specific positions and responsibilities:
   a. **Lead Public Information Officer (PIO)**
      - Schedule news briefings and may act as a moderator for news briefing sessions.
      - Coordinate with Governor's Press Secretary, and FEMA Lead PIO when appropriate, to assess scope of the disaster and public information requirements.
      - Has overall supervisory responsibility of JIC.
      - Coordinates the activation of the state portion of the JIC.
      - Chief decision-maker for state responses to media inquiries and reports.
      - Establish policy for conduct of JIC and media briefing area.
      - Coordinate with SERT Leader on daily message and strategies for reaching target audiences.
      - Arrange for and conducts scheduled media briefings at media center or assigns this responsibility to another PIO.
      - Determine which types of information obtained by the JIC may be required by SERT, and direct it to appropriate parties at EOC.
      - Has the authority to commit additional personnel or resources if needed, and to assign tasks to all state JIC personnel.
      - Has the authority to delegate major responsibilities to the Deputy Lead PIO.
      - Has approval authority over all information released by the JIC.
      - Coordinates with the SERT Leader on developing an operating schedule to include:
        o Media briefings
        o Daily staff meetings
        o Daily hot wash at end of each day or shift
        o Daily update reports for the media
        o Morning and evening drive-time call-outs
        o Routine training sessions on programs and policies
        o Procedures for analysis and distribution of news clips
   b. **Deputy Public Information Officer (Assistant PIO)**
      - Act as Lead PIO in their absence.
      - Coordinate flow of information from the EOC to the JIC.
      - Keep government officials informed.
      - Coordinate e-mailing of status updates
      - Ensure all JIC staff are present, briefed, and aware of their duties.
      - Coordinate press tours.
      - Establish message flow pattern in JIC according to how many PIOs from other jurisdictions are present, etc.

- Arrange for translators to be available at the JIC to provide release in second languages and for the hearing impaired.
- Assume all duties and authorities of Lead PIO in his/her absence.
- Manage the day-to-day operations of the JIC.
- Responsible for maintaining a constant flow of information within the JIC, and between state and federal agencies.
- Screen electronic and printed message traffic to determine which items need to be passed to JIC staff and/or posted on status boards.
- Coordinate JIC activities and information dissemination with other state PIOs, as well as PIOs from federal, local and voluntary agencies.
- Responsible for briefing the JIC staffs.
- Responsible for the routine briefing of the media center PIO on continuing developments.
- Write, review and edit news releases, PSAs, talking points and other documents.
- Ensure that approved news releases are distributed to target news media by the most appropriate means (e-mail, fax, telephone and/or posted in the media center), sent to branch offices by e-mail and posted on the DPS/NCEM web page.
- Establishes internal communications procedures, including daily Hot Wash meetings, training sessions, and information channels within the JIC and EOC.
- Keep Citizen's Information Hotline Operators informed with copies of all new releases and other information.

C. **JIC Manager**
   1. Manage the day-to-day operations of the JIC.
   2. Responsible for briefing the JIC staffs. Ensure all JIC staff are present, briefed, and   aware of their duties.
   3. Coordinate all logistics of the JIC (space, services, food, water, security, supplies, equipment, etc.)
   4. Establish message flow pattern in JIC according to how many PIOs from other jurisdictions are present, etc.
   5. Arrange for translators to be available at the JIC to provide release in second languages and for the hearing impaired.
   6. Establishes internal communications procedures, including daily Hot Wash meetings, training sessions, and information channels within the JIC and EOC.
   7. Post important information within the JIC and elsewhere as appropriate. May include
      a. next scheduled briefing time.
      b. media site tour times/locations.
      c. important telephone numbers such as JIC fax, hotline, etc.

d. **Media Monitor**
   1. Monitor media stories, secure copies of media clips, and maintain a list of media organizations, reporter names and phone numbers for updates.
   2. Screen electronic and printed message traffic to determine which items need to be passed to JIC staff and/or posted on status boards.

3. Monitor radio, TV, newspaper, website and social media reporting of the incident and correct any misinformation.

e. **Writer/Researcher(s)**
Prepare news releases, fact sheets, talking points, fliers and other information as requested, collecting and verifying information as needed. Relevant important information may include:
1. General disaster area/area affected
2. Evacuation areas/ routes
3. Shelters opened
4. Access control points
5. Road closures
6. Traffic reroutes around affected area
7. Command post location
8. Worst disaster area
9. Casualty figures
10. Public property damages
11. Private property damages
12. Utility damages
13. Major events in the course of the disaster
14. Sketch diagrams, etc. of relevance to the news media in understanding events of the disaster.
15. Display emergency/disaster classification level.
16. Record meteorological conditions, if relevant.
17. Check spelling of names, accuracy of data and coordinates with other responding agencies.

f. **Social Media Coordinator**
1. Post disaster-related information (as appropriate) on the jurisdiction's web site(s).
2. Post information as needed in NCSPARTA (WebEOC)
3. Monitor Social media accounts including Facebook, Twitter, YouTube, Flicker, etc.
4. Post information as relevant to keep followers updated on current developments.
5. Respond to simple information requests.
6. Track trends on social media and relay information to deputy PIO, media monitor and Citizen's Hotline.

g. **Citizen's Information Hotline Coordinator**
1. Respond to questions from public.
2. Maintain a file of news releases and other fact sheets and briefing summaries JIC staff has provided.
3. Log all incoming calls and document the responses provided.

4. Maintain a reference list and refer difficult or technical questions to appropriate sources.
5.
6. Maintain a reference list and refer difficult or technical questions to appropriate sources.
7. Report typical questions to PIO for use in creating news releases.

Administrative Support
1. Work with PIO in development of video and graphics to support news releases, briefings and public statements.
2. Support PIO in development of news releases, staffing charts, and other documentation.
3. Responsible for coordinating security in the JIC and the media briefing area with appropriate law enforcement personnel.
4. Responsible for the registration and badging of all state personnel working in the JIC.
5. Responsible for providing any needed clerical or equipment support for other agency PIOs located in the JIC.
6. Responsible for providing a Graphic Artist/Illustrator, when assigned, with appropriate supplies, maps and other materials as required by personnel at the JIC or Media Center.
7. Handle copying and faxing assignments.
8. Update bulletin and status boards with current news releases, statistics, recovery center locations, phone numbers and clippings
9. Set up and maintain the JIC filing system, which should include disaster documents, news releases, media advisories, fact sheets, situation reports, message log, media contact lists, and other items as directed.
10. Works with NCEM Information and Planning Section to create charts, maps or other visual displays for distribution to news media in order to help citizens understand the magnitude of the disaster and the scope of the state's response.

Field Information Officer
This position coordinates closely with the Incident Commander or leading official at the assigned duty station, but accepts all assignments from and reports to the Lead PIO in the JIC. During pre-disaster and early stages of the post-disaster, field PIOs may be assigned to:
1. Discuss the disaster declaration process with the media.
2. Arrange for media coverage of field inspections.
3. Arrange media briefings when required.
4. Ensure that the public receives information about safety preparations and disaster aid that creates reasonable expectation of the limits of that aid.
5. Provide the JIC with newspapers and reports of local media coverage for news analysis.
6. Report media contacts and other activities to Area Command IC and lead public information officer or deputy lead at least twice daily.

7. Provide updated information to the media about current developments and emergency information regarding state and federal programs. Refer to WEBEOC or current fact sheets, news releases, Situation Reports and field reference guides provided by the JIC to assure accuracy. Calls lead public information officer or deputy lead with any questions regarding updates and accuracy of this information.

8. Receive approval from lead PIO before initiating a local news release, including any pre-scripted news releases provided as part of this plan. Please reference Appendix A for the current English and Spanish versions of pre-scripted messages for this plan.

9. Defer all inquiries on NCEM, DPS or FEMA policy and issues to lead PIO.

10. Refer inquiries for detailed information about other federal, state or voluntary agency programs to the appropriate spokesperson.

11. Serve as eyes and ears for the JIC, gathering information about perceptions regarding response and recovery processes, serve as troubleshooter, anticipating and solving problems in the field.

12. Implement media outreach strategy by:
    a. Coordinate with community relations team to work similar territories.
    b. Communicate regularly with the community relations team assigned to same sector to identify information needs.
    c. Create a schedule to visit each media outlet in geographic area. Meet with the editor, news director or reporter in each location.
    d. Focus on the message of the day.

PUBLIC INFORMATION FUNCTION – INFORMATION PRIORITIES

Emergency Information Priorities
1. Description of disaster.
2. Time period involved.
3. Affected/contaminated areas to avoid and areas closed to traffic.
4. What actions to take if in-place sheltering is ordered.
5. What actions to take if evacuation is ordered.
6. Location of shelters and routes to take.
7. How to obtain transportation to shelters.
8. How to shut off utilities.
9. Number to call for medical care and rescue services.
10. Medical measures the public can take before help arrives.
11. Procedures to take to protect property and livestock.
12. How to improvise shelter.
13. Status of schools and children (i.e., Are children retained in school or have they been sent elsewhere? Should they be picked up?)

Status Update Priorities
1. Number of deaths and injuries.
2. Amount of public and private property damage and agricultural damage.
3. Number of persons evacuated.
4. Number of persons in public shelters.
5. Number of homes without power.
6. Response efforts being taken by government and private agencies.
7. Status of local emergency declaration, Governor's Proclamation, Presidential Declaration.
8. Establishment of Emergency Information/Citizen's Information Hotline, telephone number.
9. Time before utilities will be restored.
10. Essential services available.
11. Time before evacuated persons can return home.
12. How long in-place sheltering will be needed.
13. Agricultural information (i.e. sources of feed, monetary assistance, etc.)
14. Disaster assistance available and how to apply (monetary, temporary housing, food, etc.)
15. Response efforts of volunteers and telephone number for people to call volunteering assistance.
16. Telephone number for Missing Person Information Center.
17. Temporary morgues and victim identification measures being taken.

PUBLIC INFORMATION FUNCTION – BRIEFINGS AND RELEASES

News Briefing Coordination by the PIO
1. Set up and test P.A. system.
2. Record video of news briefings.
3. Set up lighting for TV cameras.
4. Establish time schedules for news briefings and post them well in advance.
5. The PIO may function as briefing moderator.
6. Provide written news releases at time of news briefings.
7. Maintain a log describing news briefings times and information disseminated.

Written News Release Coordination
1. Obtain information from the EOC via hotline, from other JIC spokespersons, and other sources.
2. One hour before scheduled news briefing prepare written news releases in conjunction with JIC spokespersons.
3. Develop news release and have lead PIO review.
4. Distribute news release to other spokespersons for confirmation/verification.
5. Call the EOC and verify the news release by reading it to the chief executive.
6. Widely distribute copies of news release
7. Maintain copies of all written news releases, in chronological order

PUBLIC INFORMATION FUNCTION – TYPES OF RELEASES

Public Awareness News Release
This is a public service announcement that can be issued during public awareness campaigns reminding citizens of a particular threat and actions that they should take. These are used especially during hurricane season and when severe weather strikes.

Public Advisory News Release
This is a "fill-in-the-blank" form to be completed and released to news media for threatening disasters, such as flooding, where there is time for the public to take precautionary action. It is not the actual warning message issued by the State Warning Officer in conjunction with Emergency Alert System (EAS) activation.

Emergency Status News Release
This is a "fill-in-the-blank" form to be completed and released to the news media upon the occurrence of a disaster. This release gives a brief description of the disaster and tells what government is doing to respond to the situation.

Public Information Brochure
This is an informational brochure about a specific hazard, developed locally, containing information unique to the community. Brochures are developed for "fixed-site" hazards such as flood prone areas, chemical manufacturing sites, etc. to detail the potentially affected area, evacuation routes, shelter locations, etc.

Such brochures are distributed annually to all households in the potentially affected area. At a minimum, this brochure is prepared in "camera-ready" form, ready for immediate printing and distribution upon the occurrence of such a disaster. Copies of educational materials are normally available for a nominal fee from organizations such as the American Red Cross.

PUBLIC INFORMATION FUNCTION – PRE-SCRIPTED MESSAGES

Please reference the supplemental document titled "CRES PIO Pre-scripted Messages-English and Spanish" for ready-to-use English and Spanish full pre-scripted messages listed in the summary table below: (Note: All pre-scripted messages must be cleared with lead PIO prior to use)

Op Phase					File Name	Subject or Slug Line
1	2	3	4	5		
X	X	X			KIT.DOC	*Emergency Supply Kit*
X	X	X			FARM.DOC	*Preparing Your Farm For Weather Disasters - NCDA*
	X	X			HURRICANE PREP.DOC	*Storm May Affect North Carolina, Citizens Begin Preparing*
		X			WATCH.DOC	*(Storm) Watch Issued For (Region) North Carolina (Storm Name) Expected to Make Landfall [Day / Time]*
		X	X		WARNING.DOC	*(Storm) Warning In Effect For (Region) North Carolina Evacuations Begin in [Region] Counties*
		X	X		STORM NEARS.DOC	*Storm is nearing, residents should complete preps*
		X	X		SEOC ACTIVATE.DOC	*State Emergency Operations Center activates*
		X	X		JIC ACTIVATE.DOC	*Joint Information Center activates*
		X	X		SOE.DOC	*Governor declares State of Emergency*
		X	X		STATE PREPARES.DOC	*Governor activates SERT – signs declarations*
		X	X		SERT ACTIONS.DOC	*SERT is taking these actions to prepare*
		X	X		VEHICLE WAIVERS.DOC	*Governor signs vehicle waivers*
		X	X		EVACUATE.DOC	*Evacuation orders and Routes*
		X	X		IMMEDIATE EVAC.DOC	*Immediate evacuation ordered*
		X	X		EVAC ORDERS-ACTIONS.DOC	*Evacuation Ordered – Other actions being taken*
		X	X		BLOCKED.DOC	*Evacuation route blocked – Use these alternate routes*
		X	X		WHEN U EVACUATE.DOC	*How to prepare your home for evacuation*
		X	X		TRAILERS.DOC	*Info for residents in mobile homes/trailers*
		X			SHELTERS OPEN.DOC	*Shelters opening at these locations*
		X			ASHORE.DOC	*Hurricane coming ashore*
		X			BLUE.DOC	*Follow Blue Evacuation Route Signs and Highway Message Boards*
			X		REENTRY.DOC	*Residents May Re-enter [affected / evacuated] Areas*
			X		REENTRY- CONDITIONS.DOC	*Residents may re-enter / Beware dangerous conditions*
			X		DONATION.DOC	*Want to Donate? Hotline Numbers - Donations Mgt.*
					SOE TERMINATE.DOC	*State of Emergency terminates*
			X		WAIVERS TERMINATE.DOC	*Vehicle Waivers terminate*
			X		SHELTERS CLOSING.DOC	*Shelters will begin closing at (date/time)*
			X		HIRE CONTRACTOR.DOC	*Beware When Hiring Home Repair Contractors*
			X		INSURANCE.DOC	*Filing Insurance Claims*

Op Phase					File Name	Subject or Slug Line
1	2	3	4	5		
				X	DRINKING WATER.DOC	Drinking water purification and safety
				X	SEPTIC SAFETY.DOC	Safety tips if your septic system has flooded
				X	HEALTH SAFETY.DOC	Health & Safety Important in Clean-up Following *(Event}*
				X	CHAIN SAW.DOC	Safety tips when using chain saw after storm
				X	BUGS SNAKES.DOC	Rainy Weather May Bring Out Bugs & Snakes
				X	POSTSTORM.DOC	The Storm Has Passed, But the Danger Lingers